

Ex post evaluation

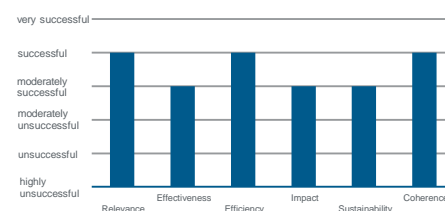
VPUU 4 South Africa

Title	Violence prevention in low-income urban neighbourhoods (VPUU) Western Cape		
Sector and CRS code	15220 Civil peace development, conflict prevention (60%) and 43030 urban development (40%)		
Project number	2010 67 008		
Commissioned by	Federal Ministry for Economic Cooperation and Development (BMZ)		
Recipient/Project-executing agency	Recipient: Western Cape government/non-governmental non-profit executing agency: VPUU NPC		
Project volume/ Financing instrument	EUR 5 million/BMZ grant		
Project duration	2014 to 2018 (final inspection 2020)		
Year of report	2023	Year of random sample	2023

Objectives and project outline

The objective at outcome level was to ensure that the urban structures, social facilities and security-related self-help mechanisms created in the project areas function and are used. The financed security-related infrastructure and public services as well as the self-help initiatives of the population in the project areas were intended to improve the security situation and general living conditions in urban areas. The administrations of the project areas were to adopt and apply the VPUU's fundamental working principles (impact).

Overall rating:
Moderately successful



Key findings

The project was partially effective in the area of urban management/administrative reform, but the security situation and living conditions did not improve sustainably in the project regions. The project was therefore moderately successful.

- **Relevance:** The interventions were fundamentally relevant, but insufficiently focused and not professionally designed overall.
- **Coherence:** There was close integration with urban development strategies and provincial administration campaigns. However, the long-term implementation of the VPUU's plans was not financially secure.
- **Effectiveness:** The financed infrastructure is operational, but is not used optimally and there are no incentives to increase capacity utilisation. The benefit of further measures cannot be fully demonstrated.
- **Efficiency:** Production efficiency was good, but allocation efficiency was affected by too wide a diversification of interventions and high support costs.
- **Impact:** Reforms in urban management were partially successful, but the security situation and living conditions only improved in some areas. There are unintended positive and negative effects.
- **Sustainability:** The maintenance of the facilities is not secured everywhere, the commitment of the municipalities is not permanent everywhere. Many of the civil initiatives supported no longer exist.

Conclusions

- The duration of Phase 4 was too short to embed the project concept with a new executing agency structure in new areas; the roles of executing agency and recipients of funds were not optimally defined.
- The project concept "Participatory urban development" requires close management in order to involve all relevant stakeholders over a relevant period of time and to give measures a clear focus and ensure long-term efficient operation.
- Security forces and municipal administrations are indispensable partners: Sustainable operation requires permanently earmarked financial transfers to the operators.

Ex post evaluation – rating according to OECD-DAC criteria

General conditions and classification of the project

The “Violence Prevention through Urban Upgrading” (VPUU) project Phase 4 evaluated here and its three precursor phases (see EPE 2021) were designed as an open programme. They included both urban planning interventions and measures to increase local security aimed at counteracting violence and crime, which is very widespread by international standards, in the townships of Western Cape as well as address the causes of poverty in these areas.

Support was given to improving local planning, the general residential environment and the populations' access to public and private services. In addition, the local population in the project areas were organised, involved and socially supported in a variety of ways. The Democratic Alliance (DA) party in Western Cape, which competes with the governing majority party, the African National Congress (ANC), had a strong interest in the VPUU throughout the promotional period. The VPUU was considered a successful and innovative pilot project both in South Africa and from the German perspective.

The programme area for the first three phases of the VPUU comprised selected parts of the black township of Khayelitsha in Cape Town. The aim of the fourth and, initially, final phase of the project was, on the one hand, to apply the promotional approach in other municipalities in Western Cape, and, on the other hand, to consolidate the results of the first three programme phases in Cape Town and create the planning basis for expansion to other areas of the metropolis. When expanding the promotional areas to Western Cape, the focus was no longer placed on selecting particularly violent districts, but on applying the concept in different township types, in particular medium-sized cities with both urban and rural characteristics and different population compositions (upscale).

The expansion of the programme area to new municipalities in Western Cape required a change in the structure of the executing agency: Before Phase 4 began, the VPUU's existing project implementation unit in Cape Town was converted into an autonomous NGO, the VPUU Not-for-Profit Company (NPC).¹ The NPC coordinated the implementation of the project in coordination with the provincial administration, the new beneficiary municipal administrations (Drakenstein and its project area Paarl East and Theewaterskloof and its project area Villiersdorp) and representatives from the project areas' population. As in the first phases of the project, the financing concept provided for FC funds to be combined with extensive South African funds from the province and municipalities.

Brief description of the project

VPUU 4 aimed to contribute to the prevention of situational violence through violence-sensitive planning, construction and the operation of urban infrastructure through an integrated and participatory approach and further support measures. VPUU 4's target group was the entire population of the new programme areas in Cape Town as well as the population of the newly supported medium-sized cities. The total population of these cities and districts in Cape Town before the start of the project was estimated at 500,000, as well as around 200,000 in the new medium-sized cities. All promotional areas showed rapid urban growth of at least 30% in the decade before the start of the project (2001 to 2011).²

The population and competent authorities from the urban administrations as well as the provincial government were supported during the needs assessment in the design and, in part, in the operation of the infrastructure provided (institutional violence prevention). The measures aimed to establish safe node areas (SNA) in the residential areas affected by violence, with some adjustments compared to Phases 1–3 (see annex on project measures).

The planned and financed Phase 4 infrastructure in the new secondary cities followed an “education and sport” theme (e.g. a district library and several leisure facilities; see annex on project measures). Further plans supported by the NPC were to be implemented with South African funds following the end of the project. The participatory local development plans drawn up for new project areas in Cape Town and the plans for a market in the

¹ The former international consultant's team leader was appointed managing director of the NPC.

² Source for population figures: <http://www.citypopulation.de/de/southafrica/westerncape/>.

Villiersdorp promotional area should be mentioned in particular here. In addition, the results of the first three phases of the VPUU in Cape Town, especially the operation of the financed infrastructure and the spatial quality of the promoted urban districts, Harare and Kuyasa, in Khayelitsha, were to be secured by service level agreements and preparations made to transfer the concept to other urban districts in Cape Town.

Investment planning was accompanied by a wide range of social measures, round tables and participation formats to promote the population directly, strengthen the representation of their interests, and increase local safety. These social measures included, for example: (i) the organisation of the population in local committees for each promotional area, (ii) drawing up local development and security plans, (iii) other security initiatives (e.g. organisation of local militias/neighbourhood watches, accompanying children to and from school), (iv) advanced training and workshops on various topics, (v) small-scale subsidies (e.g. for the purchase of a printer or some mattresses). Political initiatives from the provincial administration, 'game changers', e.g. in terms of limiting alcohol abuse and setting up holiday activities and afternoon programmes for school children, were supported on various occasions. This was realised through the formation of temporary local partnerships with schools in the programme area.

Breakdown of total costs

In EUR million	Projects (planned)	Projects (actual)
Investment costs (total)	15.81	16.07
Counterpart contribution	10.81	11.07
Funding	5.00	5.00
of which BMZ budget funds	5.00	5.00

Rating according to OECD-DAC criteria

Relevance

Policy and priority focus

The core problem in the promotional areas was the poor safety situation, in particular the high impact of both everyday crime and serious capital crimes, as well as gender-specific violence, resulting in a poor quality of life. The townships, which were designed as dormitory towns, lacked basic urban structures. Due to the designation of special residential areas for certain population groups at the time of apartheid, the routes to care services, jobs or education and leisure facilities were long and dangerous. Even after apartheid ended in 1994, changes occurred at a slow pace. Political apartheid has been replaced in many areas by social or economic segregation, making it difficult for disadvantaged groups to do better. Many townships have also been fragmented by immigration and/or seasonal work.

The project's interventions were fundamentally relevant in relation to these problems: The aim was to supplement the functions of existing amorphous spatial structures at traffic intersections or access roads and to make these areas more attractive and safer through complementary interdisciplinary measures. This complies with the promotional approach of the district management. The clear emphasis on violence and conflict prevention was explicitly in line with the priorities of the German Federal Government at that time.

The approach to coordinate the departments of the city and/or provincial administrations – operating separately until then – through an integrated approach and area coordinating teams (ACT) was, in view of the prevailing departmental “silo thinking” at that time, a strategic and practical prerequisite for the required administrative reforms.

The previous extensive citizen participation³, the financing of micro-measures that could be implemented quickly, and the establishment of additional local bodies and round tables were plausible for creating social networks and a sense of belonging. The opportunity to be heard can, in principle, help restore the damaged trust between the population and state authorities as well as prevent it through forward-looking communication. The subsidisation of parts of the propagated self-help activities (in this case citizens' militia) as part of the government's job creation measures commonly used in South Africa was also fundamentally suitable for involving disadvantaged groups with precarious living conditions, who otherwise would not have been able to participate in such initiatives.

Focus on needs and capacities of participants and stakeholders

The multi-sectoral promotional measures reflect the very different and diverse needs and interests that can be found in disadvantaged residential areas. Positive approaches from other FC projects were adopted in this respect. The inclusion of more female-connotated support areas such as early childhood education and regular household surveys carried out in the new support areas ensured consideration was given to the views of women and vulnerable groups, who may not have been seen or heard in other situations.

Appropriateness of design

Despite the convincing elements – viewed individually – for both the partner municipalities and the target groups, the project approach was very demanding. The short-, medium- and long-term requirements and contributions were not institutionally regulated to a sufficient extent. There were contracts between the NPC and the provincial administration and between the provincial administration and the municipalities, but not between the new municipalities and the NPC, as they were intended to work together directly. The implied assumption that the new medium-sized cities could continue the VPUU's complex and small-scale working method after a few years of planning and moderating support was not given enough thought. The extent to which the NPC was expected to convey the provincial administration's thematic priorities into the municipalities was also not explicitly clarified.

In relation to the beneficiary target groups, too little thought was given to how they should continue the recommended activities without permanent promotion. No provision has been made for the rotation or extension of government-funded job creation measures (ABM), nor has any change been made to the financing arrangements for these measures. The idea that volunteer activists could maintain social mobilisation in the long term without

³ In this case: by representative safe node area committees (SNAC).

consideration contradicts both global experience with district management and job creation measures as well as the experience of other FC funded projects close to the target group. The relevance of the investment plans supported by the VPUU is also put into perspective by the fact that they were largely generated from available funds and perceived as ambitious by recipients in the administrations.

A thematically, largely open-ended project approach also expects too much of the beneficiaries, who are given room to describe and reflect on their various concerns and needs, but only receive a comparably modest consideration in view of the very limited time and funds. Numerous filters ensure that the correlation between “call” and “response” is hardly ever clear. Cooperation with non-formalised local service providers (e.g. daycare centres) and local partners made sense in view of the weakness of state institutions. However, the very broad promotional approach was at the expense of depth and quality.

As in the precursor phases, the project approach of Phase 4 did not systematically coordinate with the security personnel, who are indispensable for effective law enforcement. Selective and individual attempts at coordination by both sides were limited by the lack of an institutional framework and the lack of motivation by individuals.

Response to changes/adaptability

The challenges mentioned were recognised during the course of the project and in subsequent years. However, due to the short implementation period and the absence of follow-up phases, changing direction was scarcely possible.

Summary of the rating:

Even from today's perspective, the holistic concept makes sense in principle, but requires a clear issue-based focus and professionalisation in terms of the number and breadth of interventions, on the one hand, and in relation to the capacities and available funds for investments, ongoing costs and support, on the other. Its relevance is therefore rated as successful.

Relevance: 2

Coherence

Internal coherence

Coordination and cooperation between the FC and TC were not particularly noticeable in the project, as the German TC did not operate at local level in the Western Cape. The FC's presence in this province, which is governed by the opposition, the Democratic Alliance (DA), was generally therefore a good additional component for making German development cooperation strategically visible here.

External coherence

As in the previous phases, the project was closely linked to relevant government strategies for urban development in terms of design and personnel. In Cape Town, the VPUU's approach was partly incorporated into the government's measures previously launched under the Urban Renewal Programme (URP) and expanded to include the dimensions of integrated spatial planning with the involvement of citizens and civil society organisations. Relevant VPUU planning instruments were added to MURP during the project term, some of which were adopted into the current MURP urban development programme for all of Cape Town, in particular the community action plans (CAP; see also the EPEs from the precursor phases). MURP is still being successfully run within the available budget funds.

In Western Cape, several municipalities not benefiting from VPUU 4 were funded by the Regional Socio-Economic Programme (RSEP), which was launched in 2014 by the Western Cape government. Both programmes were managed by the same department and the relationship between the two programmes is described by the participants as a mutual learning process. As part of the officially propagated holistic approach ("Whole of Government, Whole of Society"), connections were made with a wide range of stakeholders and several departments at the provincial administration, and selectively cultivated for the duration of the project. The project picked up on several of the governor of Western Cape's political initiatives and integrated into the social activities in the new programme cities. This is to be welcomed in principle, but the project's already highly process-oriented

interventions were extended thematically in such a way that the safeguarding of core investment activities and related documentation was neglected.

As in the preceding phases, various financial sources from the municipalities and province were interlinked. Once again, expense allowances from the South African ABM measures (Employment and Public Works Programme; EPWP) were used selectively as financial incentives for volunteers. However, the Phase 4 promotional areas in the Western Cape did not have access to the Neighbourhood Development Partnership Grant (NDPG), which was important for additional financing during the preceding phases.

Summary of the rating:

Similar programmes were implemented in parallel with the FC funded project in both Cape Town and the new promotional areas in Western Cape, thus enabling mutual learning processes. However, the good basic design and synergy effects were adversely affected by shortcomings in manual skills. Overall, coherence is rated as successful.

Coherence: 2

Effectiveness

The underlying objective within the EPE was: To ensure the functioning and use of the urban structures, social facilities and security-relevant self-help mechanisms created in the project areas in Cape Town and two other Western Cape cities. The administrative authorities have experience in the application of the recommended planning tools and procedures for citizen participation.

The target achievement at outcome level is summarised in the table below:

Achievement of (intended) targets

Indicator	Target level for EPE	Actual value at EPE
(1) Residents of the programme areas are familiar with the measures initiated by the project and agree with their basic relevance in relation to safety.	Sampling on: - Knowledge of the VPUU or the measures - Assessment of the relevance of the measures (today and over time) Sampling: Local population and local security personnel	Partly achieved.
(2) The infrastructure financed by the project is publicly accessible and used and operated sustainably, and associated institutional regulations are in place.	Sampling: Local administration, project staff and operators; Access: 100%; Readiness for operation: 80%; Target accuracy and efficiency of use > 75%; Service level agreements: 100% active; Financing: 100% provided with funds; 65% operator satisfaction at good or better.	Partly achieved.
(3) The training courses organised by the project (several locations) had clear objectives, are recollected by participants, and are used for professional development.	Clear training objectives and degree of target achievement: (sample and documentation); Recollection by participants of courses: 80% of respondents; Use of training for professional purposes: 50% of respondents.	Not verifiable.
(4) The civic participation mechanisms initiated by the project – in	Identification and localisation of supported initiatives possible (100%);	Partly achieved.

particular safe node area committees – have been retained and are still active.	Verification of continuation (sample, 80%); Perception of benefits through administration (100% of the relevant departments in the three local administrations).	
(5) Initiatives and organisations that have benefited from grants from the Study and Consultancy Fund are still functioning; the grant model is recognised as useful by the administration.	Identification and localisation of supported initiatives possible (100% documented); Verification of continuation (sample, > 80% localisable).	Not verifiable.
(6) Working methods of the VPUU are known to relevant provincial and municipal administrations and have been partially adopted.	Awareness by provincial and urban administrations; SWOT analysis by administrations; Use/adoption of working methods by relevant administrations (personnel, processes, financing), if necessary expansion to other areas where applicable (survey of relevant departments).	Partly achieved.

Contribution to achieving targets

There was little information available to verify the fulfilment of the outcome-oriented reformulated objectives. The follow-up surveys show that the objectives were partially achieved with significant restrictions in several performance areas.

Indicator 1: Awareness of the interventions was verified in two group discussions in the new programme cities, in which representatives of the local administrations as well as the operators of the facilities, former activists, city councils and seven residents from the supported areas benefiting from micro-grants participated.⁴ The measures and citizen participation were perceived positively by all representatives and the local safety measures initiated by the project were also clearly recollected (safety plans, civic militia, simple support points for the militias, safeguarding school routes, etc.). However, the group discussions showed that the structures created by the project had largely fallen apart after the end of the project.⁵ In the new programme cities, there is little interest (Paarl East) on the part of the municipal administrations or limited capacity (Villiersdorp) for organising such processes. The frustration of volunteers in Villiersdorp was further compounded by the impression that the local police station fails to follow up on reported crimes or delinquents.⁶

Indicator 2: The promised planning services were provided. Of the six infrastructures originally planned, five were actually built (see annex to project measures). All financed infrastructures, which received 40% of the FC funds and over 60% of the province's and municipality's own funds, were retained, as were the facilities built in Phases 1–3; however, their use remains below capacity and is not always clear. There is a lack of incentive to improve utilisation, which affects impact and efficiency. The following aspects should be highlighted:

- The Paarl East library, the largest single investment of the project, was able to provide data on the number of registered users, but these figures are not coherent (see annex to project measures). Usage was severely impacted by closures during COVID. Local leaders that were interviewed criticised the fact that, contrary to expectations, the library could not be used permanently by NGOs. Libraries are governed by

⁴ In Drakenstein, representatives of the administration refused to participate, prompting the head of the district library to take part; further discussions with operators took place on site at the facilities; the discussions with recipients of micro-grants took place publicly, but separately from the group discussion.

⁵ The mobile support points (kiosks) located at major junctions had been moved to other areas in Paarl East by the municipal administration. The volunteers working in the patrols in the new programme cities stopped work after the expense allowances organised by the project ended; these expense allowances were financed by public ABMs, which were on a temporary basis; the rotation of the workforce was no longer organised regularly at the end of the project.

⁶ The Community Safety department within the provincial administration is involved in coordinating with the police and security services in a general sense but has neither the personnel nor mandate to consolidate local security networks.

the Department of Culture and Sport (DCAS) of the County Council, which does not generate any incentives or standards to intensify use.

- There is no concept of use for the multifunctional multi-storey district centre in Villiersdorp. Parts of the premises and facilities are managed by NGOs that do not produce detailed records; use of the training rooms after the end of the project is not accounted for.
- Due to inconvenient utilisation time, the children's games library in Villiersdorp offers only limited availability for potential users; records of actual use are not available here, nor for the concrete open area in front of it. The additional investments in the neighbourhood were realised. Here too, however, there are no schedules or usage is severely limited.
- The investments in Phases 1–3, which were secured with Phase 4 funds through management contracts between the city of Cape Town and the NPC, are being used more effectively, comparatively speaking, with differences between the promotional areas.

Indicator 3: As part of the project, the NPC conducted around 80 management workshops for the members of the elected planning committees in all promotional areas to train them for citizen participation as part of the planning. Other volunteers were trained to carry out data collection. In addition, at least 16 workshops were held on a wide range of subjects, including coping with trauma, urban gardening, media use, supplemented by consultancy services for victims of gender-based violence.

With the exception of a manual on “Leadership Training”, neither the objectives nor the results of these advanced training courses and consultations are documented. The NGO, Mosaic, which offered advice to victims of gender-specific violence in the new programme cities during the term of the project, has since withdrawn from these municipalities. Based on the evidence, use of what was taught could only be verified anecdotally for graduates of the leadership courses. The participants benefiting from this were able to clearly present their views at the group discussions during the EPE; in two cases, former SNAC members had now been elected to the city council. The indicator is therefore largely not verifiable with positive unintended impacts.

Indicator 4: Members of the citizen participation committees initiated by the project – in particular SNAC – could be located in the promotional areas as part of the EPE. Group discussions were possible in the new medium-sized cities, and occasional participation in a workshop to update local plans (CAP) was possible in one of Cape Town's promotional areas. As the planning workshops in the new programme cities did not take place or were not repeated after the end of the project, the SNACs there are no longer active as such. However, individual SNAC members who are not the same as the traditional representatives of the districts (“Wards”) continue to be active in other contexts and follow political events on various issues. In summary, the indicator is partially achieved because it has succeeded in promoting other municipal leaders who are interested in citizen participation.⁷

Indicator 5: As part of Phase 4, the project awarded 39 and 44 micro-grants, respectively, to local initiatives in the new programme cities. The recipients are documented, but only a small number of these were found for the EPE based on the data stored. The beneficiaries contacted during the EPE were able to specify the support received and rated it positively. However, the several thousand beneficiaries indicated by the project appears to be notably excessive. In fact, these were low-value assets and smaller acquisitions, e.g. for informal local daycare centres or active younger professionals wishing to establish a business, who were able to marginally improve their own development or the development of their services through the grant. However, it was stressed that further or renewed support is needed. The indicator cannot be verified, but the experience, to the extent it can be determined, fulfils the very worthwhile purpose of temporarily conveying hope and perspective to residents in a disadvantaged neighbourhood.

Indicator 6: Provincial administrations and municipalities are familiar with the VPUU approach, but assess it differently. Cape Town municipality has independently analysed its experience with the VPUU and has adopted several elements of the methodology for developing additional urban districts and has contracted the NPC as part of a competitive approach to organising the maintenance of certain infrastructures and the preparation and updating of urban plans (see also EPE Phases 1–3 from 2021). The experience received a critical reception from Theewaterskloof's administration, who decided that the approach was too complex for a small municipality.

⁷ Previously in the initiatives, activists are disappointed that the administrations of the new programme cities have barely expressed any interest in continuing the VPUU approach after the local elections in 2021, which, depending on the mentality, has either led to withdrawal from or commitment to other municipal contexts. Training in the project has produced added value insofar as these new leaders are not identical to the traditional leaders of the district councils (ward committees).

Drakenstein's administration lost almost all interest after the local elections and was not prepared to take part in discussions at the EPE stage. All municipalities lack the funds to implement the NPC's plans, some of which are perceived as ambitious or "too big". The indicator is partly achieved.

Quality of implementation

The project shows considerable, in some cases systemic, weaknesses in its design and management, some of which have had an impact on target achievement.

The term was too short for a multi-sectoral, open programme with a new executing agency structure and new programme area: Experience from other open FC funded programmes with municipal development funds shows that it usually takes two years to set up a funding offer (especially of an investment nature), which is needed for the preliminary studies, clarification of ownership relationships, soil investigations, tenders, etc. This period is extended if the population is to be largely involved in the selection and design of the measure and this has not yet been done before the start of the project. Due to time pressure, consecutive activities at the VPUU were run in parallel to each other, with the result that inputs (e.g. planning, training) and actual focal points were not always clearly linked.

The idea that the NPC could, on the one hand, convey the political concerns of the provincial administration to the population and, on the other hand, introduce as many of the population's concerns as possible to the design of the project was essentially innovative and wise. However, despite the best intentions, too many small communication-intensive activities were implemented. Their scope and results are, for the most part, no longer documented and no longer clear. It is especially detrimental to transparency if there is no concept, schedule or follow-up for advanced training and recipients of the contributions can no longer be identified, as was experienced during the EPE. This shortcoming suggests that a significant number of the interventions were supported by social commitment, but are only loosely connected to the concept of urban development in disadvantaged residential areas.

The scope of the interventions made monitoring by the provincial administration as the recipient of the FC funds more difficult. In various cases, the administration complained about the difficulty in accessing the NPC's confusing reports and the dimensions of the plans presented for future investment projects (for example the youth lifestyle campus in Cape Town).

Unintended consequences (positive or negative)

The project has both positive and negative unintended impacts: On a positive note, some of the civil activists trained by the project from low-income project areas have successfully run for office in the city councils and now represent their concerns in a constitutionally protected area. The provision of advice to non-certified childcare facilities, which automatically increased contact with active local women who operate these services, must also be seen as generally positive.

On the negative side, improving the residential environment in informal townships east of Cape Town generally provides an incentive for further immigration, which is associated with adverse environmental impacts.⁸ Participation by citizens whose expectations are not met (e.g. due to a lack of funds), leading to additional frustration and impeding the goal of conflict prevention, is also viewed as negative.

Summary of the rating:

The indicators (see annex on the target system) were quantified late and were not particularly suitable for an FC funded project (very input- and process-intensive). Due to a lack of monitoring after the end of the project, the adjusted indicators formulated for the EPE were only partly verifiable and were only partly achieved. The infrastructure is used, albeit far below capacity and there are no incentives to optimise its use. The other interventions, especially advanced training measures and small grants, are recollected positively by those involved, but are only verifiable to a limited extent and are not very sustainable. The participation mechanisms and safety initiatives initiated by the project have largely collapsed; however, a number of individuals have taken up the funding

⁸ This risk already existed in Phases 1–3 and arises wherever informal coastal townships become more appealing due to urban structures and investments in the residential environment.

received and are otherwise active. The administrations of the new promotional areas have not adopted the VPUU approach due to unrealistic scheduling. Target achievement is therefore rated as moderately successful.

Effectiveness: 3

Efficiency

Production efficiency

VPUU 4 is rated as a target group-oriented project with predominantly social policy concerns; business profitability assessments are secondary. For the efficiency evaluation, the services performed by the executing agency in relation to the costs are relevant to begin with. Of the total costs of the project amounting to EUR 16.07 million, EUR 2.34 million was spent on the VPUU NPC; an additional EUR 1.13 million was spent on project offices in the promotional areas. The amount of overhead costs for the entire project is therefore more than 21%, plus EUR 1.5 million for operation and maintenance of the infrastructure in the promotional areas from the preceding phases, which include both organisational services and repairs.

These initially high values are put into perspective when compared to the preceding phases: For the VPUU 1–3 programmes, the international consulting costs were more than twice as high. In this respect, a significant increase in efficiency has been achieved, taking into account the characteristics of a participatory, personnel and coordination-intensive approach. Other open, target group-oriented projects also have overheads of this scale. The NPC's core personnel, who were recruited from the VPUU's previous implementation unit, controlled the processes defined by the VPUU, so learning costs were avoided in Phase 4. This has already had an effect on the current management contracts between the VPUU NPC and the City of Cape Town, in which the service provider's overhead costs/margin were set lower. Furthermore, it was possible to provide the consulting and support work – which required a great deal of coordination – more cost-effectively, predominantly by using local staff, than would have been possible with international consultants.

There are no indications of excessive costs for construction measures or advanced training. Synergy effects were achieved by commissioning some of the same architects as in the preceding phases. The original cost estimate for the construction measures as a whole was largely adhered to, but delays in completion led to cost increases in some areas. The appropriateness of the unit costs for the large number of small interventions can no longer be verified but also has little effect on the overall programme's costs.

The production efficiency is therefore rated as good.

Allocation efficiency

Second, it must be considered whether the promotional purposes and the associated impacts have been appropriately defined in relation to the use of resources and whether the extensive human resources have been used wisely. There are significant limitations here. Several (likewise demanding) plans were drawn up as part of the project and some initiatives started that were not always implemented or continued. In some cases, the partners considered the proposals to be too extensive or too ambitious, and in some cases there was a lack of political interest or funding. These aspects should have been considered more thoroughly at an early planning stage, both contractually and in terms of the budget.

Partly in response to a request from the provincial government and partly to meet the population's needs proclaimed during workshops and surveys, initiatives on various issues were launched to implement strategic objectives locally, although this was not included in the original project concept. The broad-based and, by definition, experimental promotional approach benefited this. The breadth of these initiatives, e.g. preventing alcohol abuse, promoting out-of-school care, workshops, training, etc., required a considerable amount of social work, the founding of new alliances and a deep breath, for which there was neither the time nor funds available during Phase 4's relatively short term. As a result, these initiatives remained selective and, although in themselves appropriate, delivered barely measurable impacts in terms of the project's objectives. Such a project is also risky – besides the efficiency assessment – as it creates expectations among the population that cannot be met. For allocation efficiency, this is rated as unfavourable.

Coverage of the operating costs for the infrastructure in Phases 1–3, which were secured with management contracts during Phase 4, has developed somewhat negatively since the project was completed. This, as well as the

underutilisation of the infrastructure from Phase 4, have a negative effect on allocation efficiency. This is partly due to failures in the programme and partly to the unfavourable development of the basic conditions during the coronavirus pandemic, which followed the completion of the project in 2020.⁹ Allocation efficiency is rated as moderately successful at best.

Summary of the rating:

Production efficiency in the narrower sense was good, but there are limitations in the broad distribution of resources for project guidance and the large number of realised plans, which were not always implemented. This, as well as the underutilisation of the promoted facilities and the low coverage of operating costs, have a negative effect on allocation efficiency. Overall, efficiency is rated as good in view of the social focus and focus on innovation, as the disruptions due to the coronavirus pandemic are not attributable to the project.

Efficiency: 2

Impact

Overarching developmental changes (intended)

The underlying objective of the EPE was: Security-relevant infrastructure and public services as well as self-help initiatives undertaken by the population in the programme areas have led to an improvement in the security situation and general living conditions in urban areas. The municipality of Cape Town has adopted key VPUU working principles for the entire metropolitan region, and the Western Cape provincial government has institutionalised these principles for other medium-sized cities in the region.

Target achievement at the impact level can be summarised as follows:

Indicator	Target value at EPE	Actual value at EPE
(1) <u>Provincial administration</u> The “violence prevention through participatory spatial planning and improvement of the living environment” approach is institutionally anchored in the administration of the Western Cape and secured from a financial and personnel perspective.	<ul style="list-style-type: none"> - The VPUU approach is independently assessed and implemented. Administrative structures and personnel have been adapted accordingly. - The conceptual coordination and (co-)financing of the spatial planning and participatory measures introduced between relevant administrative levels has been secured. - A concept for cooperation with national and local security personnel has been implemented (Department of Community Safety). - Grants from intergovernmental fiscal transfers to local administrations have been secured for the medium term. 	Partly achieved.
(2) <u>Municipal administrations:</u> The “violence prevention through participatory spatial planning and improvement of the living environment” approach is institutionally anchored in the municipal administrations of the project area (Cape Town, Drakenstein, Theewaterskloof) and, where applicable, secured from a financial and personnel perspective.	Implementation of administrative reforms (at least 50% of the necessary reforms) in at least three local administrations of Western Cape (Cape Town, Drakenstein, Theewaterskloof).	Partly achieved.

⁹ Revenue from leasing the commercial premises financed in Khayelitsha (56 units) is developing cyclically. The highest coverage was reached at the end of 2019 at 56% of running costs, but fell to only 10% during the coronavirus pandemic; since that time, it has gradually recovered.

(3) Reduction of violent crime in the programme area.	Reduction of major violent crime (in particular murder) in the programme area by more than 10% compared to the baseline level at the start of the programme (years 2008–10). Data source (proxy): Data from the police departments, prepared by the Institute for Security Studies. ¹⁰	Not achieved.
(4) Sustainable improvement of security-relevant infrastructure and relevant socio-economic indicators.	Since the project appraisal, both the security-relevant infrastructure and relevant socio-economic indicators (here: employment) in the programme area have improved.	Not verifiable.

Contribution to overarching developmental changes (intended)

The project was completed by the beginning of 2020, meaning that two of the three years since the end of the project (before the EPE) were significantly affected by the effects of the COVID pandemic (in particular the lockdowns). This affects the impacts on living conditions, as the framework conditions became significantly more challenging for both the project beneficiaries and the administrations: Companies had to shut down, the administrations' funds had to be spent on emergency aid, meaning that investments suffered, vandalism in public areas increased significantly, as financially exploitable resources (e.g. cables, metal parts) were dismantled and appropriated privately.

Indicator 1: The Western Cape administration is implementing parts of the VPUU's participatory methodology within the framework of the parallel promotional programme, RSEP (see Coherence). This regional programme, which began in 2014 at the same time as the project, was continued in other municipalities after the end of the project and evaluated in 2019 at the initiative of the provincial administration. It was found that both RSEP and VPUU 4 encountered the problem of municipalities outside Cape Town not having any flexibly usable fiscal transfers available. This makes it difficult to co-finance and maintain multi-sectoral measures in both projects. Communication between the departments at the provincial administration has improved in some cases, but any coordinating role by the department responsible for VPUU 4 is generally non-existent. The problem is made worse for the administration of the Western Cape, as some responsibilities are shared between the province and municipality and the mandates are not consistently exercised.¹¹

Furthermore, the provincial administration is under pressure to visibly implement ever-changing political priorities. At the time of the EPE, violence prevention in low-income urban neighbourhoods was not one of these priorities. Other priorities from the project's term had also been abandoned. The focus had moved on to environmental issues. Due to the politicisation of the South African Police Service (SAPS), the Department of Community Safety has little room for manoeuvre in improving the cooperation between national and local security personnel (see indicator 3).

Indicator 2:

Cape Town

The VPUU's approach is independently designed, adapted and implemented in other townships by the Cape Town municipality. Administrative structures and staff in MURP's coordination centre have been adapted accordingly. The conceptual coordination of the spatial planning and participatory measures introduced between relevant administrative levels has been secured. Although the Cape Town municipality cannot implement all the measures planned by the NPC during the project due to the budget situation, the project's contribution to various procedural reforms within the administration in relation to the VPUU is, overall, plausible and successful.

¹⁰ These statistics only provide approximate values, as the project's funding areas are significantly smaller than the catchment areas of the respective police departments for Harare, Paarl East and Villiersdorp.

¹¹ For example, the management was unfamiliar with the operating agreement between the Department of Social Services and the NPC for the youth facility in Villiersdorp, and there was no organised exchange with the Cape Town administration, which has many years of experience with such contracts.

The following clear focal points were set: (i) Securing basic planning principles and maintaining citizen participation at an early stage of spatial planning through low-threshold access to local planning, which is incorporated in the public investment framework for the promotional areas; (ii) Financing of individual structural investments in disadvantaged or violent residential districts; (iii) Securing the operation and maintenance of financed structures under service level agreements with external executing agencies; the procedure is tender-based and was continued after the end of Phase 4: However, the budget available for repairs is considered insufficient by the NPC.¹²

New programme cities in Western Cape Province

In the new promotional areas, Paarl East and Villiersdorp, it is not apparent that the VPUU's principles are anchored within the municipal administrations. In Paarl East/Drakenstein there is a lack of political interest, while in Villiersdorp there are capacity problems. The impression was given that, despite basic sympathy for the VPUU, the additional benefit for the complex multi-sectoral coordination is not perceived. This result must be assessed based on the relatively short promotional period. Political motivation may also have been influenced by there being no direct contractual agreements between the NPC and the new programme cities.

According to Cape Town's city council, the coordination processes trialled as part of VPUU 1–3 made it easier to plan and implement quick and specific emergency measures for COVID-19 (e.g. food aid) at local level. Due to the cooperation with the new municipalities in Phase 4 being short in scope, such synergy effects were not relevant. The project offices had, in fact, already been shut down at the beginning of the COVID pandemic, and there was no special unit there like the MURP control centre in Cape Town.

Indicator 3: Violence breaking out in a defined area can be measured by a subjective sense of security or by the frequency of certain criminal offences. In the first case, the NPC carried out regular household surveys in the new programme cities' promotional areas throughout the duration of the project.

In the new promotional areas of Paarl East and Villiersdorp – Phase 4's focal points – the subjective sense of security among the population fluctuated but tended to increase during this time. This is plausible, as the increased awareness among the population and supporting structures as well as the setting up of vigilante groups in themselves can deter certain delinquents (e.g. burglars). However, this effect is generally temporary, unless accompanied by an improvement in law enforcement. As the infrastructures (library, district centre) were only completed and opened at the end of the term, it is unlikely that these services have already had a positive effect on crime. Causalities cannot be determined using this methodology. There is therefore an allocation gap. The household surveys in the promotional areas were not continued after the end of the project. Security was not addressed as a priority problem in the group discussions during the EPE.

No ongoing improvement in the security situation can be derived from the results of the official criminal statistics prepared by the Institute for Security Studies (ISS) (see annex on security statistics). The following developments were recorded for the promotional areas: In Harare/Khayelitsha, robberies, thefts and sexual offences have fallen sharply since around 2015. In 2020 and 2021, various offences increased sharply again; local NPC staff report increasing and sometimes overwhelming organised demands for protection money and blackmail. Negative effects from the coronavirus lockdowns can be assumed here. In Paarl East, the murder rate fluctuates, reaching an all-time high towards the end of the project in 2019, and the number of assaults is rising. This may be a result of local security measures being discontinued at the end of the project. In Villiersdorp, the number of murders and assaults was high at the end of the project; since then, their number has fallen, although the measures to promote local security have not been continued and the behaviour of the local police department is described as indifferent. Sex offences show a fluctuating trend and a sharp fall after the end of the project, although the advisory NGO has withdrawn from the area.

Most crimes show a fluctuating trend over the 10-year period, which can only be plausibly linked to the promotional measures to a limited extent. A short-term positive impact of the project on the population's sense of security is plausible, but longer-term impacts in the area of security are not feasible. In a wider context, security experts point to the ongoing politicisation of the South African police, which is hampering reforms and crime investigation. This is an undesirable basic condition that cannot be resolved by the project. The indicator is not achieved.

¹² So far, the municipality has concluded contracts with three external providers, including the NPC. The contracts are detailed and reporting has improved compared to the end of Phase 3.

Indicator 4: Supported civil structures have largely been disbanded; low-use physical structures with limited opening hours are not directly relevant to security. Furthermore, the COVID pandemic had a negative effect on living conditions in the years after the end of the project (2020 and 2021).

There are indications that some jobs have been created or secured as part of VPUU 4. However, the employment created was temporary (in the context of household surveys or ABM measures, in South Africa: EPWP), although the VPUU strongly emphasised its contribution to local economic development and vocational qualifications. Unlike in Cape Town in Phases 1–3, in Phase 4 there is no evidence that voluntary neighbourhood patrols have permanently created jobs in the security area.

The SDF's small grants have secured some jobs, but their number cannot be quantified.¹³ It is not clear to what extent various selective activities and events in the youth sector have led to jobs. It is plausible that access to computers and the Internet in the promoted public libraries and district centres gives young people the opportunity to find information about jobs and write promising applications.

Contribution to impact (unintended)

Some unintended positive and negative impacts occurred (see Effectiveness). However, these did not have a decisive effect on the overall impact of the project.

Summary of the rating:

The long-term impacts of the project have been moderately successful overall. A claim that was too large was spread over too many arenas and squashed into a time frame that was too small. The project has achieved positive impacts in consolidating administrative reforms in Cape Town, which were already started in the preceding phases. However, the project has not initiated any reforms in the new promotional areas in the Western Cape. Direct positive impacts on security are not verifiable in the long term. Impact achievement was also adversely affected by undesirable political conditions, in particular the indifference shown by the police and the lockdowns during the COVID pandemic.

Impact: 3

Sustainability

Capacities of participants and stakeholders

The sustainability of the promoted measures differs depending on the funding instrument, recipient and subject area in question:

Both in Cape Town and – to a small extent – the Western Cape, the NPC was contracted by South African authorities after the project ended to ensure the operation and maintenance of supported facilities. The capacities of the Cape Town municipality have been visibly increased, which is reflected in the fact that it independently repeated the tender for service level agreements in order to secure previously financed structures, as well as in the management and adjustment of the VPUU concept to additional residential districts. It is only recently that such a contract has existed for the new promotional areas of the Western Cape; however, it only comprises part of a promoted facility, therefore could not be considered in greater depth during the EPE.

The concept is less sustainable at the administration level of the new programme cities and the activists in the promotional areas. The lack of suitable fiscal transfers for the new promotional areas is unresolved, making it difficult for the administrations to continue the promotional approach. The majority of self-help structures initiated by the project no longer exist in the new medium-sized cities (see Effectiveness and Impact). However, there are promoted individuals who have been able to improve their situation in the long term.

The NPC has successfully established itself as an independent executing agency for social measures and was able to acquire new funds from various sources even after the end of the project. It has 180 to 200 employees,

¹³ The non-representative interviews during the EPE confirm this statement.

plus temporary staff from job creation measures. The NPC also played a key role in the implementation of coronavirus relief aid. KfW was the biggest client until 2022.

Contribution to supporting sustainable capacities

Overall, the project has sustainably increased the number of recreational, educational, youth and sports activities in the assisted areas, which, however, is offset by limitations on their use. The extent to which the facilities currently in existence actually meet the needs originally formulated in the context of citizen participation is no longer exactly clear.¹⁴

Only a small proportion of the results from the different socially motivated support measures are permanent, which was also not a funding condition. It is verifiable anecdotally that the input provided by the project has triggered sustainable processes of change for beneficiaries in some cases. In most cases, however, this is not directly verifiable. Through the commitment of the project to areas in which women work (informal daycare centres), women were also reached in the new assisted areas. In the committees set up by the project, attention was given to the representation of women. Since these structures have largely collapsed, no statements can be made about the sustainability of gender-specific impacts.

Durability of impacts over time

The relatively good condition of the infrastructure has been secured to date and the service level agreements help to ensure that any need for repairs is identified in good time, even if maintenance is not always initiated promptly. The coronavirus pandemic has affected the sustainability of impacts in several ways: (i) public organisations (such as libraries) were closed at the time of lockdowns and have been gradually building their range of services back up since 2023. It remains to be seen how quickly this will happen and whether there will be incentives from the authorities to increase capacity utilisation; (ii) revenue from commercial rents generally reached the intended partial cost coverage, but fell sharply during the pandemic. Now in 2023, a slow recovery is taking place; (iii) at target group level, the good acceptance of IT services in promoted facilities can be seen as permanent, although this cannot be quantified due to an absence of records; (iv) the durability of positive impacts to secure the public space is being put at risk by vandalism and the frequently reported indifference of the police; (v) large parts of the local security mechanisms and social initiatives have not been maintained in the long term, partly due to the discontinuation of expense allowances and support and partly because the mandates of these bodies were not formulated clearly.

Summary of the rating:

The usability of the infrastructures and the administrative reforms in Cape Town are sustainable in the long term, which is also helped by the service level agreements to secure operation and maintenance. Selective vandalism and the newly emerged extortion of protection money (see Impact) jeopardise the results achieved to an extent, especially in public spaces. The sustainability of the structures in the new programme cities is not yet secured, partly due to insufficient concepts of use, a lack of incentives, overburdening or a lack of political will. The results of the various socially motivated selective support measures are only sustainable to a limited extent. Sustainability is rated as moderately successful overall.

Sustainability: 3

Overall rating:

In summary, the project achieved very different results in the various funding areas. The traditional “public investments” FC field was handled in a rather subordinate manner within the VPUU concept and shows a variety of weaknesses (lack of concepts of use, lack of incentives to increase utilisation, insufficient funds for sustainable maintenance), which have a negative impact on use, allocation efficiency, impacts and sustainability. The effects of existing weak points have intensified since the end of the project due to the coronavirus pandemic (closures,

¹⁴ The difficulty lies in the fact that multi-sector investment processes generally generate demand for a very diverse range of government services, which can hardly be met by a single project.

no follow-up support, vandalism). The follow-up support for Phase 1–3 investments carried out as part of the project thus had a positive impact on their sustainability.

On a broader level, the project's contribution to administrative reforms is positive for the City of Cape Town, which actively pursues the VPUU's promotional approach, in some cases with its own focus and adaptations. In the new secondary cities, on the other hand, no institutional anchoring after the end of the project can currently be established, which can be attributed to various factors. Micro-grants and advanced training measures have helped make the project popular; demonstrable impacts are positive to a small extent, but to a larger extent are no longer noticeable or sustainable.

Taking into account the results with the difficult project environment, the short term and the innovative executing agency structure, the project is rated as moderately successful overall (overall rating 3).

Contributions to the 2030 Agenda

The project used the partners' structures at times, if comparable partner programmes were being implemented in parallel in all promotional areas which mutually inspired them (MURP, RSEP). The project pursued a holistic, inclusive approach (the poor, women, young people, disadvantaged black and coloured population groups, requested issues), which was, however, interpreted so broadly that not all issues were addressed effectively and long enough. As a result, the project did not contribute to the fulfilment of the SDGs to a relevant extent.

Representatives of vulnerable target groups of both sexes were, in some cases, strengthened in their resilience, e.g. through temporary employment or grants. There were unintended positive impacts in the form of personal development among local leaders and unintended negative impacts, particularly in the environmental area, and unfulfilled expectations among project beneficiaries. Both the positive and negative unintended impacts concerned vulnerable beneficiaries of both sexes.

The project shows clear weaknesses in monitoring and accountability; follow-up beyond the project's term only took place in small parts of the promotional area. This neutralised potential contributions to SDG 16 (peace, justice and strong institutions).

Project-specific strengths and weaknesses as well as cross-project conclusions and lessons learned

The project's strengths include the following results in particular:

- All infrastructure financed by the VPUU in Phase 4 and preceding phases has been retained, is accessible and generally used, albeit with restrictions.
- In the promotional areas in Cape Town, it is now possible to conclude commercial rental agreements for municipal properties that cover at least part of the running costs (the expectation of a permanent free "peace dividend" by beneficiaries has been surmounted).
- After being promoted for many years, the project's methodology was largely adopted by Cape Town municipality and independently adapted and continued using a considerable amount of its own funds.
- The interventions of the VPUU were clearly recognised by all participants and were, for the most part, rated positively. However, the evaluation differs widely depending on the project area and participants.
- Some of the civil activists from low-income project areas who were trained or otherwise supported by the project have successfully run for office in the local city councils and now represent their concerns in a constitutionally protected area (unintended positive impacts): The support provided to others has helped them with their vocational orientation.

The project's weaknesses include the following results in particular:

- The duration of Phase 4 was too short to embed the project concept with a new executing agency structure in new areas; the roles of executing agency and recipients of funds were not optimally defined. In particular,

the roles of the newly founded executing agency, the NPC, and the recipient of funds, the provincial administration, were not fully clarified in relation to the beneficiary municipalities.

- The scope of the measures has resulted in thematic consolidation being neglected. In some cases, consideration was not given to the capacities of the partners. In particular, the availability of counterpart funds was not sufficiently clarified.
- During implementation, both the VPUU and the parallel-financed RSEP showed that the current fiscal transfers are not sufficient for co-financing the municipalities.
- Use of the majority of facilities and public spaces financed by the project remains significantly below the plausible frequency of use; there are no incentives to increase utilisation. Lockdowns during the COVID pandemic also had a negative impact on use.
- Maintenance and operation of the supported facilities is only partially secured by management contracts; caretakers were not employed in most cases. Damage from vandalism is increasing in different areas.
- The project was highly participatory, but the participants were not made aware of the limits of their involvement. This led to avoidable frustration among the population.
- The project aimed to strengthen civil initiatives. However, the payment of expense allowances mixed the boundaries between voluntary involvement and earning income, at the expense of sustainability. The local security mechanisms established by the project no longer exist. The payment of expense allowances for vigilante groups has helped ensure that these informal self-help groups in the earlier promotional areas are no longer called out without compensation.
- Many of the beneficiaries of the social measures can no longer be found; services provided in the area of advanced training can only be seen in terms of their content in some cases; the awarding of subcontracts here was also a contributory factor.
- Follow-up support only took place in the promotional areas of Cape Town, but not in the promotional areas of the new programme cities, where this would have been urgently required.

Conclusions and lessons learned:

- Municipal development projects, especially those with intensive citizen participation, require a preparation time of at least two years to build up a selection of measures that are ready to be financed.
- Sustainable operation is only possible if operators can either cover costs or receive earmarked financial transfers. In the case of social institutions, the latter are usually required. Securing these transfers in advance of planning is essential for sustainability.
- In multi-sectoral projects in particular, the early clarification of the medium-term availability of counterpart funds significantly raises the likelihood of success, as in many recipient countries – including South Africa – both the responsibilities of the local and provincial administrations and financial transfers to the regional bodies are strictly sectoral; this also makes cross-sectoral cooperation between the authorities more difficult in operational terms.
- The efficiency, use, impact and sustainability of all investment projects benefit from the early development of concepts of use in the planning phase and their monitoring on completion of the project. This also applies to multi-sectoral projects with smaller investments.
- The implementation of effective use systems generally also requires complementary procedural innovations in the relevant administrations, as the operation of public institutions are subject to public service regulations, which are often rigid. Incentives for initiative and performance increase the willingness to change.
- Municipal development projects, which also include locally based community-related measures for neighbourhood management and conflict prevention, can be confronted with a relatively rapid change in political priorities. Early role clarification, securing the funds required in the medium to long term and follow-up support can cushion the risk of changing priorities.

- In terms of processes involving citizen participation, frustration among the participating population can be avoided or minimised if the framework and limits of participation are clearly explained in advance (effective expectation management) and a clear distinction is made between information rights, consultation rights and participation rights in this context.
- Official job creation measures can be used effectively to encourage low-skilled target groups to become involved in simple tasks, whose duration is limited. Measures with a longer duration entail organised rotation of the workforce. As soon as expense allowances are paid, whether for previous voluntary commitments or as part of ABM measures, there is an expectation that this activity will continue to be compensated with payments in the future. This requires both a permanent support structure and permanent financing beyond ABM. Otherwise, it is precisely the vulnerable groups to be integrated that are left out again (LNOB).
- The “Participative district development” project concept requires close management in order to involve all the relevant stakeholders over the relevant time and to specifically focus measures and ensure long-term efficient operation. Irrespective of the type of executing agency (GO/NGO), the focus on performance and the formulation and tracking of SMART indicators increase the likelihood of success.
- Even for projects that focus on process innovations, impacts can only be determined if the follow-up records not only the inputs but the outputs and, in particular, the outcomes. Follow-up support, which also includes the following up on the outcomes, improves the possibility of being able to measure impacts and sustainability meaningfully over time. Correlations beyond frequency distributions must be studied to reduce the allocation gap.
- In a project designed to contribute to increasing security, cooperation with government security forces is just as essential as cooperation with local authorities. If one of these actors is not available due to political conditions, the risk of failure is significantly elevated.

Evaluation approach and methods

Methodology of the ex post evaluation

The ex post evaluation follows the methodology of a rapid appraisal, which is a data-supported qualitative contribution analysis and constitutes an expert judgement. This approach ascribes impacts to the project through plausibility considerations which are based on a careful analysis of documents, data, facts and impressions. This also includes – when possible – the use of digital data sources and the use of modern technologies (e.g. satellite data, online surveys, geocoding). The reasons for any contradicting information are investigated and attempts are made to clarify such issues and base the evaluation on statements that can be confirmed by several sources of information wherever possible (triangulation).

Documents:

Final report from the NPC and other internal project documents; service level agreements between the NPC and the Cape Town municipality; project areas' community action plans; secondary specialist literature; evaluation of the RSEP programme; comparable evaluations.

Data sources and analysis tools:

Project visits; local individual and group interviews and data collection in the promotional areas; process monitoring at the planning workshop; partner monitoring data; NPC household surveys; Institute for Security Studies' digital database on crime.

Interview partners:

project-executing agencies, recipients of funds, operators of the supported facilities, beneficiary target groups and participating administrations.

The analysis of impacts is based on assumed causal relationships, documented in the results matrix developed during the project appraisal and, if necessary, updated during the ex post evaluation. The evaluation report sets out arguments as to why the influencing factors in question were identified for the experienced effects and why the project under investigation was likely to make the contribution that it did (contribution analysis). The context of the development measure and its influence on results is taken into account. The conclusions are reported in relation to the availability and quality of the data. An evaluation concept is the frame of reference for the evaluation.

On average, the methods offer a balanced cost-benefit ratio for project evaluations that maintains a balance between the knowledge gained and the evaluation costs, and allows an assessment of the effectiveness of FC projects across all project evaluations. The individual ex post evaluation therefore does not meet the requirements of a scientific assessment in line with a clear causal analysis.

The following aspects limit the evaluation:

The data on the project's social interventions (especially advanced training measures and micro-grants) was insufficient, and only a small proportion of the beneficiaries could be contacted. No discussions could be held with security personnel and traders. Several people were still working from home and were difficult to reach.

Methods used to evaluate project success

A six-point scale is used to evaluate the project according to OECD DAC criteria. The scale is as follows:

- Level 1** very successful: result that clearly exceeds expectations
- Level 2** successful: fully in line with expectations and without any significant shortcomings
- Level 3** moderately successful: project falls short of expectations but the positive results dominate
- Level 4** moderately unsuccessful: significantly below expectations, with negative results dominating despite discernible positive results
- Level 5** unsuccessful: despite some positive partial results, the negative results clearly dominate
- Level 6** highly unsuccessful: the project has no impact or the situation has actually deteriorated

The overall rating on the six-point scale is compiled from a weighting of all six individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("impact") and the sustainability are rated at least "moderately successful" (level 3).

List of abbreviations:

	Final inspection
BMZ	German Federal Ministry for Economic Cooperation and Development
DAC	Development Assistance Committee
FC	Financial cooperation
FC E	FC evaluation
HDI	Human Development Index
PA	Project appraisal
PAR	Project appraisal report
PP	Project proposal
TC	Technical cooperation

Publication details

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List of annexes:

Annex: Target system and indicators

Annex: Risk analysis

Annex: Project measures and results

Annex: Recommendations for operation

Annex: Evaluation questions in line with OECD DAC criteria/ex post evaluation matrix

Enclosure: Safety statistics in the project areas

Annex: Target system and indicators

Project objective at outcome level		Rating of appropriateness (former and current view)			
At project appraisal (version 2017–2019, gradual concretising): Implementation of the VPUU approach in three sites within the boundaries of Cape Town (CoCT) to improve personal safety and quality of life is ongoing. In addition, the program will support the creation of structural preconditions for the implementation of the concept in two secondary towns in the province of Western Cape, providing support and capacity building to selected municipalities and to the Western Cape government.		The objective describes the inputs of the programme rather than the intended result.			
During EPE (target modified) The urban structures, social facilities and security-relevant self-help mechanisms created in the project areas in Cape Town and two other Western Cape cities work and are in use. The administrative authorities have experience in the application of the recommended planning tools and procedures for citizen participation.					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	PA target level Optional: EPE target level	PA status (year)	Status at final inspection (year)	Optional: EPE status (year)
Indicator 1 (PA): In the programme areas: Reduction in number of residents feeling unsafe by final year of project	High level of aggregation, high aspirations and considerable measuring effort; aspiration level only loosely linked to the formulated objective (large attribution gap). Modification: Reformulate target, maintain proxy indicators and expand to perceived security situation as a result of improved public services.		Baseline value Khayelitsha: July '14: 2.2 Paarl East: Oct '14: 2.9 Villiersdorp: Oct '14: 3.0 Target value (2018): positive evolution; 1 Safety Kiosk (SK), 20 Safety Volunteers (SV) +Safety Plan (SP)/SNA	Actual value (2018): K: 3.3; 20SV; 1SK; 1 SP P: 3.6; 48SV; 1SK; 2SP V: 3.5; 19SV; 1SK; 1SP	
Indicator 2 (PA): Reduction of violent crime (homicide) in the programme areas during programme duration by more than 10% compared to baseline value taken from 2008–2011 criminal statistics, leaving out particular	High level of aggregation, significant allocation gap, programme areas each <50% of the zones covered by the police, target value only defined shortly before the final inspection. Modification: Apply indicator to impact level.		Harare 2006: 120/100,000 Paarl: 2008: 36.3/100,000 Villiersdorp 2008: 52.3/100,000 Target value (2018):	Actual value (2018): per 100,000 H: 62.0 P: 27.3 V: 42.5	

crime incidents (method of calculation as to the base-line value for the respective programme area to be explained in the inception report)			Reduction >10% compared to 2008–2011		
Indicator 3 (PA): Sustainable use and operation of targeted public infrastructure in the programme areas.	Indicator suitable, but specification necessary and target level only defined shortly before the end of the project. Modification: Maintain indicator, but specify by type of measure and location, type and scope of use, and mechanisms for ensuring operation.	Target level set in arrears (2018):100%	2019 achieved: 5 of 5 measures completed and in operation. 2020 achieved: 5 of 5 completed and in operation (+ 3 more from residual funds).		
Indicator 4 (PA): Number of young people aged 14–35 in jobs and/or training in the programme areas	Indicator very challenging with a high allocation gap, more suitable for the impact level; aspiration level reflects the outputs of the project rather than use by the participants Modification: Formulation of an impact indicator for employment and reformulation of the existing indicator with regard to the benefit of the project services for participants	Baseline value: ./. Target value (2018): For the safe node areas/year: 8 Chrysalis students, 50 participants in after-school programmes, 10 companies benefited from LED Achieved (2014–18): P:20; 900 V:13; 700 33 business training courses and business development initiatives with around 450 LED beneficiaries (14–35 years old) in work or training in the programme area.			

Indicator 5 (PA): Increased self-help potential of the population in the programme areas through agriculture-sensitive and participatory processes in urban planning, social and economic development.	Indicator generally suitable, but aspiration level only reflects the inputs of the project, not its impact; aspiration level defined shortly before the end of the project. Modification: Reformulate for EPE purposes.	Baseline value: ./. Target value: (2018): per safe node area/year: 4 SNAC meetings; 1 CAP review; 4 leadership training courses Achieved: (2014-18): K:41 SNAC,4 CAP,42 leadership P:42 SNAC,4 CAP,37 leadership V:34 SNAC,4 CAP,11 leadership			
Indicator 6 (PA): Positive social inclusion as a result of the activities and infrastructure financed out of the Social Development	Indicator generally suitable, albeit a major allocation gap; Aspiration level only reflects the inputs of the project, not its impact; aspiration level defined shortly before the end of the project. Modification: Reformulate for EPE purposes or for impact level	Target value (2018): 5 projects per safe node area per year; 250 beneficiaries under the age of 18; 100 beneficiaries over the age of 18. Achieved (2014-18): P: 39, 3919, 1141 V: 44, 2147, 823			
Indicator 7 (PA): Principles of VPUU workstreams (social, situational, institutional and monitoring and evaluation) are mainstreamed within local and provincial government departments	Indicator is relevant, but aspiration level is not suitable for measuring impact; Review concept of game changing for the target value. Modification: Reformulation for EPE purposes	Baseline value: ./. Target value (2018): 9 ACT meetings/year; 1 game changer (GC – measures to implement the province's strategic targets) in 3 municipalities; Achieved (2018): K: 5 ACT, 1 GC			

		P: 42 ACT, 2 GC V: 43 ACT Manenberg/Hanover Park: 8 coordination meetings			
Indicator 8 (PA): 2 municipalities in Western Cape Province and the authorities of CoCT apply the VPUU concept to reduce violence in townships and informal settlements	Overlap with indicator 7; formulation is too challenging; see indicator 6 (new). Modification: Apply to impact level	Target value (2018): 2 projects within 3 years of project start Achieved (2019): Cape Town: 13 areas (under MURP); all 24 sub-councils intended WC: 10 cities (under RSEP)			
Indicator 9 (PA): Development of HIV/AIDS prevalence rates is monitored in programme areas	Indicator is too challenging in relation to the programme interventions Modification: Abandon	Baseline value (2014): WC: 18.6% K: 34.7% P: 13.9% Theewaterskloof-Municip.: 17.4% Target value 2018: n.a. Achieved (2019): No data available.			
Indicator 1 (NEW):	Inhabitants of the programme areas are familiar with the measures initiated by the project and agree with their basic security implications.	Sampling on: - Knowledge of the VPUU or the measures - Assessment of the relevance of the measures (today and over time)		Verified existence before project end 2018 ¹ : <u>Safety kiosk (SK)</u> = support point: K: 1 P: 1 V: 1	Partly achieved.

¹ The subjective feeling of security recorded by the project within the scope of surveys up to the project end is not documented here, as no comparative figures are available after project end and it was not possible to collect a comparable amount during the EPE.

		Sampling: Local population and local security personnel		<u>Safety volunteers</u> (SV) = citizen se- curity groups: K: 20 P: 48 V: 19 Safety Plan (SP): K: 1 P: 2 V: 1	
Indicator 2 (NEW):	The infrastructure financed by the project is publicly ac- cessible and used and operated sustainably, and associ- ated institutional regulations are in place.	Sampling: Local administra- tion, project staff and operators; Access: 100%; Readiness for op- eration: 80%; Target accuracy and efficiency of use > 75%; Service level agreements: 100% active; Financing: 100% provided with funds; 65% operator satis- faction at good or better.		Measures not yet completed.	Partly achieved.
Indicator 3 (NEW):	The 33 BCD training measures initiated by the project (several locations) had clear objectives, are recollected by participants and are used for professional develop- ment.	Clear training ob- jectives and de- gree of target achievement: (sample and doc- umentation); Recollection by participants of courses: 80% of respondents;			Not verifiable.

		Use of training for professional purposes: 50% of respondents.			
Indicator 4 (NEW):	The civic participation mechanisms initiated by the project – in particular safe node area committees – have been retained and are still active.	Identification and localisation of promoted initiatives possible (100%); Verification of continuation (sample, 80%); Perception of benefits through administration (100% of the relevant departments in the three local administrations).			Partly achieved.
Indicator 5 (NEW):	Initiatives and organisations that have benefited from grants from the Study and Consultancy Fund are still working; the grant model is recognised as useful by the administration.	Identification and localisation of promoted initiatives possible (100% documented); Verification of continuation (sample, > 80% localisable).			Not verifiable.
Indicator 6 (NEW):	VPUU working methods are known to relevant provincial and municipal administrations and have been partially adopted	Awareness by provincial and urban administrations; SWOT analysis by administrations; Use/adoption of working methods by relevant administrations (personnel, processes, financing), expansion to other areas where applicable (survey of			Partly achieved.

		relevant departments).			
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Project objective at impact level		Rating of appropriateness (former and current view)			
<p>Various programme objectives as per project documentation: <u>Original formulation:</u> The security of particularly vulnerable populations in selected disadvantaged areas is improved through cooperation between public, civil and neighbourhood-based organisations. <u>Reformulation during the course of the programme:</u> Girls and boys, and women and men living in South Africa are and feel safe at home, at school and at work, and they enjoy a community life free of fear.</p>		<p>Very broadly formulated, unrealistic given the funds available, the chosen interventions and the general conditions</p> <p>Modification: reformulate and refer to project interventions</p>			
<p><u>During EPE</u> Security-relevant infrastructure and public services as well as self-help initiatives undertaken by the population in the programme areas have led to an improvement in the security situation and general living conditions in urban areas. The municipality of Cape Town has adopted key VPUU working principles for the entire metropolitan region, and the Western Cape provincial government has institutionalised these principles for other medium-sized cities in the region.</p>					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	Target level PA / EPE (new)	PA status (year)	Status at final inspection (year)	EPE status (year)
Indicator 1 (PA): Violence Prevention through Urban Upgrading is institutionally rooted in WCG, as well as being staffed and funded.	Formulation is too broad and ignores implementation at municipal level Modification: Objective should be prioritised, refined and divided at administrative level.	At the end of the programme period, at least 2 provincial towns are supported by WCG to implement VPUU measures <u>Baseline Surveys</u> in New Areas and Provincial Towns (not available)			
Indicator 1 (NEW): <u>Provincial administration</u> The “violence prevention through participatory spatial planning and		- The VPUU approach is independently assessed and implemented.			Partly achieved.

improvement of the living environment” approach is institutionally anchored in the administration of Western Cape and secured from a financial and personnel perspective		<p>Administrative structures and personnel have been adapted accordingly.</p> <ul style="list-style-type: none"> - The conceptual coordination and (co-)financing of the spatial planning and participatory measures introduced between relevant administrative levels have been secured. - A concept for co-operation with national and local security personnel has been implemented (Department of Community Safety). - Grants from inter-governmental fiscal transfers to local administrations have been secured for the medium term. 			
<p>Indicator 2 (NEW): <u>Municipal administrations:</u> The “violence prevention through participatory spatial planning and improvement of the living environment” approach is institutionally anchored in the municipal administrations of the project area (Cape Town, Drakenstein, Theewaterskloof) and,</p>		Implementation of administrative reforms (at least 50% of the necessary reforms) in at least three local administrations of Western Cape (Cape Town, Drakenstein, Theewaterskloof).			Partly achieved.

where applicable, is secured from a financial and personnel perspective.					
Indicator 3 (NEW): Effective reduction of violent crime in the programme area		Reduction of major violent crime (in particular murder) in the programme area by more than 10% compared to the baseline level at the start of the programme (years 2008–10). Data source (proxy): Data from the police departments, prepared by the Institute for Security Studies.			Not achieved.
Indicator 4 (NEW): Sustainable improvement of security-relevant infrastructure and relevant socio-economic indicators		Since the project appraisal, both the security-relevant infrastructure and relevant socio-economic indicators (here: employment) in the programme area have improved.			Not verifiable.

Annex: Risk analysis

All risks should be included in the following table as described above:

Risk	Relevant OECD-DAC criterion	Prevalence
Decline in political support (all phases)	Relevance and coherence	Did not occur during implementation, occurred to some extent in the operational phase.
Lack of availability of local specialists due to high HIV/AIDS prevalence	Effectiveness, efficiency	Did not occur.
Party-political instrumentalisation of the project (before + during)	Effectiveness, efficiency	Occurred to some extent.
Lack of availability of South African resources (all phases)	Effectiveness, sustainability, impact	Did not occur during implementation, occurred to some extent in the operational phase (personnel and use concepts).
Lack of interest among citizens in active participation (all phases)	Effectiveness, sustainability, impact	Did not occur during implementation, occurred to some extent in the operating phase (importance of allowances).
Activities of criminal gangs	Effectiveness, efficiency, sustainability, impact	Did not occur during implementation, occurred to some extent in the operating phase (sabotage during the COVID pandemic, increasing extortion of protection funds).
Lack of experience and inadequate resources in the two secondary cities (Drakenstein and Villiersdorp sites)	Effectiveness, efficiency, sustainability, impact	Occurred, in particular political risk; lack of involvement of NPCs in urban administrations during the project period; changed priorities after municipal elections, non-realisation of complementary investments.
Inadequate cooperation between the various actors (all phases)		Did not occur during implementation, occurred to some extent in the operating phase (no integration of district-related activities, discontinuation of coordinating meetings, lack of interest among the police departments, management of the province within the framework of own programmes only, discontinuation of informal dialogue forums).
Declining commitment from the NPC executing agency after the end of the promotion	Sustainability	Occurred after the end of the promotion (partial commitment from the NPC within the framework of management contracts, no systematic follow-up after the end of the project, discontinuation of informal dialogue forums).
Insufficient control capacity within the provincial administration	Sustainability	Occurred after the end of the promotion (follow-up by the provincial administration within the framework of its own programmes only and by specialist departments with their own priorities, where applicable)

Annex: Project measures and their results

For the VPUU's fourth programme phase, the integrated project approach from Phases 1–3 was largely retained and partially adapted to the changed intervention area. The intention was to use participatory multi-sectoral measures to influence the various causes of violence in the townships and informal settlements in the Western Cape at various cause and effect levels, thus making a sustainable contribution to violence prevention.

The VPUU's approach comprised the following modules:

- Provision of suitable infrastructure as a contribution to the prevention of violence in an area (so-called situational violence prevention);
- Strengthening NGOs and local district organisations to assert the potential for self-help and sense of belonging among the population during the project (social violence prevention); unlike in Phases 1–3, NGOs were not broadly promoted in Phase 4; instead, a focus was placed on broadly outlined, low-threshold advanced training courses and the establishment of informal dialogue forums (e.g. the ECD Forum for networking day-care centres in a district, area-based teams for linking all government and non-government actors in a district); small-scale grants were also awarded to local initiatives or small-scale entrepreneurs, albeit to a lesser extent than in the previous project phases;
- Establishing standards for participatory planning as well as for the operation and maintenance of infrastructure in the district and anchoring the concept in the city and provincial administration's processes (institutional violence prevention).

The recipient was the government of Western Cape Province (WCP), represented by the Department of Environmental Affairs and Development Planning (DEA&DP). The project-executing agency and control centre for the project was the non-profit NGO "Violence Prevention through Urban Upgrading Not for Profit Company" (VPUU NPC), which was founded during Phase 3. It coordinated the implementation of the measures at all three levels in coordination with the provincial administration, the new beneficiary municipal administration (Drakenstein with the project area Paarl East and Theewaterskloof with the project area Villiersdorp) and representatives from the project areas' populations. In Phase 4, the consultant AHT, which supported the previous phases, was only indirectly involved in the new VPUU NPC as the managing director through the secondment of the former team leader.

VPUU 4 was an open programme, designed to respond flexibly to changes in the framework conditions and level of demand. The beneficiary population and their representatives were to be involved in the design, implementation and operation of the measures. A special feature of the VPUU approach is the strong emphasis on social measures, in particular low-threshold advanced training courses and workshops:

As part of the project, the NPC held management workshops for the members of the selected planning committees (SNAC) in all areas eligible for promotion, which operated under such names as "Emerging Leaders Training" and "Leaders for Change". This was intended to teach the predominantly volunteer activists techniques on how to effectively represent the interests of the population in the development of the community action plans (CAP). In addition, local groups received regular instruction to be able to carry out the quarterly budget surveys scheduled during the project term. Women were also involved in both processes.

In addition, workshops were held on a wide range of subjects, including dream fulfilment, urban gardening, media use, and local economic development (LED). Through unspecified support measures (workshops or consultations), 9 and 22 informal daycare operators, respectively, were supported with officially registering their services in the two new programme cities. Advanced training courses for daycare centres on LED issues was awarded to subcontractors and invoiced according to participant lists.

The implementation of 2 x 8 advanced training measures and 37 and 44 organisational development events, respectively, in the new promotional areas was verified. Furthermore, an unqualified number of 44 and 39 'youth projects', respectively, and several thousand 'counselling sessions' for victims of gender-based violence were reported, the nature of which was not documented.

Division of measures in the areas eligible for promotion

Component 1: Measures in Cape Town

According to the programme proposal, selected project activities from Phases 1–3 in the informal settlement area of Khayelitsha in Cape Town were to be further supported as part of Component 1, and similar planning was to be initiated in other low-income areas in Cape Town (Hanover Park, Manenberg, Gugulethu/Nyanga). The areas were addressed as follows: (i) securing public space and infrastructure, (ii) micro-grants under the Social Development Fund (SDF), (iii) maintenance/repair of the financed facilities and (iv) preventive measures against violence and crime.

Securing the structures in the Phases 1–3 project areas in Cape Town

As part of Phases 1–3, several major infrastructure investments had already been made and completed in Cape Town/Khayelitsha (Harare and Kuyasa districts), with a significant South African counterpart contribution to establish supply centres and preserve the surrounding public areas (safe node areas (SNA) concept).

Phase 4 financed the operation and routine maintenance of this infrastructure on the basis of 'management agreements'. These agreements concluded between the City of Cape Town and VPUU-NPC as an external service provider were introduced as a new operating model and gradually opened up to other providers through public tenders. This practice was also perceived positively at national level as an area-based management model.

The previous project areas were regularly inspected by the NPC field staff, and minor repairs were carried out promptly from the funds provided for this purpose. The users (groups) and local authorities were involved as far as possible in the maintenance of the infrastructure created in order to build up ownership. The aim was to establish regular maintenance and partial coverage of the current operating and maintenance expenses through income from rent (where possible). This aspiration was new for the South African situation.

New Phase 4 project areas in low-income urban neighbourhoods in Cape Town (Manenberg and Hanover Park)

In addition to securing the results of the first promotional phases, Phase 4 activities in Cape Town focused on the design of new infrastructure measures in other low-income urban neighbourhoods. The City of Cape Town, which was selectively supported by VPUU NPC, was therefore primarily responsible for the measures planned as part of Phase 4. Cape Town's municipality had already incorporated parts of the VPUU methodology into official processes during the implementation of programme phases 1–3 (since 2004), and the department in charge of implementing MURP (Mayoral Urban Renewal Programme) now routinely uses this methodology.

Phase 4's new measures focused on the residential areas of Hanover Park and Manenberg. In accordance with the VPUU's methodology, citizen forums (safe node area committees (SNAC)) were set up there first and developed by these local plans, taking into account the priorities of the population (community action plans, CAP). The measures prioritised in these plans included, for example, local concepts for economic promotion, known as LED action plans, and for improving safety plans, plus a wide range of selective measures.

The CAPs were then incorporated into the urban planning framework (public investment framework) for Manenberg and Hanover Park, which was drawn up and reviewed with the support of FC funds. For Hanover Park, this planning envisaged the revaluation and redesign of the district centre with a central space, media centre incl. library, citizen's office, health facilities, business premises, rows of shops, etc. In the Manenberg district, a youth and lifestyle campus was to be developed and designed with the involvement of several departments from the provincial administration and with the support of the VUPP NPC. The resulting investments were to be realised with South African funds at the end of the FC commitment, but this was only partially possible.

In the Nyanga/ Gugulethu district, organisational measures to curb alcohol abuse (alcohol harm reduction by changing the opening hours of larger pubs) were supported in Phase 4 in line with political priorities at the provincial level to support one of the goals set by the province for 2014–2019, namely "Increase wellness, safety and tackle social ills" (Provincial Strategic Goal No. 3) and address the connection between alcohol abuse and violence.

Component 2: New project areas in other municipalities in Western Cape Province

Component 2 of Phase 4 envisaged introducing the VPUU concept beyond Cape Town to other municipalities in Western Cape Province. This was to be done through consultation, capacity building and implementing pilot measures at the municipal and provincial administration levels. Based on an expression of interest, two municipalities from a total of 5 were selected in 2013, each of which had a poverty area:

- Drakenstein (with the urban poverty area of Paarl East).
- Theewaterskloof (with the suburban township of Villiersdorp).

As in Khayelitsha, citizen forums were set up in both areas, community action plans were drawn up and adopted (CAP), micro-measures were financed via grants from the SDF, and self-help measures to prevent violence were promoted. The support of the VPUU and NPC involved both social worker interventions as well as urban planning and its partial implementation in infrastructure projects. During the course of the programme, the other interested municipalities (Saldanha Bay, Swartland, Breede Valley and others) were included in the new RSEP, a regional socio-economic programme set up by the South African administration.

Unlike in Cape Town, however, the new municipalities did not have access to the Neighbourhood Development Partnership Grant (NDPG) and were dependent on their own funds or sector-specific financial transfers to co-finance the measures.

Measures in the settlement area of Paarl East

Measures for citizen participation:

- Establishment of a safe node area committee (SNAC) at the start of the project, consisting of selected members of the community with different cultural and social backgrounds.
- Further training measures, such as management training and organisational development.
- Moderation and adoption of the community action plan (CAP), including its local safety measures.
- Development of a local economic development (LED) action plan together with citizens and municipal staff (municipality responsible for implementation).

Infrastructure measures:

- Coordination of investment planning for the infrastructure projects with municipal and provincial authorities.
- Support for the construction and commissioning of the facilities:
 - Multifunctional sports field on former wasteland, which was often the haunt of gangs ("Freedom Park").
 - District library (Groenheuwel House of Learning).
 - Draft planning for a redesigned city square (Urban Park Design).
 - Supplementary measures: External work and fitting out of the above-mentioned House of Learning (car park, landscaping measures, furniture, etc.).

Measures for local conflict prevention and **safety** (community safety):

- Formalisation of three local vigilante groups (neighbourhood watch teams; NHW) with official accreditation of the provincial government.
- Temporary securing of school routes and afternoon care via the Chicago walking bus system and after-school safety measures.
- Temporary regulation of the serving of alcohol by non-licensed operators and kiosks (alcohol harm reduction game changer).
- Support for temporary consultancy services of the NGO, Mosaic, in the citizens' office to curtail gender-based violence (individual consultations, group workshops, awareness-raising campaigns).

Promotion of civilian initiatives and educational institutions:

- Award of 39 micro-grants to local initiatives or startups (estimated at 5,060 beneficiaries).

- Advanced training for 22 local, partly informal daycare centres (early childhood development ECD) in close coordination with the provincial government's health department and setting up of a monthly round table in the district library for exchanging experiences (ECD Forum).
- Cooperation with Charleston High Secondary School and other educational institutions concerning afternoon activities and holiday activities (as part of the so-called After School Game Changer, one of the provincial government's strategic goals 2014–2019, in this case PSG 2: "Improve education outcomes and opportunities for youth development").

According to the NPC, 114 jobs were created via the VPUU programme in Paarl East. This includes temporary employment such as participation in data collection.

Measures in the settlement area of Villiersdorp

Measures for citizen participation:

- Establishment of a safe node area committee (SNAC) at the start of the project, consisting of selected members of the community with different cultural and social backgrounds.
- Further training measures, such as management training and organisational development.
- Moderation and adoption of the community action plan (CAP), including its local safety measures.
- Development of a local economic development (LED) action plan together with citizens and municipal staff (municipality responsible for implementation).

Infrastructure measures:

- Coordination of the investment planning for the infrastructure projects with the municipal and provincial authorities (KB).
- Support for the construction and commissioning of the facilities:
 - Multifunctional district centre (resource centre) with media opportunities, sports field and youth café, opening of the Chrysalis Placemaker Programme for graduates.
 - Play area for young children (toy library).
 - Football field in front of the games arcade (safe space).
 - Supplementary measures: Additional equipping of the sports field at the Villiersdorp Resource Centre (gates, fencing), opposite the Resource Centre (new surface) as well as an additional sports field (lighting), Land Use Management and Side Development Plan for the market in the city centre, equipping of containers for the Community Information Office in Grabouw; in addition, two construction machines were acquired specifically for work in informal settlements in the two municipalities.

Measures for local conflict prevention and **safety** (community safety):

- Support for setting up a municipal safety forum.
- Formalisation of local vigilante groups (neighbourhood watch teams; NHW).
- Temporary securing of school routes (safety stops for scholars) and afternoon activities.
- Support for temporary advisory services by the NGO, Mosaic, to suppress gender-based violence.
- Creation of a drug advice centre and safety of after-school programmes.

Promotion of civilian initiatives and educational institutions:

- Awarding of 44 micro-grants to local initiatives or startups (estimated at 2,970 beneficiaries).

- Establishment of a coordination point for 9 daycare centres (ECD Forum), in part to coordinate the use of the play area.

According to the NPC, 125 jobs were created via the VPUU programme in Villiersdorp.

Phase 4's funding spectrum differed from the precursor phases as follows:

- The awarding of micro-grants from the Social Development Fund (SDF), which was introduced in Phases 1–3 as an important confidence-building measure, was used to a lesser extent in Phase 4 in the new medium-sized cities. The City of Cape Town discontinued using this instrument.
- The issue of “Local Economic Development”, which was prominently represented in Phases 1–3 in the form of shopping street management in Harare/Khayelitsha, played a lesser role in Phase 4.
- Unlike in the first three programme phases, the institutional promotion of NGOs did not play a role in Phase 4.

Duration of the programme

The programme proposal estimated the implementation period of the project to be four years, starting in July 2014. It actually ended at the end of March 2020 and therefore took 21 months longer. The spending of residual funds was completed in August 2020.

In particular, there was a delay in the implementation of some infrastructure projects, such as the House of Learning in Paarl, which was constructed after extensive political planning and coordination processes, as well as Urban Park, which ultimately did not take place due to political decisions by the municipality.

Results:

With the implementation of the programme measures described, the following results were achieved in the areas of infrastructure and establishment of the promotional approach:

Infrastructure

- District libraries are municipally run. The Paarl East library, the largest single investment within the project, was able to provide data on the number of registered users (8,953 in January 2021, of which 5,500 were children). However, the figures are not coherent. The number of actual users was 155 (gate counter) per month, i.e. an average of 8 a day in the case of a 5-day week for a facility of several hundred square metres with separate areas for different target groups. At least 1,000 books were loaned out, which seems high compared to the number of visitors recorded. In July 2019, on the other hand, an unusually high number of visitors were recorded (more than 7,000 out of 8,700 registered), but only 32 media items were loaned out. In July 2020, the library was largely closed due to coronavirus measures (zero visitors and only 8 loans). User numbers were recorded by library management, but not evaluated for the purpose of tailoring the service. No special events were recorded after the end of the project. Local leaders interviewed criticised the fact that, contrary to expectations, the library could not be used permanently by NGOs. Libraries are governed by the Department of Culture and Sport (DCAS) of the County Council, which does not generate any incentives or standards to intensify use.

On the other hand, an enquiry made to the City of Cape Town regarding the district libraries in Phases 1–3 in the Harare and Kuyasa districts, which was initiated for comparison purposes, provided plausible gender-differentiated data, although the project did not provide any support in this respect in Phase 4.

- The multifunctional, multi-storey district centre in Villiersdorp is municipally owned. It houses large (over 100 sq.m.) rooms for meetings and advanced training, a youth facility with media room as well as a caretaker's residence, spacious outdoor facilities and a sports field. The operation of the youth facility was outsourced to the VPUU NPC by the Department of Social Services within the provincial administration; the outdoor facilities, in this case urban gardening, were managed by an NGO; the caretaker's residence was empty.

No use concept or layout plan was provided for any of the premises. Use for meetings and advanced training during the project term has been documented; use has not been documented for the years after completion of the project (2019–2023). At the time of the visit, a number of the computers in the youth facility were

being used by young people (under 10). There are no incentives for increasing utilisation or adapting the opening hours.

- The play area for young children in Villiersdorp is run by municipal authorities and is staffed (1 person), who, however, is not sufficiently qualified for the task. Access for local users is severely limited due to the allocation of opening hours and generous administration times. The numbers showing actual use by local daycare centres or workshops could not be presented. The build-up of dust and condition of the toys did not indicate regular use by children. The concreted open space in front of the play area in Villiersdorp did not show any signs of use.
- The multifunctional sports field in Paarl East was littered and abandoned at the time of the visit. Access to some of the playground equipment was through areas strewn with discarded and broken junk. No information was available about its actual use, e.g. at weekends and in the evenings. Residents reported less gang activity in the area, although any correlation with the sports field is not clear. On the other hand, there were complaints that the construction of residences on the edge of the sports field, as promised during planning, had not been realised. This concerns commitments made by the municipality in the planning process, but not to contractual obligations within the scope of the project.
- The additional investments could be largely verified. The front loader is still in operation and the sports field fencing and lighting are still present. Discussions with bystanders (key managers) and the condition of the facilities gave the impression that use of the sports fields is clearly regulated, but that the areas are actually only used for a few hours a week. Here too, there were no enrolment plans (there was no plan to visit the local secondary school, and this was not possible due to a lack of time).
- The investments in Phases 1–3, which are to be secured by management contracts between the City of Cape Town and the NPC, are being better used, comparatively speaking, with differences between the promotional areas:

The main square in the Harare district has lost considerable appeal during the COVID years; dumped rubbish and damage to electricity poles and green spaces are clearly evident; some commercial tenants have also given up. At the time of the EPE, a new community action plan (CAP) had been drawn up; according to information from the NPC, occupancy and commercial rents have been recovering again since the start of 2023. The library and gym are open.

The central square in the informal Monwabisi Park district is in good condition with a more modest design; the caretaker's residence is occupied, while the presence of the NPC's local office and WIFI access point provided nearby have increased its attractiveness through minimal expenditure.

Advanced training and advice

Advanced training materials only exist in the form of a handbook on leadership training produced by the NPC, which was used alongside the advanced training. Apart from participant lists, there are no further instructions or records on the other subjects. The requirements and selection criteria for selecting subjects and participation are not documented. The same applies to a study trip to Colombia and an excursion for young people from Villiersdorp. The NGO, Mosaic, which offered advice to victims of gender-specific violence in the new programme cities during the term of the project in return for an unspecified consideration, has since withdrawn from these municipalities.

Based on the evidence, use of what was taught could only be verified anecdotally for participants in the leadership courses. Participants in the group discussions were able to express themselves precisely and in two cases former SNAC members had been elected to the city council.

Institutional anchoring of the promotional approach and securing of the results of the precursor phases

- In three districts of Cape Town heavily affected by violence (street gangs), parts of the VPUU concept have been successfully implemented by the municipality.
- Numerous measures were tested in two secondary cities in Western Cape Province using the VPUU's promotional approach.

- During Phase 4, partial coverage of up to 85% of the ongoing costs for the facilities supported under Phases 1–3 was achieved (centrally located commercial premises and attached residences). However, revenue and rental fell sharply during the COVID pandemic. According to the project information, there has been a gradual recovery here since the start of 2023.
- In one of the old project areas, there is considerable damage from vandalism in the public area (street lighting, greenery), while another area appears more lively and clean. According to the NPC's assessment, this was due to the fact that a caretaker's residence was occupied in one area, which was not the case in the vandalised central square.

Annex: Recommendations for operation

As the availability of information on use of the promoted facilities varies greatly and is not secured throughout, it is recommended that use concepts are drawn up and data collected on actual use for all promoted facilities.

- All facilities should have a use concept containing the following parameters:
 - Spatial capacity, differentiated according to groups of space.
 - Purposes and target groups.
 - Usage objectives (in terms of quantity, time, e.g. minimum opening hours, minimum number of users, possibly by age group), use of auxiliary buildings such as caretaker's residence and outdoor facilities in relation to capacity.
 - Operating model (responsibility of local administration or third-party operator, management contract).
 - Possibility of data collection.
- All facilities should collect and regularly report on actual user numbers over time (comparison with capacity and use concept).
- The existing experience with management contracts should be systematically evaluated and applied to future tenders.

Annex: Evaluation questions in line with OECD-DAC criteria/ex post evaluation matrix

Relevance

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Policy and priority focus			2	o	
Are the objectives of the programme aligned with the (global, regional and country-specific) policies and priorities, in particular those of the (development policy) partners involved and affected and the BMZ? ¹	What was the ratio of general deficits in urban development to the high incidence of violence in the new project areas?	Discussions with the relevant administrations and project personnel, as well as security personnel if necessary			
Do the objectives of the programme take into account the relevant political and institutional framework conditions (e.g. legislation, administrative capacity, actual power structures (including those related to ethnicity, gender, etc.))?	<p>Could the existing strategies and diverse responsibilities of the provincial administration of Western Cape and Cape Town's municipal administrations and the new secondary cities be brought into line with the programme's inclusive approach?</p> <p>Were the activities of other relevant actors (e.g. police, other security bodies, churches, NGOs, business owners, etc.) involved in the measures? Was it possible to cooperate with the police, in particular in the new areas?</p> <p>Were the interests and needs of small and large business owners and, if applicable, interested investors in the programme areas taken into account when selecting and designing the training</p>	Discussions with the relevant administrations and project personnel; Project documentation			

¹At this point, reference to the relevant quality criteria should also be presented here. These include: 1) human rights, gender equality and inclusion, 2) anti-corruption and integrity, 3) poverty alleviation and inequality reduction, 4) environmental and climate impact assessment, 5) conflict sensitivity ("do no harm"), 6) digitalisation ("digital as standard").

	<p>measures in the Business Development department?</p> <p>Was the influence of gangs taken into account in the design of the measure?</p>				
Other evaluation question 1	<p><u>General:</u> What lessons and, if applicable, best practices from Phases 1–3 have been incorporated into the adjusted concept following the changed executing agency structure?</p> <p>Which best practices and international standards for the development of poor districts were known and taken into account at the start of the programme?</p> <p>In the last phase, has the programme helped to set new standards in this area?</p>	Discussions with the relevant administrations and project personnel			
Other evaluation question 2	<p>What considerations were given to the development/promotion of non-state actors (NGOs, patrols, etc.): promoting complementary providers/offers, enhancing diversity or involving specific groups? Were experiences from previous promotional phases considered when selecting partnerships?</p>	Discussions with the relevant administrations and project personnel			
Evaluation dimension: Focus on needs and capacities of participants and stakeholders			2	o	
Are the programme objectives focused on the developmental needs and capacities of the target group? Was the core problem identified correctly?	<p>Were the causes of dissatisfaction, uncertainty and aggressiveness addressed by the priorities or is a major contribution plausible (results chain)? (In particular new measures in the areas of training and alcohol harm reduction)</p>	Discussions with the relevant administrations and project personnel, Visits to the project areas			

Were the needs and capacities of particularly disadvantaged or vulnerable parts of the target group taken into account (possible differentiation according to age, income, gender, ethnicity, etc.)? ² How was the target group selected?	<p>Was particular regard given to the special need for protection of certain areas and population groups affected by violence? Was gang crime addressed specifically?</p> <p>What differences exist between the different project areas in Cape Town and the new secondary cities, as well as other relevant locations in Western Cape Province, if any?</p>	<p>Discussions with the relevant administrations and project personnel (security personnel maybe);</p> <p>Visits to the project areas</p>
Would the programme (from an ex post perspective) have had other significant gender impact potentials if the concept had been designed differently? (<i>FC-E-specific question</i>)	<p>Would there have been other possibilities in the area of spatial planning to take gender-specific problems into account?</p> <p>Would a quota system in the area of training measures and/or local committees have facilitated greater involvement of women?</p> <p>Could a stronger focus on alcohol harm reduction or legal advice have helped to strengthen women's preferential treatment?</p>	<p>Discussions with the relevant administrations and project personnel (NGOs maybe);</p> <p>Visits to the project areas</p>
Other evaluation question 1	<p>Were experiences from Phases 1–3 included in Phase 4 in order to design the measures in a targeted manner (conflict, poverty, gender, etc.)?</p> <p>Which measures/partnerships have been ended and which have been newly adopted?</p> <p>Were there conflicts in the objectives between decentralised, small-scale and</p>	<p>Discussions with the relevant administrations and project personnel (NGOs maybe);</p> <p>Visits to the project areas</p>

² Were the gender impact potential and obstacles appropriately analysed in the module proposal (e.g. as part of the target group analysis or a separate gender analysis) and taken into account in the project design?

	participatory measures and the priorities of the provincial administration?				
Evaluation dimension: Appropriateness of design ³			3	o	
Was the design of the programme appropriate and realistic (technically, organisationally and financially) and in principle suitable for contributing to solving the core problem?	<p>Based on the experiences gained in Phases 1–3, was it plausible that participatory measures planned for urban development in relation to local residents and complementary training measures, all other things being equal, strengthened the general level of mindfulness and consideration and prevented violent conflicts?</p> <p>Were significant causes of escalating local violence addressed by such measures?</p> <p>Were the similarities and differences between the different project areas sufficiently examined?</p> <p>Was the involvement of the police and security personnel examined?</p> <p>Was the scope of the promoted measures weighed against a more issue-focused approach?</p>	<p>Discussions with the relevant administrations and project personnel</p> <p>Visits to the project areas</p> <p>Discussions with civilian initiatives and security personnel</p>			
Is the programme design sufficiently precise and plausible (transparency and verifiability of the target system and the underlying impact assumptions)?	<p>According to what criteria were the location of the safe node areas and the individual measures selected?</p> <p>Was it possible to give preferential treatment to the poorest residential</p>	<p>Discussions with the relevant administrations and project personnel;</p> <p>Visits to the project areas</p> <p>Discussions with civilian initiatives</p>			

³ The design of a measure is generally evaluated based on the evaluation of the results logic of a measure. The results logic refers to the target system of a measure, i.e. the systematic relationships between the individual results levels. At the time of conception, the results logic is outlined as a narrative in the sense of a logic model and generally alongside a results matrix in the programme proposal as well. At the start of an evaluation, the model is reviewed and supplemented with current knowledge. Comprehensive (re-)constructed results logics are today also referred to as theories of change (ToC).

	<p>areas in the new project areas in particular?</p> <p>To what extent did the selection of measures at the respective locations relate to the Western Cape government's general priorities and/or existing local plans?</p>	
<p>Please describe the results chain, incl. complementary measures, if necessary in the form of a graphical representation. Is this plausible? As well as specifying the original and, if necessary, adjusted target system, taking into account the impact levels (outcome and impact). The (adjusted) target system can also be displayed graphically.</p>	<p>Why do different formulations of objectives come about?</p> <p>Why are some of the original outcome indicators related to inputs?</p> <p>Were the weaknesses of the M+E system in Phases 1–3 discussed in Phase 4?</p> <p>Why was a target level for the indicators only set in 2018, shortly before the end of the project?</p> <p>Why does the results matrix not distinguish between outcome and impact indicators?</p>	<p>Discussions with former KfW project managers and project personnel</p>
<p>To what extent is the design of the programme based on a holistic approach to sustainable development (interplay of the social, environmental and economic dimensions of sustainability)?</p>	<p>Were ecological concerns taken into account in the spatial planning measures?</p> <p>Were there any conflicts of objectives that could not be resolved by the programme?</p> <p>Were infrastructure measures based on a life cycle approach for user compensation and the need for budget funds?</p> <p>Were there any conflicts of objectives that could not be resolved by the programme?</p>	<p>Discussions with the relevant administrations and project personnel (security personnel maybe);</p> <p>Visits to the project areas;</p> <p>Project documentation</p>
<p>For projects within the scope of DC programmes: is the programme, based on its design, suitable for achieving the objectives of the DC programme? To what extent is the impact level of the FC module meaningfully linked to the DC programme (e.g.</p>	<p>How did the formation of the programme initiated during the implementation of the FC module influence the development of complementary measures? Was cooperation and</p>	<p>Discussions with project personnel, project managers and project documentation</p>

outcome impact or output outcome)? (FC-E-specific question)	complementary overlap addressed in Phase 4?				
Evaluation dimension: Response to changes/adaptability			2	0	
Has the programme been adapted in the course of its implementation due to changed framework conditions (risks and potential)?	<p>What aspects played a role in the selection of the new project areas?</p> <p>Was this selection questioned? Were there selected measures that were not implemented during the project in response to critical events?</p>	Discussions with the relevant administrations and project personnel; Project documentation			
Other evaluation question 1	<p>Which variables influenced the focus of the programme, e.g. the provincial government's strategic priorities, changes in the local security situation, the municipalities' operational capacities and preferences, and the population's preferences in the participation process?</p> <p>Did any incompatibilities arise?</p>	Discussions with the relevant administrations and project personnel (potentially security personnel)			

Coherence

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Internal coherence (division of tasks and synergies within German development cooperation):			2	0	
To what extent is the programme designed in a complementary and collaborative manner within the German development cooperation (e.g. integration into DC programme, country/sector strategy)? This concerns the	<p>Was there TC-FC cooperation at operational level?</p> <p>Has the thematic (strategic or operational) coordination between the FC and TC changed during the course of the programme?</p>	Discussions with project personnel and former project managers			

design and implementation of the measure.					
Do the instruments of the German development cooperation dovetail in a conceptually meaningful way as well as in implementation, and are synergies put to use?	How do the FC's small-scale, effective measures at target group level and at the Western Cape regional body level complement the TC's programme-based promotional measures in other areas?	Discussions with project personnel and former project managers			
Is the programme consistent with international norms and standards to which the German development cooperation is committed (e.g. human rights, Paris Climate Agreement, etc.)?	Which specific standards are relevant to the project?	Project documentation			
Evaluation dimension: External coherence (complementarity and coordination with actors external to German DC):			1	o	
To what extent does the programme complement and support the partner's own efforts (subsidiarity principle)?	<p>What urban development strategies were in place at the time of programme implementation? (How) was the FC project involved in the Urban Renewal Programme and follow-up programmes (RSEP Regional Socio-Economic Programme)? (political, administrative, financial)</p> <p>Which measures for the development of low-income urban neighbourhoods were implemented by the government in the new programme areas or other areas before the start of the programme?</p> <p>Has the programme actively influenced the development of new</p>	<p>Project documentation</p> <p>Discussions with the relevant administrations and project personnel</p>			

	<p>strategies in Cape Town/Western Cape or have the lessons learned contributed to the realignment of state measures, e.g. in the Regional Socio-Economic Programme (RSEP)? (see above)</p> <p>Could the existing strategies and diverse responsibilities in the urban administrations of the three municipalities be harmonised with the programme's integrative approach?</p> <p>How has the role of the operative VPUU changed with the founding of the NPC and adoption of the role of executing agency?</p> <p>Is there a risk of double structures?</p> <p>How has the role of the Western Cape government changed compared to previous promotional phases?</p>	
Is the design of the programme and its implementation coordinated with the activities of other donors?	No other donors involved in financing the operation of supported facilities	Project documentation Discussions with the relevant administrations and project personnel
Was the programme designed to use the existing systems and structures (of partners/other donors/international organisations) for the implementation of its activities and to what extent are these used?	What change of personnel took place between the beneficiary (Western Cape), the municipalities and the NPC, and how sustainable was the impact?	Discussions with the relevant administrations and project personnel
Are common systems (of partners/other donors/international organisations) used for monitoring/evaluation, learning and accountability?	Which M+E system was in place for Phase 4 (determining the indicators shortly before the end of the project)? What independent M+E initiatives did the beneficiary (Western Cape) take, if any?	Project documentation Discussions with the relevant administrations and project personnel

Effectiveness

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Achievement of (intended) targets			3	0	
Were the (if necessary, adjusted) objectives of the programme (incl. capacity development measures) achieved? (Target/actual comparison indicator table)	See proposed reformulation of the indicators.	Project documentation and field studies			
Evaluation dimension: Contribution to achieving objectives:			3	0	
To what extent were the outputs of the programme delivered as planned (or adapted to new developments)? (<i>Learning/help question</i>)	Are there outputs that were planned but not implemented?	Project documentation: Youth lifestyle campus planned but not built, plans for apartments and market in Villiersdorp, safety kiosks in Paarl East			
Are the outputs provided and the capacities created used?	See indicators.	Project documentation Visit to project locations			
To what extent is equal access to the outputs provided and the capacities created guaranteed (e.g. non-discriminatory, physically accessible, financially affordable, qualitatively, socially and culturally acceptable)?	See indicators; verification by on-site visits.	Project documentation Visit to project locations			
To what extent did the programme contribute to achieving the objectives?	Do the relevant administrations refer to the VPUU for reforms? Was the founding of the VPUU NPC able to reinforce the expansion of the promotional approach?	Discussions with relevant administrations and project staff Project documentation, visit to project locations			
To what extent did the programme contribute to achieving the objectives at the level of the intended beneficiaries?	Have the residents of the project areas noticed an improvement in the socio-economic and security situation in	Visit to project locations; Project documentation			

	connection with the project measures, whether directly or indirectly?		
Did the programme contribute to the achievement of objectives at the level of the particularly disadvantaged or vulnerable groups involved and affected (potential differentiation according to age, income, gender, ethnicity, etc.)?	Which of the measures could be specifically tailored to vulnerable groups? Does the project approach ensure self-targeting of the measures through citizen participation?	Discussions with relevant administrations and project staff, Project documentation, Visit to project locations	
Were there interventions specifically addressing gender impact potential (e.g., through women's participation in project committees, water committees, use of social workers for women, etc.)? <i>(FC-E-specific question)</i>	To what extent did the measures address men and women equally? Which groups were actually involved? Was gender-sensitive implementation promoted through targeted contact, specific selection of personnel and, for example, suitable appointment times?		
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended objectives of the programme? <i>(Learning/help question)</i>	Has the availability of personnel and finances influenced the achievement of the objectives? Has the expansion of the locations and the change in the support structure influenced the fulfilment of the objectives?	Discussions with relevant administrations and project staff, Project documentation, Visit to project locations	
Which external factors were decisive for the achievement or non-achievement of the intended objectives of the programme (also taking into account the risks anticipated beforehand)? <i>(Learning/help question)</i>	Has the project benefited from a favourable political economy? Was the project thwarted by political disruptions or was gang crime prevented?	Discussions with relevant administrations and project staff Project documentation	
Evaluation dimension: Quality of implementation			3 o
How is the quality of the management and implementation of the programme (e.g. project-executing agency, consultant, taking into account ethnicity and gender in decision-making committees)	Who was responsible for the M+E? In what proportions were the aforementioned actors (VPUU NPC, Western Cape municipalities, citizen forums or	Discussions with relevant administrations and project staff, Project documentation, Visit to project locations	

evaluated with regard to the achievement of objectives?	user groups) responsible for management and implementation? To what extent were tasks delegated to the NPC?			
How is the quality of the management, implementation and participation in the programme by the partners/sponsors evaluated?	To be discussed for the different types of measures (design, infrastructure, self-help, institutional support) and overall management	Discussions with relevant administrations and project staff, Project documentation, Visit to project locations		
Were gender results and relevant risks in/through the project (gender-based violence, e.g. in the context of infrastructure or empowerment projects) regularly monitored or otherwise taken into account during implementation? Have corresponding measures (e.g. as part of a CM) been implemented in a timely manner? <i>(FC-E-specific question)</i>	Were, for example, the results examined in relation to gender in the areas of ECD, alcohol harm reduction, training, service level agreement, administrative reform, establishment of the NPC?	Discussions with relevant administrations and project staff, Project documentation, Visit to project locations		
Evaluation dimension: Unintended consequences (positive or negative)			2	0
Can unintended positive/negative direct impacts (social, economic, ecological and, where applicable, those affecting vulnerable groups) be seen (or are they foreseeable)? ⁴	To be specified based on the results of the surveys of beneficiaries and administrations Key components: Does the project promote urban-rural migration and the associated risks of use of space/urban sprawl?	Discussions with relevant administrations and project staff, Visit to project locations		
What potential/risks arise from the positive/negative unintended effects and how should they be evaluated?	Question to be specified if such impacts are identified.	Discussions with relevant administrations and project staff, Project documentation, Visit to project locations		

⁴ At this point, the effects on the following quality criteria should be checked and, if necessary, presented: 1) human rights, gender equality and inclusion, 2) anti-corruption and integrity, 3) alleviating poverty and reducing inequality, 4) environmental and climate impact assessment, 5) conflict sensitivity ("do no harm"), 6) digitalisation ("digital as standard").

How did the programme respond to the potential/risks of the positive/negative unintended effects?	Question to be specified if such impacts are identified.	Discussions with relevant administrations and project staff, Project documentation, Visit to project locations
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Efficiency

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Production efficiency			2	o	
How are the inputs (financial and material resources) of the programme distributed (e.g. by instruments, sectors, sub-measures, also taking into account the cost contributions of the partners/executing agency/other participants and affected parties, etc.)? (Learning and help question)	<p>What is the cost-benefit ratio based on the measure types (investment costs per measure in terms of functionality, visibility and perceived benefit)?</p> <p>How should the high South African counterpart contribution be rated in terms of efficiency? Has this use of funds led to (i) the same measures being replicated, (ii) important supplementary measures being implemented, or (iii) other non-directly related measures being implemented?</p> <p>Has the project contributed to improving coordination within the South African administration, streamlining overhead costs and outsourcing operational tasks (special purpose vehicle NPC)?</p> <p>What roles do the larger individual projects play in the assessment of expenditure/costs and benefits/use of the structures?</p> <p>Have discrepancies in the local administrations and/or expenditure caused by</p>	Project documentation, in particular final inspection Discussions with project employees and former project managers			

	<p>participatory planning had an adverse impact on efficiency?</p> <p>Did South African authorities or the VPUU NPC actively pursue the acquisition of third-party funds and the establishment of investors?</p> <p>Did the measures themselves make the new programme areas attractive to investors?</p> <p>Was a constructive interaction between the various measures at the respective locations observed ex post?</p>	
<p>To what extent were the inputs of the programme used sparingly in relation to the outputs produced (products, capital goods and services) (if possible in a comparison with data from other evaluations of a region, sector, etc.)? For example, comparison of specific costs.</p>	<p>Is the share of the costs for the NPC and the international consultant justified (EUR 2.5 million out of EUR 5 million, based on FC funds, or EUR 16 million based on total funds)?</p> <p>What was the change in support costs compared to the preceding phases? Additional costs due to new locations or economies of scale?</p>	<p>Project documentation, Discussions with project employees and former project managers</p>
<p>If necessary, as a complementary perspective: To what extent could the outputs of the programme have been increased by an alternative use of inputs (if possible in a comparison with data from other evaluations of a region, sector, etc.)?</p>	<p>Question to be specified for clarification of the effort put into different types of measures.</p>	<p>Discussions with project employees and former project managers</p>
<p>Were the outputs produced on time and within the planned period?</p>	<p>Were there delays in certain plans, construction works or training? Has citizen participation delayed implementation?</p>	<p>Discussions with project employees and former project managers</p>
<p>Were the coordination and management costs reasonable (e.g. implementation consultant's cost component)?</p>	<p>See above: Is the share of the costs for the NPC and the international consultant justified (2.5 million out of 5 million</p>	<p>Discussions with project employees and former project managers</p>

	euros, based on the FC funds, or 16 million euros based on the total funds)? What support costs were required in the South African administrations and are these included in the figures? (Western Cape Project Office, secondment of personnel in the NPC)				
Evaluation dimension: Allocation efficiency			3	o	
In what other ways and at what costs could the effects achieved (outcome/impact) have been attained? (<i>Learning/help question</i>) SS	Could the measures have been carried out much more cost-effectively without citizen participation?	Discussions with project employees and former project managers			
To what extent could the effects achieved have been attained in a more cost-effective manner, compared with an alternatively designed programme?	Are the costs for participatory planning reflected in a benefit perceived by the target groups? Is this benefit also being perceived in the long term?	Visits to the project areas, discussions with beneficiaries			
If necessary, as a complementary perspective: To what extent could the positive effects have been increased with the resources available, compared to an alternatively designed programme?	What are the experiences like with NGOs? Could the NPC's costs/personnel expenses have been reduced or the output in these departments improved by an even more definite outsourcing of subject-defined tasks to NGOs?	Discussions with project employees and former project managers			

Impact

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Over-arching developmental changes (intended)			3	o	

Is it possible to identify overarching developmental changes to which the programme should contribute? (Or if foreseeable, please be as specific as possible in terms of time.)	<p>Have living conditions improved in relation to the existing social infrastructure in the project areas?</p> <p>Has the employment situation improved?</p> <p>Has the overall security situation improved?</p> <p>Has the occurrence of certain acts of violence under the influence of alcohol been reduced?</p> <p>If yes, which groups benefit from it and which do not? (age, gender, etc.)</p>	<p>Discussions with project staff and former project managers,</p> <p>Project documentation,</p> <p>External sources (ISS),</p> <p>Beneficiary survey</p>			
Is it possible to identify overarching developmental changes (social, economic, environmental and their interactions) at the level of the intended beneficiaries? (Or if foreseeable, please be as specific as possible in terms of time).	See above	<p>External sources (ISS, budget samples)</p> <p>Beneficiary survey</p>			
To what extent can overarching developmental changes be identified at the level of particularly disadvantaged or vulnerable parts of the target group to which the programme should contribute? (Or, if foreseeable, please be as specific as possible in terms of time).	See above	<p>External sources (ISS, budget samples)</p> <p>Beneficiary survey</p>			
Evaluation dimension: Contribution to overarching developmental changes (intended)			3	o	
To what extent did the programme actually contribute to the identified or foreseeable overarching developmental changes (also taking into account the political stability) to which the programme should contribute?	See above	<p>Discussions with project employees and former project managers</p>			

To what extent did the programme achieve its intended (possibly adjusted) developmental objectives? In other words, are the project impacts sufficiently tangible not only at outcome level but at impact level? (e.g. drinking water supply/health effects)	See above	Discussions with project employees and former project managers On-site visits External sources
Did the programme contribute to achieving its (possibly adjusted) developmental objectives at the level of the intended beneficiaries?	See above	Discussions with project employees and former project managers On-site visits External sources
Has the programme contributed to overarching developmental changes or changes in life situations at the level of particularly disadvantaged or vulnerable parts of the target group (potential differentiation according to age, income, gender, ethnicity, etc.) to which the programme was intended to contribute?	See above	Discussions with project employees and former project managers On-site visits External sources
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? (<i>Learning/help question</i>)	Have the administrative structures that favour an integrated approach to urban and regional planning become established and maintained? Has the VPUU NPC profiled and consolidated itself as an external service provider? Were certain weaknesses in Phases 1–3 that affect the achievement of impacts overcome (operation, M+E)?	Discussions with relevant administrations and project personnel
Which external factors were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? (<i>Learning/help question</i>)	Did the presence of criminal gangs hamper the improvement of the security situation? Have countervailing macroeconomic developments hampered the improvement of the situation (unemployment due to	Discussions with relevant administrations and project personnel, security personnel if necessary

	structural change, COVID, corruption, etc.)? Could the impact of the project only be felt in certain areas, but not at the level of the combined settlement areas?			
Does the project have a broad-based impact? - To what extent has the programme led to structural or institutional changes (e.g. in organisations, systems and regulations)? (Structure formation) - Was the programme exemplary and/or broadly effective and is it reproducible? (Model character)	Have the structural changes in the administrations been consolidated and maintained? Has the NPC been institutionally consolidated and further developed? Are there reform approaches beyond the project areas? Are there broad impacts beyond the WC province?	Discussions with relevant administrations and project personnel		
How would the development have gone without the programme? (Learning and help question)	Is the development of crime different in other areas of South Africa?	External sources (ISS)		
Evaluation dimension: Contribution to (unintended) overarching developmental changes			3	0
To what extent can unintended overarching developmental changes ⁵ (also taking into account political stability) be identified (or, if foreseeable, please be as specific as possible in terms of time)?	To be specified after determining the impacts.	Discussions with relevant administrations and project personnel Visits to project locations		
Did the programme noticeably or foreseeably contribute to unintended	To be specified after determining the impacts.	Discussions with relevant administrations and project personnel		

⁵ social, economic, ecological and their interactions

(positive and/or negative) overarching developmental impacts? ⁶		Visits to project locations
Did the programme noticeably (or foreseeably) contribute to unintended (positive or negative) overarching developmental changes at the level of particularly disadvantaged or vulnerable groups ⁷ (within or outside the target group) (do no harm, e.g. no strengthening of inequality (gender/ethnicity))?	To be specified after determining the impacts.	Discussions with relevant administrations and project personnel Visits to project locations

Sustainability

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Capacities of participants and stakeholders			3	0	
Are the target group, executing agencies and partners institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time (after the end of the promotion)?	<p>Is the government of Western Cape willing and able to initiate the measures in other cities or to commission the NPC for this purpose? Is there a source of funding for this?</p> <p>Is the CoCT willing and able to initiate the measures in other townships or commission the NPC for this purpose? (Comparison with information from the FI) Is there a source of funding for this? What is the NPC's personnel and financial situation like following the end</p>	Discussions with relevant administrations and project personnel, Visits to project locations			

⁶ At this point, the effects on the following quality criteria should be checked and, if necessary, presented: 1) human rights, gender equality and inclusion, 2) alleviating poverty and reducing inequality, 3) environmental and climate impact assessment, 4) digitalisation, 5) anti-corruption and integrity, and 6) conflict sensitivity ("do no harm").

⁷ potential differentiation according to age, income, gender, ethnicity, etc.

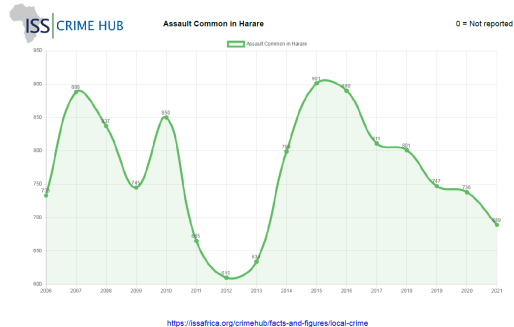
	<p>of the German promotion? To what extent and from what sources could other funds be acquired?</p> <p>Is an adjustment/streamlining of the concept necessary in this context?</p>				
To what extent do the target group, executing agencies and partners demonstrate resilience to future risks that could jeopardise the impact of the programme?	To be specified after clarification of the risks	Visits to the project areas			
Evaluation dimension: Contribution to supporting sustainable capacities:			2	o	
Did the programme contribute to the target group, executing agencies and partners being institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time and, where necessary, to curb negative effects?	See above	Discussions with relevant administrations and project personnel, Visits to project locations			
Did the programme contribute to strengthening the resilience of the target group, executing agencies and partners to risks that could jeopardise the effects of the programme?	See above	Discussions with relevant administrations and project personnel, Visits to project locations			
Did the programme contribute to strengthening the resilience of particularly disadvantaged groups to risks that could jeopardise the effects of the programme?	See above	Discussions with relevant administrations and project personnel, Visits to project locations			
Evaluation dimension: Durability of impacts over time			3	o	

How stable is the context of the programme (e.g. social justice, economic performance, political stability, environmental balance)? (<i>Learning/help question</i>)	How volatile is the security situation, the overall economic situation and the willingness of regional and local authorities to reform?	Discussions with relevant administrations and project personnel, Visits to project locations
To what extent is the durability of the positive effects of the programme influenced by the context? (<i>Learning/help question</i>)	See above	Discussions with relevant administrations and project personnel, Visits to project locations
To what extent are the positive and, where applicable, the negative effects of the programme likely to be long-lasting?	See achievement of indicators.	Discussions with relevant administrations and project personnel, Visits to project locations
To what extent are the gender results of the measure to be considered permanent (ownership, capacities, etc.)? (FC-E-specific question)	See above	Discussions with relevant administrations and project personnel, Visits to project locations
Other evaluation question 1	Is the improvement of the physical infrastructure in the public spaces of the safe node areas to be maintained in the long term? (Financial viability from public funds, rental income or local contributions) Additional construction or expansion?	Discussions with relevant administrations and project personnel, Visits to project locations

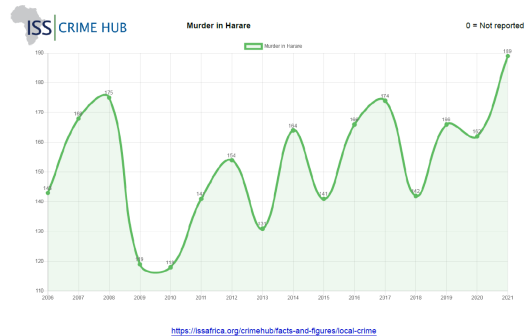
Annex: Safety statistics in the project areas

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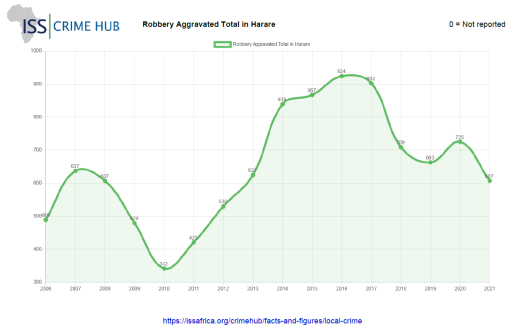
Crime categories by stations for nothing



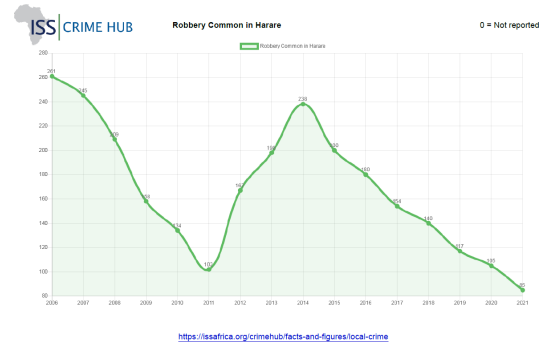
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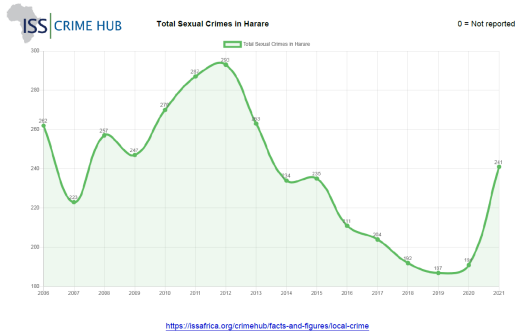
Crime categories by stations for nothing



Crime categories by stations for nothing

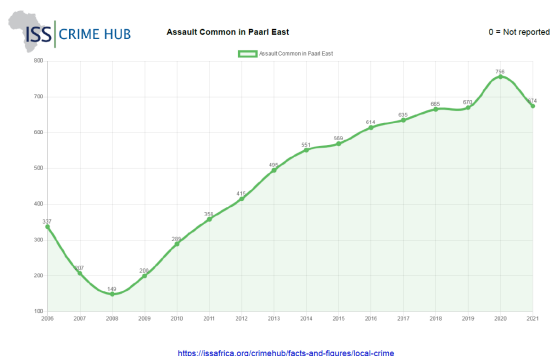


Crime categories by stations for nothing

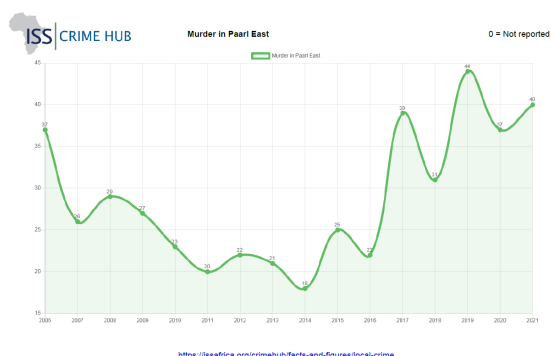


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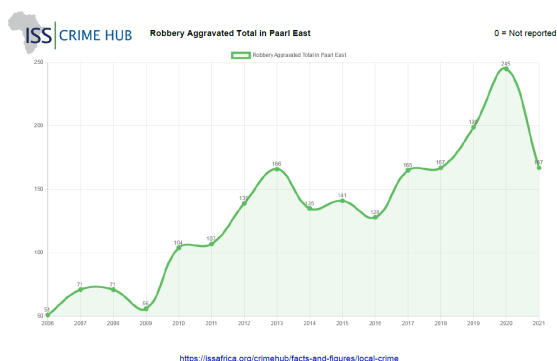
Crime categories by stations for nothing



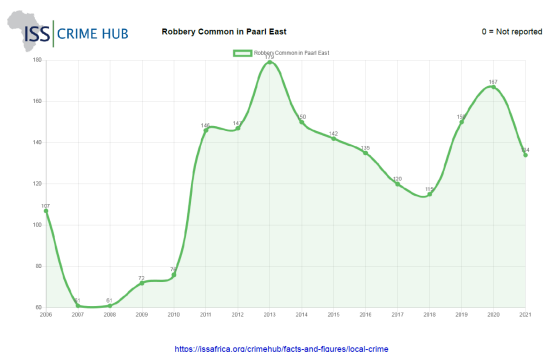
Crime categories by stations for nothing



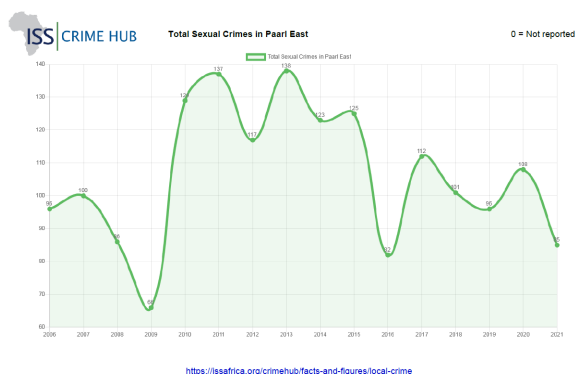
Crime categories by stations for nothing



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Crime categories by stations for nothing



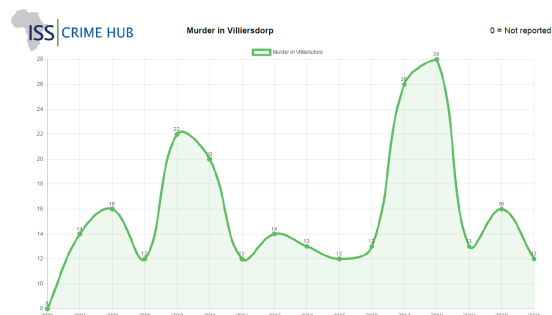
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Crime categories by stations for nothing



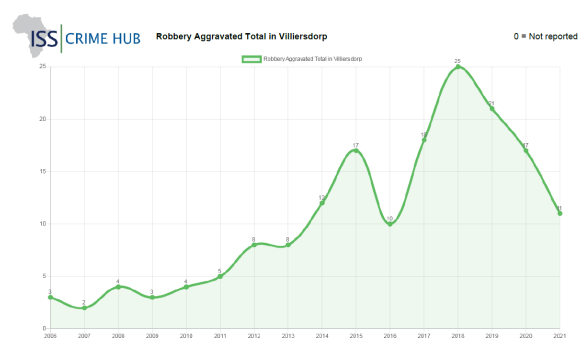
<https://issafrica.org/crimehub/facts-and-figures/local-crime>

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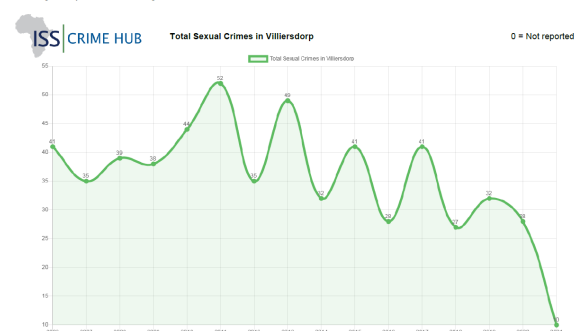
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