# CIVILIAN SECRETARIAT FOR POLICE

# 2016

# WHITE PAPER ON POLICING

**Dedicated to the serving police officers of the SAPS**

# Contents

## ACRONYMS

| | |
|---|---|
| CPF | Community Police Forum |
| CSF | Community Safety Forum |
| CJS | Criminal Justice System |
| DPCI | Directorate for Priority Crime Investigation |
| ICT | Information Communication Technology |
| HoD | Head of Department |
| IDP | Integrated Development Plan |
| IGR – | Intergovernmental Relations Framework |
| IPID | Independent Police Investigative Directorate |
| JCPS | Justice, Crime Prevention and Security Cluster |
| LGBTI | Lesbian, gay, bisexual, transgendered and intersex |
| MEC | Member of the Executive Council |
| MINMEC | Ministers and Members of Executive Council |
| MPS | Metropolitan Police Service |
| NCPS | National Crime Prevention Strategy |
| NDP | National Development Plan |
| NI | National Instruction |
| SAPS | South African Police Service |
| SOP | Standard Operating Procedure |

**PREAMBLE**

In the lead up to the first democratic elections in South Africa, the inappropriateness of Apartheid policing methods in a democratic society introduced a process of wide ranging reform. The Interim Constitution, the Constitution of the Republic of South Africa, 1996 and the South African Police Service Act of 1995 consolidated these reforms into law.

The National Crime Prevention Strategy of 1996 (NCPS) and the 1998 White Paper on Safety and Security, further articulated Government's response to the changing nature of policing in the country and is indicative of an on-going commitment to creating a 'safe and secure' living environment where "all people are and feel safe".

Policing and approaches to policing remain dynamic. Developments over the past 20 years including the changing nature of crime, the increased shift towards community partnerships in policing, the introduction of new statutes such as the Child Justice Act of 2008 and Sexual Offences and Related Matters Amendment Act 32 of 2007, and developing technology, along with a deepening understanding of the challenges of police transformation require that the existing policy environment be reviewed.

In September 2012 Cabinet adopted the National Development Plan (NDP) as the strategic framework for government planning towards attaining Vision 2030. The NDP also impacted upon the landscape of policing in that it reaffirmed the need for a police service that forms part of an integrated criminal justice system and that is demilitarised, professional and community-centric. These new developments necessitated that the 1998 White Paper on Safety and Security be reviewed and that a policy that specifically speaks to the policing environment within a democratic dispensation, be developed.

The policy realignment due to changing material conditions does not however negate the necessity for the White Paper on Policing to affirm the imperative that the police uphold, protect and champion the rights enshrined in the Constitution and the Bill of

Rights. This includes entrenching the values of democratic policing and in doing so; constantly striving for a police service that is efficient, effective, accountable, trusted and respected by all, while contributing towards ensuring the conditions for growth and prosperity for the country.

The White Paper on Policing has two fundamental shifts from its predecessor, the 1998 White Paper on Safety and Security. The first is to separate the police focussed policy from that of the broader policy on safety and security which will be contained in the amended White Paper on Safety and Security. The second is to provide an enabling legislative framework for civilian oversight and align the police service to the rest of the public service. The focus of the White Paper on Policing is on the core areas of policing and law enforcement aimed at reducing crime and building safer communities as called for by the National Development Plan. As such emphasis will be placed on the role of the South African Police Service and the Metropolitan Police Departments in achieving this goal. It will further guide the policy direction of the Department over the medium term; providing the framework for the development of further policy.

The challenges inherent in the implementation of a multi-agency approach to policing where the police serve as partners in broader state and non-state efforts to promote a developmental approach to safety has compelled government to rethink and clearly and unambiguously define the role and accountability of the police and policing in crime prevention. While doing so, Government has remained sensitive to the on-going need for cooperation and collaboration across government to promote safety.

Developing an accountable, professional, competent and highly skilled police service as defined in the National Development Plan, forms the key thrust of the White Paper on Policing (hereinafter referred to as the White Paper). South Africa is entitled to a police service that delivers high quality services while maintaining high standards of professional conduct and discipline, and that exhibits exemplary leadership and management.

The White Paper contains specific policy proposals that must contribute toward building a police service that embraces civic accountability and plays a meaningful role in creating safe and secure communities and thus provides a broad overarching policy framework. Implementing these policy objectives will require a comprehensive review of existing legislation, regulations and supporting policies.

**CHAPTER: 1        INTRODUCTION**

The current legislation governing the South African Police Service (SAPS) is the South African Police Service Act of 1995, a piece of legislation which was crafted before the adoption of the Constitution of the Republic of South Africa, 1996.  Although this Act has been amended since, an overarching policy framework that captures a democratic approach to policing, that is aligned to the norms and values expressed in the Constitution, has been wanting.  The White Paper on Policing seeks to address that gap.

After two decades of democratic policing in South Africa there have been many shifts in both the internal and external environments that have influenced our understanding of, and approach to safety and security.  Internally, the advent of democracy resulted in the increased permeability of our borders, resulting in an emergence of drug and human trafficking and xenophobic based violence. Child and gender-based violence and domestic violence in South Africa remain pervasive and the continuation of these forms of violence will negatively affect growth and development in the country.

At an external level, globalisation in particular, has led to the introduction of new cyber-based crimes, a difficulty in determining crime sources, and more sophisticated methodologies of communication amongst criminals. The complex demands placed on modern policing have resulted in law enforcement agencies globally seeking out new and innovative ways of combating crime. The growing sophistication of international criminal networks and high rates of violent crime in South Africa in particular are some of the factors that continue to place new challenges on the SAPS.

Strategic shifts within South African policing philosophy post 1994 have also been informed by experiences that demonstrated the value of partnering with citizens and civil society and enhanced collaboration within government.  The current philosophy that informs policing however is under threat. As our fledgling democracy experiences challenges based on both genuine frustrations related to service delivery as well as

more orchestrated efforts to create domestic instability policing in a democracy has become more sophisticated and challenging.

Furthermore, a range of problems persist in the internal functioning of the SAPS. These problems are associated with poor discipline, criminality and corruption. The methodology of recruitment, selection and appointment of police personnel continue to hamper effective crime combating and service delivery efforts. Discipline and integrity are cornerstones of democratic policing and it is thus incumbent on police leadership and management and oversight organs to ensure that the organisational factors that give rise to persistent problems are addressed through sound governance. The continuous process of transformation must position the SAPS to adapt to a constantly evolving environment, while also responding appropriately to the ever-changing needs of a democratic society.

The departure point for creating a service that inspires confidence and trust must remain a resolute commitment to realising the objects of the police as set out in the Constitution of the Republic of South Africa, 1996. Section 205(3) states that:

*"The objects of the police service are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law".*

The police must remain mindful of its role in the prevention of crime and the promotion of safer communities.  In this regard, the White Paper continues this emphasis on the need for integrated cross-cutting policing, recognising that crime is a convergence of many factors including historical, social and economic. Essentially, the development of targeted strategies must take cognisance of the interrelated, causal relationship among the range of factors that impact on safety and security broadly. The South African Police Service must as a result continue to work collaboratively and in support of the initiatives of others within the criminal justice, intergovernmental sectors and civil society in the prevention of crime and the provision of community safety.

The White Paper on Policing supports the NDP's vision of a modernised, transformed and efficient criminal justice system, and a professional and highly skilled police service. The NDP complements the Constitution of the Republic of South Africa, 1996 by re-emphasising the form of policing that is required in a democratic South Africa. The NDP denotes "Building Safer Communities" as a key objective, and establishes the following as the vision for the country by 2030:

*"In 2030, people living in South Africa feel safe at home, at school and at work, and they enjoy a community life free of fear. Women walk freely in the streets and children play safely outside. The police service is well-resourced and professional, staffed by highly skilled officers who value their work, serve the community, safeguard lives and property without discrimination, protect the peaceful against violence, and respect the rights to equality and justice."*

The NDP sets five priorities for the achievement of the above vision:

- Strengthen the criminal justice system;
- Make the police service professional;
- Demilitarise the police;
- Build safety using an integrated approach; and
- Build community participation in safety.

The White Paper also gives expression to the NDPs emphasis on civic participation in the creation of safer communities and the need for strong leadership and ownership by all in society in championing the attainment of vision 2030.   It highlights the need for the SAPS to commit to principles of good governance and achieving the long-term vision of embedding professionalism as set out in the NDP, and in line with the general public service.

Chapter two sets out an approach to policing and emphasises the need for a skilled police service that is demilitarised, accountable, has integrity, accommodates diversity,

adheres to human rights, encourages volunteerism and is community centered. In outlining how to build a professional police service, chapter three sets out the qualities needed in a police officer, the importance of specialised policing, and the value of information and information and communication technologies in ensuring that crime management is modernised and intelligence-based. Core in this regard is the need for a single police service aimed at maximising effective policing primarily through uniform standards and regulations.

The delivery of the vision of the White Paper also requires strong and independent oversight structures that ensure that the police are held accountable in a clear and transparent manner. Chapter five indicates the various direct role-players in the sphere of policing, including the key institutions involved in ensuring regular and transparent oversight of the police.

In chapter six the implementation of the White Paper on Policing is discussed broadly. A phased approach to implementation is considered, which will include a review and amendment of legislation and regulations. The need for regular monitoring and periodic evaluation of such implementation is also recognised.

**CHAPTER: 2          AN APPROACH TO POLICING**

Our vision is that by 2030 South Africa enjoys a police service that commands respect, and that is committed to ensuring that all people feel safe and secure. The South African Police Service (SAPS) of the 21<sup>st</sup> century will be a professional, well-resourced and highly skilled service that has a firm understanding of the challenges, both internally and externally, that impact on the organisation and is able to operate in a digital era.

Grounded on building legitimacy and trust, it will play an effective role in protecting and facilitating the full participation by all people including vulnerable groups in all areas of social, economic, cultural and political life. It will be underpinned by an approach which is demilitarised, community-centered, rights-based and accountable.

## 2.1    A Demilitarised Police

In the two decades since the establishment of a democratic police service, the police continue to face considerable challenges in curbing high levels of violent crime. The complex, ever-changing nature of crime has required the police to constantly review and assess its approaches to combating crime as required by the Constitution. As a country, South Africa continues to experience high levels of violence in society; often regarded as part of the legacy of apartheid. The South African Police Service is a central social institution charged with meeting clear and urgent social needs; key amongst these is ensuring that all people live in safety, free from crime and violence.

In responding to these crime challenges, the South African Police Service has often been criticised for using excessive force. This is seen partly in the establishment of para-military police units that are often called upon to respond to every-day policing situations. The deployment of these specialised structures along with regular policing to deal with public order policing incidents for example has been seen as instilling a militarised culture within the police. Moreover, rhetoric such as "zero tolerance" and a "war against crime" seems to encourage and support a tougher stance on crime, devoid

of any considerations for human rights and human dignity. The latter is especially relevant when seen against the backdrop of growing allegations of police brutality and the excessive use of force.

Training of police officers must be geared toward ensuring that officers are sufficiently skilled, with the necessary confidence to respond to the complexities of every-day policing. When necessary, they need to be able to use force – to defend themselves, defend other people, carry out arrests, and bring violent situations under control. They also need to ensure that the relevant use of force is proportionate to the circumstances at hand, and is in line with legislation and prescripts.

An immediate leadership imperative is thus to ensure that policing returns to the ideals championed in the Constitution of the Republic of South Africa, 1996 and emphasised in the National Development Plan. Section 206 of the Constitution of the Republic of South Africa, 1996 states that:

"*A member of the Cabinet must be responsible for policing and must determine national policing policy*" … and furthermore in  Section 207 (2) states that: "*The National Commissioner must exercise control over and manage the police service in accordance with the national policy and the directions of the Cabinet member responsible for policing*".

The Constitution thus places the SAPS, which is part of the institutions established by democracy, firmly under civilian control. It advocates a philosophy in which security institutions do not act on their own authority, but under guidance of Parliament and the Executive.

The discourse on demilitarisation is thus about conduct, and about the police service displaying an unwavering commitment to its constitutional mandate as a civilian police embracing a human rights culture. At the heart of a civilian-centered police must be a police service that is responsive to the needs of diverse communities and that

continually demonstrates an approach to policing that is fair and professional, and whose actions and conduct are subjected to regular review and oversight.

Increasing interaction between the police and communities through routine police work dictates that the organisational culture of the police instill the type of mindset among officers required for delivering citizen-centered policing. The continuous improvement in training and the professionalisation of the police service in this rights-based philosophy, together with clear Standing Orders and Standard Operating Procedures must allow for enhanced levels of tactical and situational awareness by officers. Added emphasis must be placed on ensuring high standards of discipline and proper management.

Another central feature of policing within a democracy is the constant review of police actions, such as the use of force, as well as ways in which police conduct their work and adopt innovative technologies. Furthermore, it is important that South Africa invest in a comprehensive initiative to combat the culture of violence in the country; often fueled by the presence and proliferation of illegal firearms. In reviewing the problem of the proliferation of firearms a holistic approach must be adopted aimed at dealing with illegal firearms, while not ignoring the issue of legal firearms becoming a source for criminals.

An essential element of life in a democratic society is the right to protest. Over the last two decades South Africa has witnessed a steady increase in the rate of public protests – the root causes of which fall outside of the mandate of the police. The police are thus increasingly being called upon to respond to large numbers of protest incidents; many of which turn violent. It is most often during these incidents where police action is subjected to increased levels of scrutiny. The ability of the SAPS to effectively maintain public order thus necessitates a shift in approach to maintaining and restoring public order. Delivering on this mandate will be dependent on the police being properly structured, trained and capacitated.

This new approach should nonetheless not detract from the police remaining citizen-centered in its approach to dealing with incidents of public violence. Responsibility to participate in and maintain peaceful protest is a precondition of communities as well. Community Police Forums and other community structures should educate and empower communities to appreciate the value of peaceful protests to maintain public order.

## 2.2    Community-centered policing

The orientation of the police in South Africa must be underpinned by a firm commitment to giving effect to the values and principles of democratic policing. Central to this is creating an environment that facilitates building sustained community support and participation.

The posture of the service oriented SAPS is one that embraces a community-centered approach to policing underpinned by integrity and accountability. Thus, the approach to policing for today and for the future must ensure effective service delivery while maintaining high standards of professional conduct. A central pillar in the community-centered approach is a police service that is responsive to the vulnerabilities and policing needs of local communities. At local level the SAPS must be equipped to respond to the risks, vulnerabilities and policing needs of the disparate communities it serves.

Special efforts have to be directed towards supporting women, children, persons with disabilities, older persons and the lesbian, gay, bi-sexual, transgendered and intersex (LGBTI) communities. Policing must encourage victims of sexual offences and domestic violence to report incidents of crime while ensuring adequate support services to deal with immediate trauma and minimising secondary victimisation. In addition, particular and urgent emphasis must be placed on all serving officers acquiring the necessary skills, insights and sensitivities to respond to crimes against vulnerable and

marginalised communities. Key to this is the implementation of community education and outreach programmes to enhance community safety.

Focus must shift to identifying and eradicating factors that serve as an impediment to reporting cases of sexual abuse and domestic violence. As an example, the design and implementation of policing services can provide significant (dis)incentives to reporting. Other factors that may serve as barriers include the location of services and their distance relative to major public transport routes. Times at which the service is offered also determine access to that service. This barrier is particularly relevant to victims living in rural areas and informal settlements. In addition, the availability and accessibility of information in a variety of languages and mediums, as well as alternative formats may serve as further impediments to reporting. The collective effort of police leadership must as a result ensure that these barriers are systematically addressed to ensure a complete response to all victims of sexual abuse and domestic violence. This will also go a long way in restoring public trust and confidence in the police.

Building an active citizenry engaged in long-term coordinated partnerships between the police and communities is an integral part of sustainable safety delivery. Hence community-oriented policing remains the operating paradigm of the South African Police Service. Delivering on this requires the SAPS and Community Policing Forums (CPFs) to forge cooperative partnerships to facilitate regular communication and information-sharing. Issues relating to the operational effectiveness of CPFs and their ability to properly execute their mandate in terms of oversight over the police will be resolved by locating these structures within the Civilian Secretariat for Police. In pursuing the ideal of a safe and secure environment and developing long-term solutions that are tailored to the unique safety needs and challenges of disparate communities, the police must continue to build strong working relations with other key sectors such as organised business, civil society organisations and academia.

In addition to structures such as CPFs, other forms of volunteerism such as the establishment of street committees should be widely encouraged in the various

localities as part of a crime fighting strategy as well as build safe and healthy communities. In order to avoid potential conflictual relations with CPFs, street committees must be located within CPFs and should not be seen as a parallel or substitute structure to CPFs.

Youth involvement in community policing likewise is beneficial in many ways: it ensures strengthened delivery of crime prevention initiatives and improved community police relations, as well as a mechanism for the youth to deal with possible adversity that would make them more vulnerable to crime. The private sector must also be encouraged to introduce policies that facilitate an environment of volunteerism to reform policing duties among its employees.

Community involvement in policing through reservists plays an important part in the delivery of policing services at a local level. The effective use of reservists contributes to strengthening policing at station level and the implementation of crime prevention initiatives. Both on and off duty, the behaviour and conduct of reservists is judged in the same way as those of permanent members of the SAPS. It is incumbent on police leadership to ensure that the recruitment and vetting of reservists is rigorous and regular.

Training of reservists must be deliberate and on-going, while police leadership and management should ensure that reservists are adequately resourced to effectively carry out their functions. While reservists can never replace police, training should be of such a nature that those who wish to join the police service through proper processes are positioned for primary consideration. The use of volunteers within the South African Police Service must always be used as a force multiplier and in line with the ethos and culture of the organisation and not be seen as a way of replacing existing resources.

2.3    **Adherence to Human Rights Principles**

Policing that retains the dignity of those being policed must translate into a service that upholds and protects the fundamental rights of all people and executes its mandate in accordance with the Constitution, supporting legislation and the needs of the communities it serves. A key element of this process towards a democratic, localised and community-centered approach to policing means a police service committed to effective policing that is fair, transparent, just and equitable.

Where police officers interact with citizens on a daily basis, they have a unique opportunity to demonstrate the importance of citizen involvement with policing challenges in the community. In turn, the police officer gets to realise that his or her authority and effectiveness is linked directly to the support police receive from citizens.

2.4    **Accountability**

Policing in a democracy implies the provision of services to the public justified in terms of law and as such it is subject to regular review and oversight. The state institutions involved in the sound governance of policing include Parliament, the Civilian Secretariat for Police (CSP), Provincial Secretariats, Independent Police Investigative Directorate (IPID), the DPCI Judge and relevant Chapter Nine institutions. The principles of democratic policing also allow for civilian oversight that extends beyond formal government institutions. Community-based formations including CPFs must therefore play a central role in carrying out localised oversight of the police.

Policing in the 21st century requires astute leadership and management who strive towards enhancing and building legitimacy and trust of the institution in the eyes of those whom they serve. Legitimate policing is determined by policing with the consent, cooperation and support of the people and communities being policed. Police leadership and management must ensure a clear normative standard of the highest quality.

The Inspectorate reviews, assesses and seeks to correct the performance against this standard. The effectiveness of the Inspectorate rests on its institutional strength and the appreciation of its role by police leadership. It is incumbent on the Inspectorate to undertake systematic and regular administrative reviews to ensure adherence to departmental policies and procedures, and where necessary propose corrective action.

Attaining the vision for the South African Police Service as set out in the NDP and the White Paper will be predicated on entrenching a culture and ethos that supports the delivery of high levels of service while maintaining high standards of conduct. The police must continue to place communities at the centre of its approach to policing; drawing all citizens in through sustained, coordinated partnerships aimed at developing shared solutions to crime problems. A citizen-centered police service must thus give top operational priority to servicing the needs of all people – while doing so displaying an unwavering commitment to protecting human rights. Ensuring the good governance of policing will be dependent on maintaining high levels of accountability through regular, independent scrutiny of police performance and conduct.

**CHAPTER: 3       BUILDING A PROFESSIONAL POLICE SERVICE**

Realising the vision for policing in South Africa is dependent on having a police officer with the necessary qualities for the position. The police officer in the 21$^{st}$ century is a career professional and a loyal public servant, respectful and accepting of public service values, accountability mechanisms and policing systems.

It is incumbent upon police officers of all ranks and function to uphold public respect both for themselves as professionals and in the institution. The general public expects and needs to experience a police officer who is articulate and knowledgeable, committed to serve, and displays the necessary attitude of respect and level of maturity befitting a confident professional. The confidence and trust that a police officer enjoys is equally impacted by his or her overall physical demeanour and presence, sturdy posture, smart dress and appearance, and approachable interpersonal skills.

The type of policing rendered is dependent on the South African Police Service being an employer of choice. This would allow for the careful and deliberate selection, training and deployment of enthusiastic individuals in accordance with the personnel and capacity needs of the institution and their individual willingness to serve. The establishment of a National Policing Board, as per the NDP, with the responsibility for setting objective criteria for recruitment, selection and appointment must be explored, and the development of a two-stream system of recruitment must also be considered. These initiatives are essential to support the enlistment of high calibre officers needed for professional policing.

Delivering on its constitutional mandate hinges on the presence of competent leadership and management at all levels of the organisation. In particular, the National Development Plan holds that the selection and recruitment of the National Commissioner and Deputies must take place against objective criteria to be determined through presidential appointment process. Said recommendation suggests this will

contribute to the goal of building a professional police service and also instil much needed confidence and trust by communities in the organisation.

## 3.1 Qualities needed in a police officer

Much of a police officer's daily tasks involve dealing with issues other than formal policing. Policing in the 21$^{st}$ century thus requires a police officer who is able to use his or her discretion in providing an appropriate service response, conversant and familiar with his or her local policing precinct, able to proficiently use technology and has more than rudimentary conflict resolution and community engagement skills. In the absence of the above, a resourceful officer is expected to cultivate the skills and to develop the tools needed to do the job. Such resourcefulness is particularly needed as certain police functions and roles require specialised knowledge, skills, competencies and resourcing.

### 3.1.1 Integrity and corruption

Professional police uphold institutional integrity, are knowledgeable about the law and their roles, carry out their functions competently, and understand their responsibility to serve communities. The professional and personal integrity and the individual and collective conduct of appointed members of the SAPS are to be above reproach. The overarching policing philosophy must be geared towards entrenching the essential features of democratic policing in our every-day approach to crime prevention and community safety. The demand is for honest, efficient and professional policing.

A further element of building a professional police service is dealing with and rooting out corruption. The Police Advisory Council that operated between 2006 and 2008 found that SAPS had insufficient capacity to investigate corruption, that codes of conduct and ethics were not adhered to, and that disciplinary issues were not dealt with timeously. This has been compounded by the inability to effectively implement the various anti-corruption strategies that have been developed over the years. Dealing with this requires a coherent organisational response through, among others, ensuring that

general disciplinary hearings occur fairly and regularly. Leadership and management must thus implement a multifaceted approach to integrity management in support of building a professional police service.

### 3.1.2 Diversity

South Africa is a dynamic, vibrant society of diverse communities, each with their unique safety and security challenges and needs. This demands a police service that not only reflects this diversity, but has the skill set, knowledge and appreciation to police different communities each with its unique safety challenges. A community-centered approach that focusses on the vulnerabilities, risk and safety needs of the diverse South African communities reduces crime and the fear of crime while restoring a sense of order, and it can rebuild the bond between citizens and government. This demands a service which is predicated on credible community police relations, agreed lines of communication, and clearly articulated relationships between communities and the police

### 3.2 Specialised policing

Specialised police functions such as managing public disorder, dealing with organised, violent crimes, commercial crimes, responding to gender-based violence and dealing with dire risk incidences demand targeted and continuous training, specialised skills, appropriate resourcing, unambiguous and transparent management and control, and considered leadership and planning.

The right to peaceful assembly forms a cornerstone of our democracy – built on the principle of collective expression of rights and freedoms enshrined in our Constitution. It is important to note that the police are required to respond to and manage crowd-related incidents which are most often a manifestation of dissatisfaction with government-wide administration challenges and labour practices, whether public or private. Operating in this context will require front-line officers to possess the necessary interpersonal and

conflict management skills to effectively manage these incidents. Given the risk profile and propensity for the use of force, performance of these critical and specialised functions is to be subject to a higher level of scrutiny.

### 3.3    Access to Information

It is the duty of local police leadership to ensure a complete and adequate response to local policing demands while balancing agreed national with local policing priorities. This is a task undertaken in partnership with local communities. An exchange of quality and timely information is at the core of joint problem identification and problem solving, and collective planning for sustainable safety delivery. Communities are entitled to the release of comprehensive and timely information by local police station management. Access to such information serves to reassure and allay community fears and concerns; and allows communities to play a more active role in resolving local policing challenges, and to work jointly at developing strategies aimed at creating safe and secure communities.

Successful strategies for reducing interpersonal violence for example tend to rely on the participation of various government departments, civil society, community-based and private organisations working collectively to identify and address the social causes that increase the risk of these crimes. This is in line with the understanding that crime prevention is not the responsibility of the police alone. It is incumbent on the police to regularly communicate its outreach programmes as this further serves to build the bond with communities and provides the basis for the establishment of sustainable collaborative partnerships.

### 3.4    Modernising the police

The SAPS of the 21$^{st}$ century is information driven, analytically sound, and evidence and intelligence-led. Generating and sharing the kind of information needed to achieve meaningful reductions in crime must be underpinned by dedicated systems and

processes that integrate seamlessly with other role players within the criminal justice value chain.

Technology solutions must enhance the optimal functioning of the police and also integrate seamlessly with the CJS systems, particularly the e-docket and case management systems. Technology must support proactive policing and allow for improved efficiency in terms of crime investigation and the analysis of current and future trends. The optimal use of technology is dependent on the regular maintenance thereof and ensuring interoperability across departments and functions. In addition, it is required of officers to be aware of resource deficits and then have the ability to find lawful, innovative and resourceful ways of overcoming obstacles and providing meaningful services.

Effectively reducing and combating crime in the context of 21$^{st}$ century policing will require constant innovation and adaption of technologies and approaches. The rapid pace of technological development is constantly shifting the operational landscape and as an organisation the SAPS must remain current in its approach to crime prevention. The use of social media platforms for example provides new ways of sourcing and disseminating information and also building relations with communities in line with the community-oriented approach to policing.

## 3.5   Capacity development

The SAPS should be highly skilled, innovative and able to understand and respond to intricately linked and complex crimes while displaying a strong commitment to ensuring a citizen-centered approach to policing. This necessitates a curriculum and training methodology that speaks to the democratic philosophy of policing.  It also necessitates a culture of continuous training and learning and the deliberate acquisition of pre-requisite skills and expertise within the organisation in order to build the desired capability to deliver essential policing services.

## 3.6    Regulatory enablers for professionalism

Discipline and effective management are essential in an accountable and democratic police service in which institutional support for professionalism is paramount.  Effective management and control is predicated on clear and commonly understood command protocols which delineate command lines of responsibility; set clear lines of communication and assuming of responsibility with mechanisms to ensure that officials are held accountable for their designated duties. Such command protocols must also provide for adequate controls and supervision to ensure compliance to instructions, a process for administrative review for non-compliance, and a system of institutionalising and reviewing disciplinary procedures.

Equally important, supervisors and managers are responsible for clearly and regularly communicating Standard Operating Procedures (SOPs), National Instructions (NIs) and Operational Policies and Protocols across all levels of their command, and where appropriate to the public at large. Non-compliance with and/or failure to heed set policies and procedures will result in routine administrative review and if necessary, measures to correct, review and if appropriate, discipline.

It is accepted that a breakdown in management and leadership, and poor management leads to low morale amongst officers, has a detrimental effect on police institutional culture and subcultures, and has the potential to undermine public confidence in the organisation and police-community relations.

Police management understand that the culture of the police and a professional ethos are interlinked. According to the National Development Plan ethos relates to the skills and competence of the institution and culture to the approach, values and discipline of police officers. Ethos relates to the disposition, character or fundamental values of the organisation while culture refers to the shared assumptions, values and beliefs that govern how officers behave. It is thus incumbent on management and command to put measures in place to ensure that morale amongst officers remains healthy, that

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discipline is maintained and that respect for leadership and subordinates alike permeates the institution. Such measures would include consideration for the conditions of service of officers and for the quality of care for officers.

An uncompromised adherence to a professional Code of Conduct and ethics is crucial in police officers gaining the confidence of the public they serve. Police officers have a responsibility for the enforcement of law and routinely face a number of controversial issues because of the nature of their work. The SAPS have formally adopted a code of ethics and need to entrench an occupational culture aimed at giving transparency to their conduct, and that can control their discretionary powers.

Support services are designated divisions that work to support and make possible professional policing; information and evidence based operations and the caring for, retaining and reward of skilled policing personnel. Support services such as Employee Assistance Programmes (EAPs) offered by SAPS play a vital role in ensuring the physical and mental well-being of police officers for the delivery of professional services. The well-being of officers is therefore of utmost importance to ensure the police are able to discharge their duties effectively. Constant exposure to stressful incidents can have negative consequences for officer performance. Post-Traumatic Stress Disorder (PTSD), depression and substance abuse are all causally linked to the stressful working environment police officers face.

Police management, particularly at station level, must encourage the immediate uptake and uitilisation of employee assistance programmes as a way of mitigating the negative impact on work performance. More must be done to address organisational sub-cultures that exist around making effective use of counselling services.

Professional policing and the delivery of quality policing services requires a dedicated budget and resources. Supporting fiscal spend and operational resourcing are directly informed by and subject to operational imperatives, goals and planning. There is a direct correlation between the quality of essential services provided by the police and

the nature of the relationship between operations and support services, and the unequivocal support given to operations by the support services.

**CHAPTER: 4      A FRAMEWORK FOR A PROFESSIONAL POLICE SERVICE**

The attainment of Vision 2030 requires policy coherence and programmatic alignment across the three spheres of government. Optimal coordination, while respecting the powers and responsibilities assigned to each sphere, is imperative. This can best be achieved through a single police service. The strife for unity in purpose occurs within the recognition of specificities both in respect of geographic areas as well as within the nature of crime.

A single police service plays a central role in the design of interventions that speak to local conditions while allowing for the formation of dedicated specialised units to ensure the delivery of essential policing services. In this regard it will be incumbent upon provincial and local spheres of government to maximise support for an effective single police service to facilitate the progressive mobilisation of all citizens in ensuring a safe and secure environment.

4.1     **Single police service**

Enabling professional and democratic policing in South Africa is supported by clear political will. The adopted policy on community-oriented policing continues to be the bedrock on which to build fundamental policing practices with an emphasis on the prevention of crime and seeking lasting solutions to public safety, which require a renewed resolve from citizens and new thinking from police.

In order to effectively lead on the governance of policing and the delivery of essential policing services, Section 199(1) of the Constitution of the Republic of South Africa calls for the establishment of a _single police service_; and Section 206 (7) states that "_National legislation must provide a framework for the establishment, powers, functions and control of municipal police services_". Giving effect to this Constitutional mandate is imperative given that:

- The available resources in South Africa do not permit the huge duplication of functions;
- Where policing forces are fragmented the standard of training and other support services are likely to diminish; and
- Artificial boundaries and barriers (geographical or legal) between police forces makes the task of policing more difficult and raises serious problems with regard to the jurisdiction of one police force over crimes committed in one area and where the suspects have crossed the border into another area.

The South African Police Service is structured to function at the national, provincial and, where appropriate, local spheres of government in order to maximise its capacity for effective, accountable and efficient democratic policing. It is at a local level that citizens interact and engage with the criminal justice system and thus the desire is to ensure effective policing at a local level through strengthening, and where appropriate, the establishment of local police stations.

At a national level, SAPS should ensure the implementation of general training and the development of operational and discipline standards in relation to policing to foster synergy, uniformity and consistency of policing throughout the Republic. It remains the responsibility of the designated police leadership and management to ensure management and control, and to enforce uniform professional standards, resourcing and training across the organisation. Equally, ensuring uniform standards with respect to other service agencies such as the Metropolitan Police Services (MPS) is the responsibility of the national sphere.

Streamlining the delivery of essential policing services particularly at a local level hinges on the establishment of an institutionalised structure at a national level that will facilitate collaboration and ensure implementation and compliance with agreed uniform national standards for discipline and training among others.

This model of integrated policing does not advocate usurping the powers and functions of municipalities through the wholesale integration of Metropolitan Police Services into the SAPS. Rather, it is geared toward ensuring the overall operational command of the service, deepen effective oversight of the MPS and enable an optimal utilisation of public resources. Ultimately, greater emphasis must be placed on maximising the utilisation of law enforcement resources for effective and efficient policing.

This model will further clarify the ambiguity surrounding the crime prevention mandate of the MPS. MPS are well placed at municipal level to proactively address crimes through the rigorous enforcement of their other two mandates - traffic enforcement and by-law enforcement. By ensuring that traffic laws and by-laws are observed, MPS will contribute to instilling a culture of lawfulness. In this way MPS can effectively contribute to visible policing and are in a position to observe violations of by-laws and petty and other crimes.

Moreover, a regulatory framework must be established for conferring of limited investigative competencies for Metropolitan Police to conduct investigations for preparation to submit to court. This is to include particular categories such as traffic related matters, municipal by-laws, as well as crimes committed on and related to municipal assets or environment, such as theft and tender irregularities, amongst others. MPS may only detain suspects until the SAPS are able to take custody.

The partnership and coordination approach of the MPS and the SAPS will ensure a greater impact on the prevention of criminality. The limited human capacity of the MPS and the limitation on the crime prevention role will allow a greater focus on by law enforcement and traffic enforcement, particularly given the legislative requirement which states that traffic law enforcement may not be compromised in favour of the other two mandates.

## 4.2 Delivering essential policing services

The ability to deliver **essential policing services** must be underpinned by a commitment to problem-oriented policing which includes the provision of community service centres; the capacity to respond to calls for service; a visible police presence and targeted police operations based on, among others, accurate crime information and analysis, joint planning with communities and based on the feedback and insights of patrol officers.

The ability to detect risks, threats and vulnerabilities and a dedicated **crime detection** capacity dealing with criminal incidences must be supported by a dedicated crime and intelligence analysis capability at station level. Coupled to this is the need for a dedicated capacity to investigate criminal incidents and to collect, collate and present evidence to secure the prosecution of criminals. The National Development Plan calls for a renewed focus on strengthening the capacity and training of detectives and specialised investigators particularly in the field of forensics, ballistics and crime scene investigations. Training in detection forms an integral part of detection of crime and must as such not be reactive or a quick solution to deal with immediate crises.

The 1998 White Paper identified organised crime and corruption as emerging threats that warranted a more dedicated focus by the police. Over the past 20 years crimes such as **cybercrime** have become more prevalent. The impact of globalisation and rapid advances in the development of information communication technology (ICT) together have created the space for the establishment of intricate networks of criminal activity. The costs of these crimes to business and economic growth and stability are far-reaching and the SAPS must remain current in its policing approach to respond appropriately to a constantly shifting criminal landscape.

This White Paper thus endorses the recommendation of the National Development Plan for dedicated focus on equipping detectives with the necessary skills, protection and resources to disrupt organised criminal enterprises. The SAPS must continue to forge

sustained partnerships with organised business; leveraging the skill and expertise of these organisations as part of long-term efforts to deal with this growing crime. Similarly, dealing with other forms of organised criminal activity like human trafficking must be based on sound working relations between the police and civil society to better understand and put in place appropriate interventions to deal with this phenomenon.

A dedicated capacity to identify, counter and deal with selected organised and transnational crime, corruption and serious national priority crimes based on sound analysis of crime threats, patterns and trends, intelligence forecasting and information-sharing, and integrated transversal planning is required. The **Directorate for Priority Crime Investigation** (DPCI), the Hawks, provides the duly institutionalised capacity and needs to enjoy a protected and adequate budget, a dedicated competent staff component across all divisions of the directorate, structured and institutionalised relationships both within and across jurisdictional and state boundaries, and adequate operational independence (but with sufficient accountability mechanisms) that allows for it to fulfil its mandate without fear or favour.

The establishment of the Office of the **DPCI Judge** is seen as an additional mechanism to support and guarantee the operational independence of the unit. In executing its mandate the Judge is obliged to investigate, among others, any complaints by members of the Hawks relating to allegations of any improper or undue influence, political or otherwise, in the course of their investigations.

Making the necessary inroads into dealing with the complex nature of crime and criminality in South Africa must be supported by policing that is guided by a detailed analysis of intelligence and crime risk and vulnerabilities information. To this end the police service of the 21$^{st}$ century needs a dedicated capability to provide said quality and type of **crime analysis** and analytical products that would allow the service to respond both tactically and strategically to a range of crime challenges in the most effective and efficient manner.

**An intelligence driven** approach forms the backbone of the duty to detect and deter crime. Collated and verified crime information informs, among others, targeted police patrols, local operational planning and efforts to improve and strengthen crime investigation, reduction and prevention. Generating the kind of information needed to better understand the type of crime, violence, threats and vulnerabilities that disparate communities face must be supported by a community-centered approach to policing.

**CHAPTER: 5          INSTITUTIONAL ARRANGEMENTS**

Democratic policing demands that all spheres of government cooperate in the spirit and principles of cooperative governance and intergovernmental relations. Government in South Africa, while distinctively structured nationally, provincially and locally is interdependent and interrelated in an effort to facilitate the delivery of essential services including that of policing and safety for all. The institutional architecture created after 1994 must therefore continue to provide the necessary means for determining high level policing policy while providing for critical checks and balances. These institutional arrangements must therefore ensure effective service delivery to all through appropriate demarcation of political decision making and operational command.

**5.1     Minister of Police**

The Minister of Police is responsible for policing in the Republic. In meeting this responsibility, the Minister determines plans and sets national policing policy, priorities and budget. In doing so, the Minister takes into account the policing needs and priorities of the provinces as determined by the provincial executives and directs the National Commissioner of Police accordingly. The Minister is supported by the Secretariat for Police, in giving effect to his/her responsibilities and obligations.

**5.2     South African Police Service**

The National Commissioner is constitutionally mandated to oversee the operational management and control of the police service in line with national policing policy and directions as determined by the Minister of Police. The focus of accountability of the National Commissioner of Police is primarily to ensure effective service delivery to the public and that the police is seen as a trusted public institution. This requires prudent budgeting, financial management, and the proper control of police resources, including

human resources to meet pre-determined goals and objectives as determined by the Minister of Police in consultation with the provinces.

## 5.3    Civilian Secretariat for Police

The Constitution established a Civilian Secretariat to assist the Minister with the management of the South African Police Service.  The Civilian Secretariat for Police is headed by the Secretary of Police who will be a public servant directed by the Minister to function as Head of Department and accounting officer. The Secretary must be a civilian who comes from outside the ranks of the South African Police Service.  The objects of the Civilian Secretariat for Police are to:

- Give strategic advice to the Minister in respect of the development and implementation of policing policies;
- Exercise civilian oversight over the police service;
- Develop legislation to give effect to policing policies and approaches;
- Implement, promote and align the operations of the Secretariat at national and provincial spheres of government;
- Coordinate the functions and powers of the Secretariat at national and provincial spheres of government; and
- Implement a partnership strategy aimed at the mobilisation of role-players and stakeholders, including CPFs and Community Safety Forums, to strengthen service delivery by the police service and safety and security of communities.
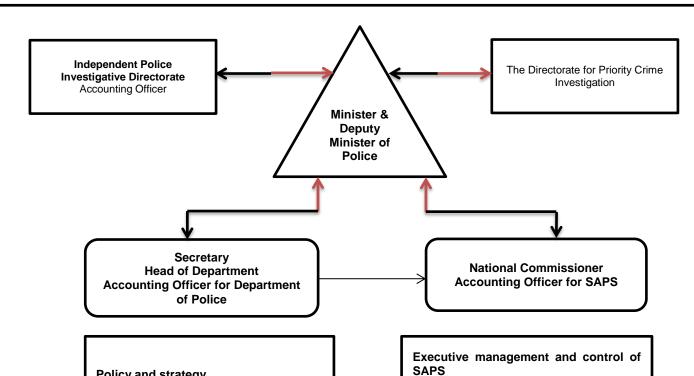
## 5.4    Independent Police Investigative Directorate

Democratic policing requires strong checks and balances that must provide the framework for delivering on a competent and accountable single police service. Civilian oversight has been institutionalised through the presence of oversight structures like the Independent Police Investigative Directorate (IPID), charged with monitoring the

conduct and actions of both the South African Police Service and the Metropolitan Police Services (MPS). Building the necessary skill and capabilities and maintaining the functional independence of the Directorate is critical for proper investigations of all cases of misconduct and corruption within the police service.

These control measures are not aimed at usurping or interfering with the police chain of command or the police disciplinary code. They are aimed at the integration of the police into a democratic society, strengthening mutual trust between the public and the police and promoting a sense of honor and duty within the police in serving a democratic, constitutional state.

It is the National Commissioner who is accountable for the performance, management and expenditure of the SAPS operational budget; reporting directly to the Minister on police operations. The Civilian Secretariat for Police will, through the Secretary of Police provide support to the Minister of Police in terms of the proper management of the budget for the Department of Police. Furthermore, it is responsible for monitoring the allocation and expenditure of the budget in support of the Minister of Police and the Ministers policy priorities. See the diagram that follows:

**Independent Police Investigative Directorate**
Accounting Officer

**Minister & Deputy Minister of Police**

The Directorate for Priority Crime Investigation

**Secretary Head of Department Accounting Officer for Department of Police**

**National Commissioner Accounting Officer for SAPS**

**Policy and strategy**
- DoP policy and budget
- Indicative planning
- Monitoring
- Research

**Audit**
- Policy performance
- Monitoring expenditure

**Contracts**
- Formulation and implementation of contracts
- Performance control

**Government services**
- Cabinet
- Ministerial support
- Legal services
- DoP liaison

**Communication**
- Enhance internal communication
- Implementation of communication strategy
- External communications

**Integrated Justice System coordination**
- Facilitation and monitoring of continuous improvements in the Integrated Justice System

**Executive management and control of SAPS**
- Development of operational budget
- Management of allocated budget
- Management and control of the Police Service
- Human resource management

**National policing policy priorities**
- Crime investigation and analysis
- Crime prevention through targeted visible policing
- Victim support

Direction

Reporting

Strategic policy direction

## 5.5    Role of provincial and local government

*Provincial Government*

Provincial government plays a critical role in the monitoring of police conduct and the quality and focus of police service delivery, as well as promoting good relations between the police and communities. In particular, the Member of the Executive Council (MEC) plays a pivotal role to exercise accountability over the Police Service by ensuring SAPS' adherence to government policy, the achievement of objectives and targets set out in the national policing plan and the alignment of policing practice to the concept of "community- oriented policing".

This oversight function is carried out in conjunction with the Minister for Police who is responsible for giving direction in line with the spirit and objects of the Constitution and relevant national policing prescripts. Equally, the monitoring and oversight role played by the Provincial Secretariats is considered an important generator of information that informs the inputs of Provincial Governments, through the MECs for Safety and Liaison, into the process of determining national policing policy, strategy and objectives. It is required of provinces to align with the national planning process to strengthen and facilitate cooperation and intergovernmental relations.

Implementation forum: MINMEC

The MINMEC forum constituted by the Minister, MECs of the respective provinces and their Heads of Department (HoDs) is the space to ensure effective coordination and problem solving geared towards securing a Delivery Agreement.

The MINMEC forum plays a pivotal role in ensuring policing oversight through regular monitoring and reporting on progress regarding the implementation of the delivery agreement, identifying potential blockages and instituting corrective measures that

results in interventions to improve implementation. Which is further facilitated through regular needs analyses to determine whether existing policies need to be reviewed or if new ones should be developed.

The Civilian Secretariat for Police has the responsibility for the alignment of provincial strategic and annual performance plans with that of the National Secretariat and the integration of strategies and systems of the various spheres of government. Furthermore, there is to be a strong emphasis on collaboration between the Provincial and National Secretariats in the areas of research, monitoring and evaluation as well as partnerships to direct and guide anticipated and specific outcomes.

### *Local government*

Each municipality is responsible for promoting a safe and healthy environment within its financial and administrative capacity and in line with national and provincial priorities. The democratisation of policing in South Africa has created the opportunity for safety and security reform and integrated policy aimed at transforming local policing and introducing improved safety and crime prevention thinking at all spheres of government. Through the single police service, national government will provide frameworks to encourage and support crime prevention and implementation must take place at local level. Safety programmes must be put firmly on the agenda at local level and the introduction of the Community Safety Forum (CSF) approach aims to facilitate the establishment of appropriate capacity at local level to serve as a coordinating structure of government and civil society (as represented by CPFs) deliberations on local safety and security towards the development of a local crime prevention strategy to guide joint planning and deployment of resources.

**CHAPTER: 6      MAINTAINING THE MOMENTUM FOR DELIVERY**

The Minister of Police is the custodian of this White Paper on Policing and tasks the National Commissioner of Police with its implementation and the Secretary of Police with oversight over its implementation, impact and review.

It is the duty of every single manager within the SAPS to lead on the realisation of the vision of the White Paper and of every single police officer from Constable and above to implement the White Paper and supporting policy in both spirit and letter.

Accepting responsibility for the implementation of the White Paper would necessitate the drafting of a plan of action that clearly articulates key deliverables against a given time-frame. Such a plan of action requires quality information and clearly articulated steps and what follows provides the basis for acquiring the needed information and for implementing the plan.

## 6.1      An approach to a phased implementation

It is imperative that a state of the police report be compiled with immediate effect. Such a report would make reference to the impact of transformation on the police including issues of operational doctrine and posture; personnel readiness and training; staff morale and wellness; staff retention and attrition, and operational readiness and resourcing. In addition, the report would include an understanding and a response to the following:

- A thorough understanding of the nature and extent of crime challenges the organisation has to deal with and its ability to effectively respond to ever changing crime threats.
- A clear articulation of the underlying reasons and drivers of the range of persistent problems relating to internal governance in the police.

- Give an understanding of the reasons for poor community-police relations and suggested remedies to improve it.
- Clearly identify any systemic factors and the existence of an operational subculture that may give rise to police personnel acting with impunity, abusing their authority, not complying with stated provisions of the law, and violating the rights of others.
- The report should reflect key areas for reform in the police to give expression to constitutional values and other policy and regulatory prescripts.

Further to acquiring an understanding of the state of the police today and identifying remedial action, it is incumbent on the police leadership to undertake an internal audit of the SAPS to include:
- A personnel audit including the number of serving and non-serving officers employed in functional and administrative posts. These are to include areas of deployment and the capacity in which officers are employed. Issues such as sick leave, incapacity leave, and years to retirement, should also be factored;
- An officer audit to establish if each officer is fully equipped with the prescribed resources to undertake his/her job;
- Competency audit of officer qualification, knowledge, attitude and training against role and function, to determine the skills needs analysis of each officer;
- Specialised field audit to determine extra special skills and training of specialised officers, the relevance of the training to the job, and the need for further training;
- Integrity audit to ascertain the nature of offences and the number of officers under investigation, the stations they are deployed at and the impact of this on the total human resource capacity. Such an integrity audit should also include random life style audits. The audit would also determine any needed administrative and/or disciplinary action, which may include officers to be criminally boarded;
- An institutional audit of the current state of training colleges and academies, of training and training staff and equipment;
- A structural audit of all resources including location and use;

- An assessment of decisional bottlenecks preventing operational and administrative functioning; and

- An audit of leadership and management including the number of managers, their functions, qualifications, experience, support, relevance and current performance ratings.

The National Development Plan proposes that the organisational culture and subcultures of the police should be reviewed to assess the effects of militarisation, demilitarisation and remilitarisation and its impact on the community and sector policing. In this regard the Secretariat will conduct a study to determine whether there is any correlation between the use of military ranks and the attitudinal approach of police officers in their everyday policing activities. Flowing from this, the research will assess the possible impact of ranks on the ability of the SAPS to respond effectively to crime challenges and sound community-police relations.

## 6.2    Reviewing and amending legislation and regulations

Policy finds expression in legal tools and regulations that guides and informs the normative practice in policing. Giving effect to the White Paper would necessitate a review of existing legislation, including the South African Police Service Act of 1995, as well as regulations and prescripts such as Standard Operating Procedures and National Instructions.

Supporting policies and regulations need to be based on quality information and sound analysis that together provides the basis for evidence that informs these policies and regulations. Consequently, there is a need to undertake targeted research and to review existing policy, regulations, National Instructions and Standing Orders.

Specific areas for research in the immediate term would include research into new technologies, response and calls for services and efficiency of internal and external

communications including public education, intergovernmental relations and police-community engagements.


## 6.3 **A roadmap towards establishing a single police service**


Maximising effective policing in South Africa over the medium-term will be best supported through the establishment of a national single police service. In order to achieve the objective of strengthened management of all relevant law enforcement agencies, a process must be mapped out that will set out the institutional mechanism needed to ensure compliance and implementation of agreed uniform national standards. A Division for Municipal and Traffic Police must be established within the South African Police Service that will institutionally implement the single police service. Providing the necessary regulatory framework to support the delivery of uniform policing throughout the Republic will be supported by legislative amendments.


The South African Police Service Act of 1995 will be reviewed to among others strengthen monitoring and enforce compliance with agreed uniform national standards for discipline and training among others; as well as to allow for a model of integrated policing that contributes to the country realising its objective of ensuring that "all people are and feel safe".


A National Standards and Legislative Compliance Board (in place of the current National Municipal Police Forum) comprised of among others, the National Commissioner of Police, the SAPS Divisional Commissioner for Municipal and Traffic Police, the Secretary of Police, Municipal Police Services' Chiefs, Executive Director of IPID and the South African Local Government Association must be institutionalised through legislation to:

- Review, assess, amend and generate National Standards in concurrence with the Secretary of Police
- Establish uniform criteria for the approval of the establishment of Municipal Police

- Provide for a generic organisational structure to be implemented by all MPs

- Establish uniform Training Standards

- Establish a uniform Disciplinary Framework

- Standardised uniform and ranking insignia

- Ensure compliance and review the performance of MPs in National policing priorities and efforts.

## 6.4   **A process of monitoring and evaluation**

The level of professionalism within an institution can be benchmarked and measured, and as such, police leadership needs to establish the benchmark for professionalism within the SAPS. Professional and democratic policing in the 21$^{st}$ century forms the cornerstones of the White Paper on Policing and it is the duty and function of the leadership of the police to implement the White Paper against a clearly articulated and unambiguous plan, and to monitor adherence to said implementation plan at all levels of the organisation. Oversight over the implementation of and compliance to said plan is to be provided by the Civilian Secretariat for Police.

## 6.5   **The White Paper on Safety and Security**

Lesson learnt post 1994 have shown that the police cannot be held solely responsible for ensuring the safety of all people. There are a myriad of factors that determine where and when crimes are committed ad also who the victims and perpetrators are. Dealing with issues of safety and security from this perspective thus illustrates the importance of building and maintaining a sustained effort aimed at dealing with these wide-ranging issues. Putting in place measures and interventions to deal with complex socio-economic factors thus fall outside of the scope and ambit of the police and policing. Notwithstanding, when crimes are committed the police are called upon to restore order and to maintain safety.

Building on the recommendations of the NDP, the White Paper on Safety and Security will provide the framework for effectively addressing the cross-cutting roles and responsibilities of all departments across the cluster and ensuring an intergovernmental approach. Essentially, the development of targeted strategies must take cognisance of the interrelated, causal relationship among the range of factors (e.g. social and environmental), that impact on safety and security broadly.

It builds on the understanding that dealing with crime is a shared responsibility and that achieving long-term, sustainable safety in our communities hinges on the deliberate integration of both short and long term interventions. Effective crime prevention, detection and combatting must create the necessary conditions and support a developmental approach to safety and security. Law enforcement resources must be used more effectively and efficiently to allow for more strategic deployment of the police. Attaining sustainable community safety must be further be underpinned by a firm commitment by the police to forge and sustain collaborative partnerships with role players across government, business, civil society and academia in the context of an integrated justice system.