# CIVILIAN SECRETARIAT FOR POLICE


# COMMUNITY SAFETY FORUMS POLICY

**GLOSSARY OF TERMS**

ADR – Alternative Dispute Resolution

BAC – Business Against Crime

CBO – Community-based Organisations

CJS – Criminal Justice System

COGTA - Department of Co-operative Governance and Traditional Affairs

CPF – Community Police Forum

CSA – Community Safety Audit

CSF – Community Safety Forums

CSP - Community Safety Plan

DCS – Department of Correctional Services

Dev Com – Integrated Justice System Development Committee

DHA – Department of Home Affairs

DM – District Municipality

DoJCD – Department of Justice and Constitutional Development

DSD – Department of Social Development

IDASA – Institute for Democracy in South Africa

IDP – Integrated Development Planning process

IDP's – Integrated Development Plans

IGR – Inter-government Relations

IJS – Integrated Justice System

JCPS – Justice, Crime Prevention and Security Cluster

JOINTS – Joint Operations and Intelligence Structures

LCPS – Local Crime Prevention Strategy and Plan

LM - Local Municipality

MinMec – Ministers and Members of Executive Councils

MTBPS - Medium Term Budget Policy Strategy

MTEF - Medium Term Expenditure Framework

NGO – Non-Governmental Organisations

NCPS – National Crime Prevention Strategy

NPA – National Prosecuting Authority

SAPS – South African Police Service

SGB - School Governing Body

WPSS – White Paper on Safety and Security

# CIVILIAN SECRETARIAT FOR POLICE

## POLICY FOR ESTABLISHMENT OF COMMUNITY SAFETY FORUMS

### 1. INTRODUCTION

Community Safety Forums (CSF's) are meant to facilitate the delivery of a multi-sectoral governmental approach on safety in the community. Its approach is broader than that of the Community Police Forum (CPF) in that it includes the responses from all the departments in the Justice, Crime Prevention and Security (JCPS) cluster. The CSF is distinguished from the CPF through its tasks. The CPF, according to the South African Police Service (SAPS) Act, is meant to provide a partnership to SAPS in liaising with the community in fighting crime. While the CPF is confined to a police station precinct and focuses very narrowly on policing and associated matters, a CSF will have a more inclusive jurisdiction area as it is intended to fulfill a very different and broader role. A CSF is meant to bridge safety issues affecting a particular community and harnesses the energies of most, if not all the department in the JCPS cluster. It includes any safety matters within a community that makes people unsafe in their streets, homes and places of work. A CSF was originally designed to deal with those matters traditional policing could not and does not deal with. This could be anything from clearing a bush that people are robbed in to street lighting in areas where there are regular accidents. Departments involved in the JCPS cluster are integrally involved in providing safety and security through a range of services to the community. The departments of Police, Justice and Constitutional Development, Correctional Services, Defense, Co-operative Governance and Traditional Affairs (COGTA), Home Affairs, Social Development, as well as other relevant Social Cluster Departments, have a role to play within the CSF.

CSF's were originally piloted in the Western Cape during the mid to late nineties. The pilot was later extended to the Eastern Cape and in a few other provinces. However, the model was not sustainable and when the respective Non-governmental Organisation (NGO) that administered the CSF found itself without funding, the CSF was discontinued.

### 2. CONTEXT

The context for the development of a policy framework for CSF's stems from a Cabinet instruction to the Department of Police, through the JCPS cluster to establish ten CSF's throughout the country during the 2010/2011 financial year. However, based on an analysis of the different CSF and similar structures in Provinces, it was discovered that the form, structure and mandate of the CSF appeared to differ in some areas. This policy framework aims to respond to those questions by proposing a uniform policy approach to the establishment, mandate, structure, location and funding models of a countrywide approach to CSF's.

Key principles for service delivery in government which create a sound operational context that need to be espoused in setting up community safety structures and initiatives are *at least* the following:

- Integrated service delivery
- Multi-agency collaboration
- Joint planning operations
- Strong community participation and consultation
- A commitment to sharing of resources
- Community engagement and accountability
- Responsiveness
- Openness and transparency

## 3. THE MANDATE FROM GOVERNMENT

Currently, the South African government's strategic objective on crime prevention is that "All People in South Africa Are and Feel Safe". The initiatives that have been successfully implemented over the past few years in addressing crime have an objective of making South Africans safe.

The Constitution, enacted in 1996, bestows the right on all South African citizens to enjoy an accountable, effective and a service-oriented Criminal Justice System (CJS). The Constitution obligates the state to provide all citizens and those within the country's boundaries with adequate security from those who perpetrate crime.

Various initiatives have been undertaken by the democratic government since 1994, to ensure that the CJS is transformed from being an exclusivist punitive racist system to the protector of human rights for all citizens.

Government has shifted its approach from operating in silos within departments to a holistic collaborative approach amongst the various stakeholders. There are various forums that have been established on a national, provincial and local level of government that consist of the heads of the various CJS departments. The main focus of these forums is to provide strategic direction on implementing government policy in a collaborative manner. Some of these forums include the National and Provincial Development Committees and Joint Operations and Intelligence Structures (JOINTS).

The most significant initiative taken to bridge the divide between the CJS role-players and the community in combating crime was the establishment of the CPF. The CPF was established in various communities across the country and it is a community based structure aimed at promoting community-police relations for effective law enforcement and service delivery within a policing precinct. However, CPF's are limited in its focus and approach to narrow policing matters. For this reason, the main focus of the CPF was narrowly focused on promoting policing. Many of the areas in other sectors in the community (at one stage or another) grow into a police response if there was no proper engagement and service delivery from other departments. A case in point would be when a community decides to protests because a child is killed by illegal electrical connections across the street. If the matter is not addressed by the municipality, it becomes a policing matter. In view of this, other government departments from the JCPS and Social cluster are required to intervene and CPF's alone cannot deal with these cross cutting matters.

The mandate from government is then to set up a policy that will see the development of CSF's in all parts of the country in order to give effect to the imperative of working in a cohesive and integrated approach so that people's service delivery needs are met. The resolution from Polokwane speaks to CSF's being established to monitor and co-ordinate the CJS.

In order to adopt a more holistic approach in combating crime it has become imperative that government shifts away from the exclusive focus on crime control (i.e. law enforcement) to include crime prevention. This dual approach in addressing crime issues is very critical as law enforcement and other forms of crime prevention are interdependent and are both required in order to combat crime in a holistic manner.

## 4. THE NEED FOR COMMUNITY SAFETY FORUMS

As a statutory structure, CPF's were not mandated to interact with other criminal justice and social sector government organisations other than the SAPS and were limited to the provisions of the SAPS Act. The limitations of CPFs provided the impetus for the development and growth of CSF's. It clearly became the incubator of the areas that the CSF must deliver services on to the community. The CSF was developed because of the need to integrate the work of the CJS and in particular the JCPS and Social Cluster Departments. The CPF alone could not perform this and has several limitations.

These limitations include the following:

1. The inability of the CPF to deal with rehabilitation and correctional supervision matters in the community. CPF's do not become involved in supporting ex-offenders reintegrate into the community. This almost always impacts on the community when certain high profile offenders are released into the community.
2. The inability to deal with bail and justice matters. Often CPF members are accused by members of the community of doing little when violent crime offenders receive bail from courts. This created tension between role players within the Criminal Justice System.
3. The inability of the CPF to deal with xenophobia and related matters. During 2008, events in the country demonstrated that CPF members were not able to decisively act on such matters as xenophobia since these require more role-players than the limited capacity of CPFs.
4. The inability of the CPF to co-ordinate the delivery of basic local government services. When children are attacked in bushes, communities take matters into their own hands and often blame the police. These are local government matters that should be addressed within the local government planning processes.

The critical path of understanding the combating of crime is integrally linked to the two other pillars of the CJS[1], i.e. the Department of Justice and Constitutional Development (DoJCD) and Correctional Services (DCS).

CPFs are community based structures that were established in order to, among others, to promote service delivery and crime prevention within the policing precinct. The CSF is designed to coordinate, integrate and implement multi-sectoral crime prevention or community safety initiatives within the CJS and local government utilising the principles defined in the National Crime Prevention Strategy (NCPS) to enhance the quality of life within the targeted community.

As a consequence, various pilots were implemented in some parts of South Africa, particularly in the Western Cape, to determine how CSF's could be rolled-out. CSF's that were piloted in most provinces of South Africa were positioned as a mechanism to coordinate services provided by different governments operating in the three spheres and civil society to design and implement community initiatives that addresses the root cause of crime at a municipal level. Law enforcement interventions are included as one of the broader interventions implemented at a local level. During the pilot phase, CSF's were primarily construed as:

- An inclusive multi-sectoral structure that operates beyond SAPS.
- A vehicle that would champion the coordination, integration and implementation of crime prevention and relevant community safety initiatives.
- A structure that is responsive to the safety needs of the community and is delivery orientated.

## 5. THE LEGISLATIVE FRAMEWORK

One of the many needs of any community is the need for peace and stability. The CSF is seen as a vehicle to give effect to the objectives of the NCPS as outlined earlier. The CSF responds to the need for a comprehensive framework that will address crime and safety in a co-ordinated and focussed manner that draws on the resources and energies of all organs of state as well as the different civil society formations dealing with community initiatives involved in crime prevention. Municipalities are at coal-face of service delivery and at a level of government that brings them closest to the needs of the people. These needs are varied and urgent and require municipalities to respond quickly and decisively.

Set out below is a synopsis of the constitutional and legislative imperatives that guides the policy framework for planning, coordination and the execution of the integrated crime prevention initiatives at the three spheres of government and shape municipal responses to dealing with crime, and specifically crime prevention.

The following legal instruments serve as points of reference for the development of a CSF policy:

[1] There is substantial evidence to indicate that the Department of Home Affairs and Social Welfare are also critical actors in addressing crime that should be seen as components of the CJS.

### *5.1 The Constitution 1996*

Section 40 of the Constitution states that government is constituted in the national, provincial and local spheres of government, it is "distinctive, interdependent and interrelated." Section 41 of the Constitution goes on to state that all spheres of government and all organs of state within each sphere must preserve the peace, secure the well-being of the people of the Republic; co-operate with one another in mutual trust and good faith by, *inter alia,* assisting and supporting one another and co-ordinating their actions and legislation with one another.

Section 152 of the Constitution defines the objects of local government. The objects of local governments include ensuring that the provision of services to communities are rendered in a sustainable manner, that social and economic development is promoted, that a safe and healthy environment is promoted and that communities and community organizations are encouraged to be involved in the matters of local government.

The developmental duties of municipalities are outlined in Section 153 of the Constitution. It states a municipality must budget and plan processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and participate in national and provincial development programs. It is argued that the economic development of the community is intrinsically linked to the safety and security conditions that prevail in the local environment and that these conditions also have an impact on the social development of the community.

The competencies of local government are provided for in Schedules 4 and 5 of the Constitution that relate to the administration of the local government matters which are listed in Part B of Schedule 4 and Part B of Schedule 5. These matters include areas relating to street lighting, street trading, traffic, the control of public nuisances and the consequential by-law enforcement. These matters are some of the matters that the CSF will be addressing as part of the initiatives to pave the way for safety and security in the community.

Section 206(3) of the Constitution also entitles each province to promote good relations between the police and the community. This cannot be achieved by the relevant provincial organ of state without the concomitant involvement of the local community and brings in structures such as the local CPF and other community-based formations into play and involve the CSF.

The Constitution provides the over-arching framework for policy and legislation. The principles, values the imperatives of the Constitution form the basis of legislation that have a bearing on the provision of safety and security.

### *5.2 The South African Police Service Act (on CPFs) 1995*

As already indicated elsewhere in this paper, the SAPS Act, in its present form, provides for specific functions for the CPF which includes:

- Partnerships;
- Communication;
- Cooperation;
- Transparency;
- Improved Partnerships;
- Improved Service Delivery;
- Joint Problem Identification and Problem Solving

### *5.3 Inter-governmental Relations Framework Act, 2005 (Act No. 13 of 2005)*

A National Intergovernmental Forum such as Minmec is to be established to promote and facilitate intergovernmental relations in the functional area for which that Cabinet member is responsible. Its role is to raise matters of national interest within the functional area with provincial governments and, where appropriate, organized local government and to hear their views on those matters. It is also to discuss performance in the provision of services in order to detect failures and to initiate preventive or corrective action.

In terms of section 15 of the Act, two or more National Intergovernmental Forums may meet jointly when necessary to discuss and consult on issues that are inter-sectoral in nature. It is submitted that, on a national and provincial level, these joint meetings become important for discussion and agreement on policy and cross-cutting matters that have an impact on the provision of safety and security to the communities.

In terms of the Act, District Intergovernmental Forums are mandated to discuss, inter alia, the implementation of national and provincial policy and legislation with respect to such matters in the district, the provision of services in the district and coherent planning and development. Intergovernmental technical support structures comprised of officials representing the governments or organs of state participating in the intergovernmental forums, provides an avenue for effective functioning of CSF's.

### *5.4 Municipal Systems Act 32 of 2000*

- Objective: To provide for community participation and involvement of the local community in the affairs of the municipality
- Mandates each local government to consultatively undertake Integrated Development Planning (IDP) for the local area

- Participation by the local community in the affairs of the municipality must take place through the councilors (s 17).

The Municipal Systems Act also introduces the IDP. This planning process is critical in that it supports the notion of integration, which is central to the efforts of crime prevention as outlined within the NCPS.

In pursuance of the above functions, local authorities/municipalities in South Africa are legally bound to compile Integrated Development Plans (IDP's) for their areas of jurisdiction. These IDP's are local plans which are ultimately intended to guide the implementation of the policies and programmes informed by various National and Provincial Government policies, strategies and programmes. Crime prevention is no exception.

The IDP process is not governed by one piece of legislation. A host of pieces of legislation have already been passed and are all aimed at promoting development by local government and impact on the IDP process. It is therefore important that when preparation of an IDP is done, a holistic view must be taken of legislation and its impact on the process.

In terms of Sections 23-37 of the Act, municipal planning must be development-oriented to ensure that it, together with other organs of state, contributes to the progressive realization of the fundamental rights contained in sections 24 (Environment), 25 (Property), 26 (Housing), 27 (Health care, food, water and social security) and 29 (Education) of the Constitution. In addition, planning must be aligned with, and complement, the development plans of other organs of state so as to give effect to the principles of co-operative government. Each municipal council must adopt a single, inclusive and strategic plan for the development of the municipality which links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality.

### *5.5 Municipal Structures Act 117 of 1998*

- Emphasizes role of municipal structures to account on involvement of communities and community organizations in the affairs of the municipality.
- Its objectives include reviewing the needs of communities and to involve the communities.

In conclusion, the Constitution and other legislation referred to above, are relevant in providing clarity and certainty on areas such as the structuring, composition, obligations, functions and sphere of operation of the CSF's. In order to ensure the effectiveness of CSF's, it becomes necessary to develop legislative provisions that will clearly inform these areas and provide for legislative obligations and responsibilities on the part of organs of state participating in the CSF's. This will remove any uncertainty and any objections regarding unfounded mandates.

## 6. THE POLICY FRAMEWORK

The policy framework for CSF's is based on deliberations and resolutions of the governing party at its Stellenbosch (2002) and Polokwane (2007) conferences. The establishment of CSF's was seen as a necessary link with local government and the 2002 policy conference proposed that CSF's should be established to play a more meaningful role in local crime prevention. It called on government to establish uniform constitutional regulations for the CPF's and to legislate for the establishment and functioning of the CSF's.

The 2005 National Policy Conference Peace and Stability Committee resolved that CSF's should be established and that the CSF's must be aligned with the municipal IDP's and resourced through relevant national departments and local government structures to meet their minimum requirements. It also noted that the CPF should be a sub-committee of the CSF structure.

The 2007 Polokwane Conference resolved that CSF's should be established to monitor and coordinate the functioning of the CJS at the local/municipal level. It also resolved that CSF's must be located within the Provincial Safety and Security Departments. Lastly, it suggested that all the structures of the justice cluster system, viz., police, justice and correctional services, must be aligned to municipal boundaries and develop appropriate programmes that address all issues of safety, security and justice.

Besides the environmental analysis of the CSF's policy implementation in South Africa that was commissioned by the Secretariat for Safety and Security (now the Civilian Secretariat for Police) and conducted by IDASA in 2008, there are quite a number of other policy documents which have a bearing, and in some cases, provide the impetus for the establishment of CSF's. These include:

### *6.1 The National Crime Prevention Strategy 1996*

The NCPS represented a collation of national and international lessons and experiences in crime prevention. It has the following objectives:

- The establishment of a comprehensive policy framework which will enable the government to address crime in a co-ordinated and focused manner which draws on the resources of all government agencies, as well as civil society.
- The promotion of a shared understanding and common vision of how we, as a nation, are going to tackle crime. This vision should also inform and stimulate initiatives at provincial and local level.
- The development of a set of national programmes, which serve to kick-start and focus the efforts of various government departments in delivering quality service aimed at solving the problems leading to high crime levels, particularly in our residential areas.

- The maximization of civil society's participation in mobilizing and sustaining crime prevention initiatives.
- Creation of a dedicated and integrated crime prevention capacity, which can conduct ongoing research and evaluation of departmental and public campaigns as well as facilitating effective crime prevention programmes at provincial and local level.
- Emphasis on greater community involvement in crime prevention

The NCPS is based on the following four pillars:

- **The Criminal Justice Process** aims to make the CJS more efficient and effective. It must provide a sure and clear deterrent for criminals and reduce the risks of re-offending.

- **Reducing Crime through Environmental Design** focuses on designing systems to reduce the opportunity for crime and increase the ease of detection and identification of criminals.

- **Public Values and Education** concern initiatives aimed at changing the way communities react to crime and violence. It involves programmes which utilize public education and information in facilitating meaningful citizen participation in crime prevention.

- **Trans-national Crime** programmes aim at improving the controls over cross border traffic related to crime and reducing the refuge which the region offenders to international criminal syndicates.

### *6.2 The White Paper on Safety and Security 1998*

The White Paper on Safety and Security (WPSS) has as its objectives to outline:

- Strategic priorities to deal with crime
- Role and responsibilities of various role players in the Safety and Security sphere
- The role of the Department of Safety and Security (now the Department of Police) within the constitutional framework.

The WPSS makes numerous, specific references to the **role of local authorities in crime prevention:**

- The internal prevention of crime i.e. within the Municipality.
- Working with the local SAPS and CPF's in setting priorities.
- Aligning resources and objectives within a crime prevention framework.
- Ensuring that development projects take crime prevention principles into account.
- Co-ordination of crime prevention initiatives operating within the municipal area to avoid duplication.
- Effective enforcement of by-laws.
- Effective traffic law enforcement.

- Assist victims of crime with information as to support services available.
- Initiate targeted crime prevention programmes.
- Local government to play a lead role in local crime prevention, promoting crime prevention through multi-agency partnerships

### *6.3 The White Paper on Local Government 1998*

- Accountability to consumers (communities) on service delivery
- Affording organized civil society opportunity to partner with and engage in contracts with local government to mobilize additional resources
- Emphasis on structured stakeholder involvement in certain Council committees (issue-oriented committees)

### *6.4 The White Paper on Traditional Leadership and Governance*

- Promotes a strong relationship between the Institution and different spheres of government (particulary local government) to ensure service delivery;
- Support municipalities in the identification of community needs

## 7. POLICY STATEMENT, SCOPE AND OBJECTIVES

The establishment of CSFs is intended:

> *To promote the development of a community where citizens live in a safe environment and have access to high quality services at local level, through an integrated multi-agency collaboration between organs of state and various communities*

### *7.1 Policy Statement*

CSF's need to be established to target the root causes of particular types of crime at national, provincial and local level. It is in a better position to inform government's economic, development and social policies for crime prevention. It is common knowledge that crime stems from a host of factors including the inadequate access of basic services such as housing, education and health as well as job creation. Surveys and reports have identified crime as a barrier to socio-economic development. This suggests that greater planning and co-ordination is required within every sphere of government, specifically on the question of crime prevention and its links to a wider array of other government functions. It also requires the involvement of a wider number of new role-players in safety and security. Important also, is the need to strengthen partnerships and co-operation among key departments in local, provincial and national spheres of government in the JCPS Cluster and other relevant clusters.

### *7.2 Scope of the CSF policy*

The scope of the policy relates to the following:

- Joint working between organs of state and between organs of state and other agencies at all levels. This will involve local people and be responsive to the needs of particular communities and vulnerable groups
- Encouraging both practical crime prevention measures and long term strategies for tackling the causes of crime
- Ensuring that community safety is a high priority for organs of state and community formations
- Providing information, training and opportunities to share and develop good practice

The above scope will be achieved by focusing on the following:

- Reduction of local crime
- Social crime prevention
- Local safety and crime prevention
- Crime prevention through environmental design
- Encouraging and improving citizen participation in community safety initiatives
- Reducing re-offending (recidivism)
- Ensuring effective reintegration of ex-offender into the community
- Improving community cohesion and economy
- Addressing domestic violence and violence against women and children
- Addressing alcohol and substance abuse
- Ensuring safer streets and safer schools
- Ensuring safer human settlements
- Ensuring access to justice
- Promoting restorative justice
- Ensuring road transport safety; *and*
- *Any other matter which directly relates to safety and security*

### *7.3 Objectives of a Community Safety Forum*

The main objectives of a CSF are to:

- Coordinate, synergise and promote closer co-operation and integrated planning and budgeting between government departments on matters of community safety and security

- Facilitate the implementation of government-community partnership capabilities on matters of community safety and security;

- Strategically consult and engage local communities (through organized structures ) to participate in the development of local planning and monitoring of safety and security plans;

- Strategically muster community strengths to implement programmes that enhance community safety and security

## 8. FUNCTIONS OF A COMMUNITY SAFETY FORUM

The main functions of the CSF are to:

- Develop a local social crime prevention capacity
- Conduct a safety audit and develop a Local Crime Prevention Strategy and Plan (LCPS) based on the areas mentioned in the policy scope above
- Facilitate linkages of the LCPS with municipal IDP's together with provincial government's crime prevention plans.
- Coordinate, oversee, monitor and evaluate the implementation of LCPS programmes or projects.

## 9. POLICY IMPLEMENTATION REQUIREMENTS

There is a need to clearly specify the practical, supportive elements that are required towards a successful implementation of a collaborative CSF policy initiative. This includes, and is not limited to human, material and financial resources; and structural design and is logically connected to the roles and responsibilities.

### *9.1 Establishment and Location of Community Safety Forums*

The provincial departments responsible for community safety and security shall be responsible for establishing CSF that is broadly representative of local community structures and organs of state. The establishment shall be subject to the directions of the Member of the Executive Council responsible for policing, in consultation with the Member of the Executive Council responsible for local government matters. The CSF structures will be located to operate within District and Local municipal (administrative and political arm) boundaries to ensure recognition of the CSF structures and accountability.

Provincial departments responsible for community safety must report to the National Secretariat as lead department on the establishment and functioning of CSF's and their programmes. The Provincial Integrated Justice System Development Committee (Dev Com) should therefore monitor the functioning of CSF's.

### *9.2 Composition of CSFs*

Government is currently utilizing the cluster approach to enable different departments to coordinate service delivery. Crime prevention, safety and security responsibilities at national level are coordinated by the JCPS Cluster (currently the mandate of both IJS Development Committee and JOINTS) and the Social Cluster. The policy pronouncement proposes that co-ordination of CSF's must be located

within the Provincial Safety and Security Departments. This is construed as referring to a provincial department facilitating an operational environment in all aspects and ultimately report and account on the operations of CSF's.

However, service delivery remains at a local municipality level and these provincial departments are not structured at that level. At a local level, crime prevention or community safety partnerships and community development initiatives are structures that are constituted by different sectors which are core to improving levels of safety and the quality of life at the local community level. As a broad structure for integrated local crime prevention planning, coordination and implementation, CSF's must involve participants from all three spheres of government, as well as attract community-based organizations and formations.

Government should determine and legislate for organs of state that should be constituted as role-players in CSF's. These should include the following departments (with their agencies):

- Department of Police, which includes the SAPS; Civilian Secretariat for Police and the Provincial Departments responsible for community safety
- Department of Correctional Services (DCS)
- Department of Justice and Constitutional Development (DoJCD)
- National Prosecuting Authority (NPA)
- Department of Home Affairs (DHA)
- Department of Co-operative Governance and Traditional Affairs (COGTA)
- Metro, District and Local Municipalities (including South African Local Government Agency)
- Social Cluster Departments (in all spheres of governance)

It should be noted that the national and provincial secretariat should be the lead department together with the district and local municipality in each province. Together they should constitute the secretariat of the CSF.

A critical part of the CSF remains the community. In order to give effect to enhancing community participation in the CSF, it is incumbent on the CSF to draw in sectors from the community. It cannot represent everyone in defined communities, but base such representation on sectoral interest. It becomes unwieldy and unmanageable when the community is unorganized. Therefore, a responsibility is placed on communities to organize them on a sectoral basis in order to have representation on the CSF. Such participation must be on an organized basis and cannot include individuals or small irrelevant organisations. Such sectoral interest must be representative of the sectors in the community.

Civil society and local communities that could form part of the core in a local CSF include at least the following:

- Existing CPFs
    - Non-government organizations
    - Faith-based organizations
    - Ward councilors as ex-officio members
    - Women Formations
    - Traditional leaders

- Business sector
- Other organized community structures

Additionally, local programmes of action or IDP's will determine which other relevant government departments and community organisations should form part of the CSF. Therefore, government should, at the very least, legislate for directly affected departments to participate in CSF's, while allowing for local safety plans to determine additional organs of state required to effectively implement initiatives aimed at addressing the root causes of crime and community safety and security needs.

The ideal organisational representation for an effective district or local CSF should comprise all role-players. However, the boundaries should be addressed through proper alignment or demarcation processes. A Protocol document on how the organs of state will engage on CSF matters in all spheres of government, within the IGR Framework, must be developed.

### *9.3 Work Organisation for CSF's*

- ***Local and District Level Structures***: In order to ensure that CSF's effectively deliver on their mandate at a local and district level, there is a need to establish operational structures that are strategically configured in such a way that they address the elements that characterize the scope and objectives of the policy. These structures must be able to strategically re-organize themselves into sub-committees in order to achieve their objectives.

  The establishment and structuring of sub-committees should be guided by specific programmes where the relevant department is expected to lead, based on its portfolio or mandate. For example, in a sub-committee on transport safety, the officials from the Department of Transport will take the lead in programmes or initiatives relating to such. The district CSF and the representative of the provincial department responsible for community safety will assume the responsibility of reporting on CSF activities through the existing government cluster structures at provincial and national government.

  The provision of secretariat functions and coordination of CSF structures remains the joint responsibility of the District or Local Municipality and that of the provincial department responsible for community safety.

- ***Provincial Level*** – In order to ensure accountability by the local/district CSF's, a provincial structure, IJS Development Committee, should be developed to ensure that relevant and required interventions are monitored and reports thereof are forwarded to the national cluster (JCPS). The provincial departments responsible for community safety, in consultation with the IJS Development Committee, will facilitate and coordinate planning, provide programme support, capacity building, mentoring, monitoring, oversight, and ensure accountability.

- ***National Level*** – The Civilian Secretariat for Police will provide vision, policy direction, oversight, strategic advice, co-ordination (though provincial departments responsible for community safety), and programme evaluation. This will be done in constant consultation with the National Development Committee of the JCPS Cluster.

## *9.4 Roles and Responsibilities of Core Members and Stakeholders*

The policy on the establishment of CSFs will only be successful if the collaborating parties are clear about their respective roles and responsibilities. Therefore, a formal statement or concrete list defining the roles and responsibilities of the core members is necessary to determine and clarify understandings of various partners about the collaboration and the allocation.

The roles of the structures into which core members could be organized can be illustrated as follows:

| ***Level*** | ***Structure*** | ***Responsibility*** |
|---|---|---|
| Governance Level | JCPS Cluster (Social Crime Prevention); Social Cluster (National) | Vision, Policy, Oversight, Advice, Co-ordination, Evaluation |
| Oversight Level | Provincial Departments responsible for community safety; Provincial Dev Com; Social Cluster (Provincial) | Planning, Co-ordination, Support, Resourcing; Capacity Building, Mentoring, Monitoring, Oversight, Accountability |
| Core Performance Level | CSF (metro/district/local municipality | Research, Problem Solving, Integrated Planning, Co-ordination, oversight, project implementation |

Although it is rational to establish a clear and detailed allocation of roles and responsibilities at the outset, it is also important to note that these roles and responsibilities may have to be re-evaluated as timelines, political and policy contexts change. Similarly, it is envisaged that the allocation will have to be adjusted to allow for incorporation of more collaborating parties as the network on partnership towards community safety develops. These changes in the allocation of roles and responsibilities will be done in a transparent matter by the interest parties and clearly communicated among the stakeholders responsible for implementing CSF objectives.

Below is a description of the minimum responsibilities of the main organs of states and the CPF (a statutory community structure):

***Department of Police, Civilian Secretariat for Police and Provincial Departments responsible for community safety:***

**National Level:**

- Develop and review CSF Policy and relevant Legislation

- Develop national standards and regulations for CSF's
- Monitor, evaluate and report on CSF policy implementation to JCPS

**Provincial Level:**

- Establish Intergovernmental Forums to enable Provincial and Local coordination of CSF work.
- Determine performance indicators for CSF structures
- Coordinate design and integration of safety plans into IDP's jointly with local government
- Establish CSF's at local sphere and structure them to operate according to district and/or local municipal boundaries
- Budget for and provide resources essential to ensure functionality and effectiveness of CSF's
- Monitor, evaluate and report on CSF performance to National

***The South African Police Service:***

- Facilitating and maintaining a partnership between the community and the police;
- Facilitating communication between the police and the community;
- Improving the rendering of police services to the community at a local level;
- Joint identification of local policing priorities and co-ownership of problem-solving programmes at a local level;
- Conducting periodic reporting to the community (accountability)

***Department of Correctional Services:***

- Facilitate social acceptance and effective reintegration of ex-offenders into their communities
- Facilitate parole release programmes (pre-release, supervision and parole) with communities
- Facilitate community service programmes
- Develop and manage secure places of safety for petty offenders and children in conflict with the law
- Develop and implement social crime prevention programmes in line with the mandate

***Department of Justice and Constitutional Development:***

- Facilitate and promote access to justice services available to the communities (e.g. legal aid board and Thuthuzela Care Centres)
- Empower citizens to understand the Constitution, laws that impact on their lives, and access all their rights

- Ensure Restorative Justice and Alternative Dispute Resolution (ADR) initiatives
- Ensure that victim empowerment and support programmes are adopted and are run effectively to address victims' traumatic experiences
- Conduct *face-the-people* sessions on bail and sentencing (accountability) at local level

***Department of Home Affairs:***

- Facilitate and promote members of the public to understand and easily access Home Affairs services
- Ensure that all citizens have the necessary documentation to access government services
- Manage internal migration at local level through migration/immigration help points
- Spearhead programmes and projects concerning safety in relation to internal human movement and settlement

***Department of Co-operative Governance and Traditional Affairs:***

- Jointly serve as the Secretariat for CSF's
- Provide budget and infrastructure for CSF functioning
- Develop and integrate safety/crime prevention action plans into IDP's.
- Implement safety/crime prevention plans.
- Ensure CSF operational committee synergy.
- Develop and integrate CSF annual program of action into IDP's.
- Demarcate operational boundaries for CSF's.

***Social Cluster Departments:***

- Implement a comprehensive social security and an integrated food security programmes to the benefit of local communities
- Implement a comprehensive health care programmes at local level
- Ensure proper housing and human settlement at local level
- Ensure sustainable livelihood to improve the quality of life for local communities
- Facilitate access to education and implement safer schools programmes
- Promote social cohesion at local level through various programmes

***Existing CPFs and incorporated structures:***

- Identifying policing priorities with the Police;
- Joint identification and co-ownership of policing programmes;
- Reciprocal control of crime fighting programmes;
- Ensuring police accountability to the community

- Conduct other extended responsibilities on the CJS presented earlier in the document

***Role of communities in Community Safety Forums***

Over reliance on the government to ensure community safety and security is a recipe for failure since government needs a heightened partnership effort that musters strengths and capabilities from various sectors of the community. Although organs of state are properly structured to relevantly interact with each other in and between the national, provincial and local spheres of government, they still require a more representative, integrated and wider community participation in order to relevantly root their programmes among the very object of their service delivery. Therefore, the inclusive participation of the community to ensure that CSF programmes are implemented with high impact is unequalled.

As an integral part of implementing community safety initiatives, the communities, through established sectoral interests such as business and religious forums and other organized community structures, should be mobilized to take the initiative on issues pertaining to community safety and security; and be allowed to also participate in decision-making, though involved consultations between them and organs of state.

## 10. BUDGETING, RESOURCES AND SUPPORT SYSTEMS FOR COMMUNITY SAFETY FORUMS

Cabinet adopted the WPSS prior to the formulation of the White Paper on Local Government and Municipal Systems Act (Act 32 of 2000) which requires local authorities to develop IDP's. IDP's contain various development needs of residents, including law enforcement and community safety. In formulating IDP's acceptable scientific tools should be utilised to determine municipal-wide safety priorities.

In line with the above, local government should provide a budget for safety intervention and identified crime prevention programmes through the IDP's. This option is supported by existing policies requiring local government to create a safe environment using their own budget. The objectives of the local sphere of government are outlined in section 152 (1) (a - e) of the Constitution of South Africa (Act 108 of 1996). Object D stipulates that local government must "promote a safe and healthy environment". This object creates a broad legislative safety mandate for the local sphere of government that extends beyond disaster management and traffic control.

Section 152 (2) clearly outlines that the objects of local government listed in section 152 (1) (a – e) must be met within municipal budgets and within their administrative capacity. The two sections of the Constitution create an obligation on municipalities to make available a budget for community safety. This option is grounded in policy and creates a safety funding obligation for local governments.

However, not all municipalities have the financial means to establish and resource municipal police departments, as some municipalities are indigent, unable to generate their own revenue and predominantly depend on the national, provincial and district governments' conditional and non-conditional financial grants for their survival and operation. Accordingly, such municipalities might not prioritise safety in their budgets. For this reason, the White Paper for Safety and Security (1998) required the provincial departments responsible for community safety to extend their financial and administrative assistance to such indigent municipalities to enable them to meet their safety obligations.

A CSF, as a structure representing a collaborative and intergovernmental approach, depends on an integrated budgetary process in terms of which government and the JCPS cluster priorities can be determined and resourced collectively. Therefore, there is a need for participating organs of state to allocate dedicated funding for the establishment and operation of CSF initiatives. This should be done through a properly integrated and inclusive government strategic planning and budgeting process and be prioritized in the Medium Term Budget Policy Strategy (MTBPS) and Medium Term Expenditure Framework (MTEF). This will further ensure sustainability of all CSF initiatives. All municipalities must annually budget and plan, together with provincial organs of state, for CSF programmes.

Financial support may be disbursed on administrative (secretariat) and project activities addressing issues of safety and security such as domestic violence, gangs, victims of crime, etc.

## 11. MONITORING, EVALUATION AND ACCOUNTABILITY OF CSFS

Monitoring and evaluation is a systematic process that sets out a methodology agreed upon by the stakeholders in order to monitor, measure and assess the quality of the partnership process and results (both intended and unexpected) arising from the collaborative community safety policy implementation. The process usually involves the use of indicators to help measure process, outputs and outcomes of the community safety partnership initiatives.

When done by an external body or structure, monitoring and evaluation provides an external or 'objective' view of the collaborative initiative to determine what was actually achieved by the community safety policy. Identifying what worked and the reasons thereof allows for the replication of successful approaches.

The monitoring process assists to determine the necessary mid-project corrections, thereby improving the quality of the current partnership initiative. The evaluation process helps to determine shortfalls, thereby making future collaborative processes more efficient and effective. Evaluation can also highlight unexpected outcomes which may be just as important and can lead to future valuable planning lessons precisely because they were not foreseen at the outset of the community safety policy implementation. Furthermore, evaluation can point out results that otherwise might not have been identified, thereby enhancing the morale of the partnership.

Monitoring and evaluation, which also includes oversight and accountability, should be done at local, provincial and national levels.

## 12. MINIMUM STANDARDS FOR CSFS

The following serve as the irreducible minimum standards that should be considered for implementing CSF's:

- CSF must be established within Local and District municipal boundaries.
- Stakeholder representation must be at decision making level
- Municipalities must, together with the provincial departments responsible for community safety, co-ordinate all CSF activities
- The Civilian Secretariat for Police should build internal (within the municipality) and external (involving communities) capacity to ensure CSF functionality, effectiveness and sustainability
- CSF programmes, as presented in the policy scope, must comprise the integral part of the IDP's
- The CSF's shall be directly accountable to the community in which they operate for the implementation of effective programmes aimed at improving community safety. Therefore, the CSF's shall do everything in their power to ensure that community needs in terms of safety and security are understood and addressed.
- Each sphere of government and organisation shall be directly accountable to their respective Treasury for the effective use of allocated funds, and for the value realised from implementing their strategic initiatives.
- The organs of state participating in the CSF's shall be accountable to the relevant institutions and/or accountability structures of government.
- Each CSF shall table to the appropriate forums their quarterly progress reports and one annual report, as a minimum. Such reports will describe any progress made, as well as its impact, and detail the value generated from resources utilised and integrated in the expenditure reports.
- The CSF's shall, for the benefit of communities, as a minimum, publish a summarized report of the work carried out in each quarter in a local newspaper or newsletter. In publishing the reports, the CSF's must use a language and medium that will be understood by the residents concerned.

## 13. CONCLUSION

This document provides possible policy implementation options as recommendations based on literature reviewed and audits conducted to determine practical experiences on the ground. These policy implementation options partly include undocumented knowledge and experience of experts and policy makers in the field of coordination, community policing and safety forums, crime prevention partnerships and community safety.

ANNEXURE ONE

**DIAGRAM 1**
Establishment and functioning of CSFs

**DIAGRAM TWO**
CSF STRUCTURE

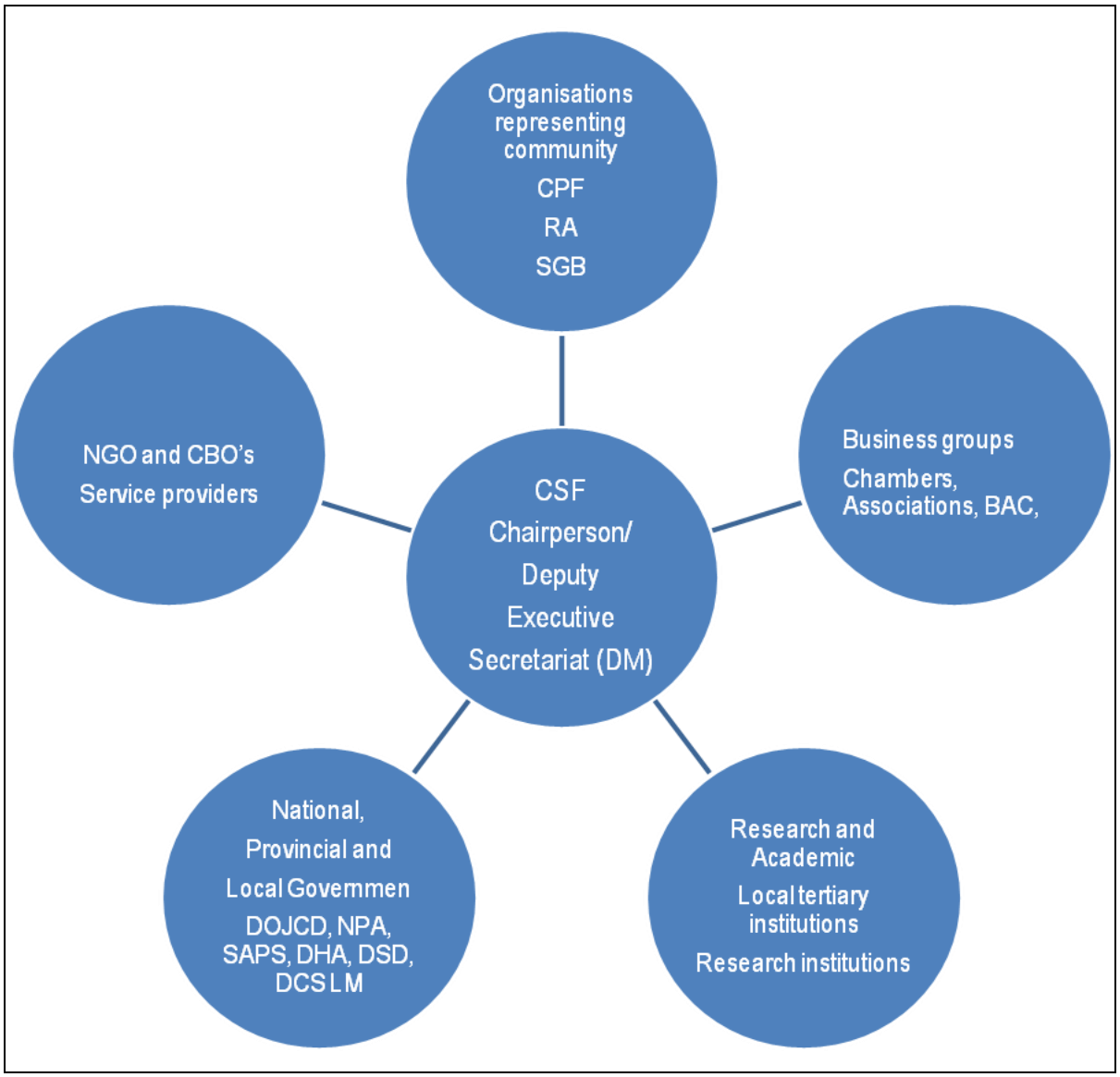
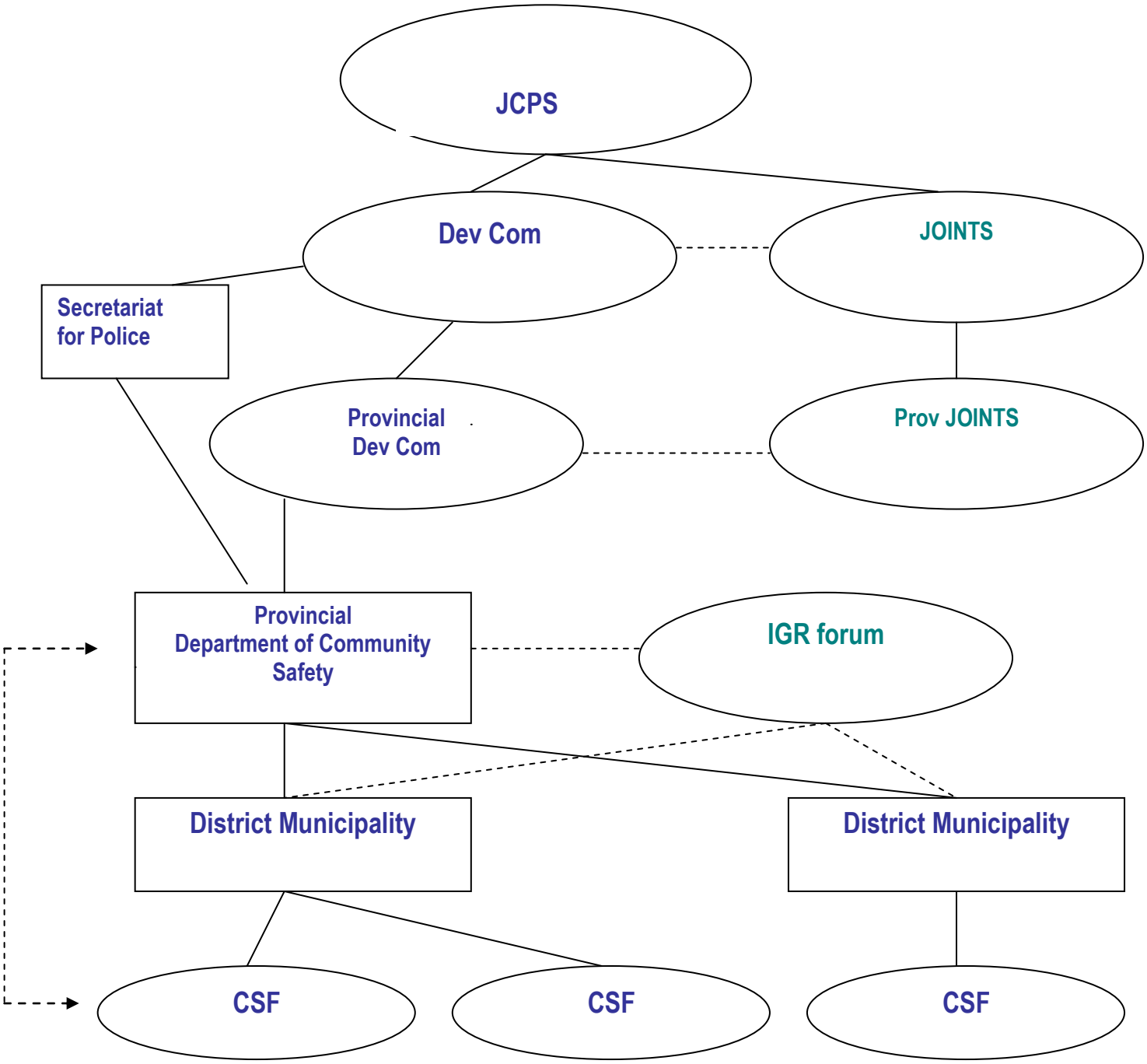


**DIAGRAM THREE**
**CSF REPORTING AND CO-ORDINATION: REPORTING LINES ON CSFS**




____ Solid lines represents direct responsibility, accountability and reporting on CSFs

------ Dotted lines represent communication and feedback re CSFs