

IMPLEMENTATION FRAMEWORK FOR THE 2016 WHITE PAPER ON SAFETY AND SECURITY

A STRATEGY FOR BUILDING SAFER COMMUNITIES



CONSULTATION DRAFT

Implementation Framework for the 2016 White Paper on Safety and Security

A Strategy for Building Safer Communities

This Implementation Framework is subject to further engagement and consultation within government and with relevant stakeholders.

By 2030, South Africa will be a society in which all people

- *Live in safe environments*
- *Play a role in creating and maintaining the safe environment*
- *Feel and are safe from crime, violence and conditions that contribute to it*
- *Have equal access and recourse to high quality services when affected by crime and violence*



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ACRONYMS

CBO	Community-based organisation
CJS	Criminal justice system
CPF	Community Police Forum
CPTED	Crime prevention through environmental design
CSF	Community Safety Forum
CSPS	Civilian Secretariat for Police Service
DCoG	Department of Cooperative Governance
DIRCO	Department of International Relations and Cooperation
DM	District municipality
DPME	Department of Planning, Monitoring and Evaluation
DPSA	Department of Public Service and Administration
DOJ&CD	Department of Justice and Constitutional Development
DOH	Department of Health
ECD	Early childhood development
FCA	Firearms Control Act
FCS	Family violence, child protection and sexual offences unit
GBV	Gender-based violence
IDP	Integrated development plan
IGR	Intergovernmental relations
IGRFA	Intergovernmental Relations Framework Act
ILO	International Labour Organisation
IPV	Intimate personal violence
ISCPS	Integrated Social Crime Prevention Strategy
IUDF	Integrated Urban Development Framework
JCPS	Justice crime prevention security cluster
KPA	Key performance area
KPI	Key performance indicator
LED	Local economic development
LGBTIQ+	Lesbian, gay, bisexual, trans-gender, intersex, queer, asexual and other sexualities, sexes and genders
LGMS Act	Local Government: Municipal Systems Act
MEC	Member of the Executive Council
MOU	Memorandum of understanding
MSA	Municipal Systems Act
MTSF	Medium Term Strategic Framework
NGO	Non-governmental organisation
NDP	National Development Plan
NPA	National Prosecuting Authority
NPO	Non-profit organisation
NSS	National Security Strategy
SAPS	South African Police Service
SDF	Spatial development framework
SETA	Skills and Education Training Authority
SGBV	Sexual and gender-based violence
SLA	Service level agreement
TCC	Thuthuzela Care Centres
UN	United Nations
VAW	Violence against women
VAWC	Violence against women and children
VAWCVG	Violence against women, children and vulnerable groups
Victims charter	Service charter for victims of crime and violence

GLOSSARY OF TERMS

Community safety

The term 'community safety' draws from the concept of 'community security' which includes human security, human development and state building at a local level. The use of the term 'community' is key, as it goes beyond individual security, and includes all groups, actors and institutions in a defined space (acknowledging context and culture). The community safety approach promotes a multi-stakeholder, inclusive and participatory paradigm and a 'bottom up' approach. It draws on an analysis of local needs with the key objective of developing an effective state and improving accountability for the delivery of services to communities at local level. Community safety acknowledges the relationship between development and security, reinforcing 'safety' as an imperative to development.

'Safety' refers principally to the state of an area and is determined based on the real and perceived risk of victimisation. 'Unsafety' therefore refers to areas characterised by the significant prevalence of violence and crime. The National Development Plan (NDP) states 'safety should be measured by the extent to which the most vulnerable in society feel and are safe from crime [and violence] and the conditions that breed it' (*White Paper on Safety and Security 2016*).

The definition of 'security' has been extended to encompass not only physical, but 'human' security which includes social, economic and political aspects of security. This refers to: 'the protection of vital freedoms, which relate to the freedom from critical and pervasive threats and situations, building on their strengths and aspirations. It also means creating systems that give people the building blocks of survival, dignity and livelihood. Human security connects different types of freedoms – freedom from want, freedom from fear and freedom to take action on one's own behalf.' Security as defined in the National State Security Strategy of South Africa (2013) refers to the 'maintenance and promotion of peace, stability, development and prosperity using state power. It also involves the protection of our people and their being free from fear and want; and the preservation of the authority and territorial integrity of the state' (*White Paper on Safety and Security 2016*).

Crime and violence

Crime and violence are often used interchangeably, but are in fact somewhat different. Not all violence is crime, and not all crime is necessarily physical or violent. What constitutes crime, is defined in South African common and statutory law. Violence is defined in broader developmental terms as 'the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community that either results in or has a high likelihood of resulting in injury, death, psychological harm, mal-development, or deprivation' (*White Paper on Safety and Security 2016*).

Crime prevention through environmental design

Crime prevention through environmental design aims to reduce the causes of, and opportunities for, criminal events and address the fear of crime by applying sound planning, design and management principles to the built environment.¹

Crime and violence prevention

The concept of 'prevention' derives from the notion that crime and victimisation are driven by many causal and/or underlying factors that are the result of a wide range of circumstances and factors that influence individuals, families' local environments and the situations and opportunities that facilitate victimisation and perpetration of crime.

Crime prevention is defined by the United Nations Guidelines for the Prevention of Crime (2002) as '(comprising) strategies and measures that seek to **reduce the risk** of crimes occurring and their potential harmful effects on individuals and societies, **including fear of crime**, by intervening to influence their **multiple** causes.'

¹ Introduction to Crime Prevention through Environmental Design. Available at http://www.cpted.co.za/cpted_summary.pdf CSIR, p5.

The World Health Organisation (WHO) defines violence prevention to include strategies addressing underlying causes, individual enrichment programmes during childhood, training for parents on child development, strategies within the community such as increasing the availability of childcare facilities and strategies addressing societal factors such as the availability of alcohol (*White Paper on Safety and Security 2016*).

Gender-based violence

'Gender-based violence is considered to be any harmful act directed against individuals or groups of individuals on the basis of their gender. It may include sexual violence, domestic violence, trafficking, forced/early marriage and harmful traditional practices.'²

Resilience

Resilience is the capacity to successfully adapt despite challenging or threatening circumstances. Strategies aimed at preventing crime and violence must include mechanisms to build the capacity of individuals, groups and communities to deal with adversity and conditions that may make them more vulnerable to crime and violence. (*White Paper on Safety and Security 2016*)

Safety through environmental design

Safety through environmental design (STED) integrates crime prevention through environmental design (CPTED) approaches and methodologies. The terminology of 'safety' is used to ensure consistency with the White Paper, which advocates a holistic approach to safety by addressing all factors that contribute to risk or build resilience in promoting safety (including but not limited to crime).

Sexual violence

'Sexual violence is a form of gender-based violence and encompasses any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed against a person's sexuality using coercion, by any person regardless of their relationship to the victim, in any setting. Sexual violence takes multiple forms and includes rape, sexual abuse, forced pregnancy, forced sterilization, forced abortion, forced prostitution, trafficking, sexual enslavement, forced circumcision, castration and forced nudity'.³

Socio-ecological model

'The socio-ecological model recognises that violence results from a combination of multiple influences that interact with each other in different ways. Individuals are located in relation to their family, community, and the broader environment. Accordingly, this model considers the multiplicity of factors that put people at risk and that need to be addressed, in order to protect individuals from experiencing or perpetrating violence, which are otherwise referred to as 'protective factors'. Prevention strategies must therefore address risk and protection factors at different stages of a person's life and development, in order to increase safety, as each level of human development is associated with different, and often overlapping, sets of risk factors' (*White Paper on Safety and Security 2016*).

Violence against women

Violence against women (VAW) is defined by the United Nations (UN) as 'any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life' (*White Paper on Safety and Security 2016*).

² United Nations. Available at http://www.ohchr.org/Documents/Issues/Women/WRGS/OnePagers/Sexual_and_gender-based_violence.pdf.

³ United Nations. Available at http://www.ohchr.org/Documents/Issues/Women/WRGS/OnePagers/Sexual_and_gender-based_violence.pdf.

Vulnerable groups

Vulnerable groups are those at greater risk of exposure to crime and violence due to structural, cultural, identity or status factors and, lack of/or limited access to knowledge, resources, services or remedies.

There is no closed list of vulnerable groups.

A determination of vulnerability will vary from context to context, and community to community. It is influenced by fluctuating social, political and economic considerations. An analysis of vulnerability must take into consideration both those at risk of being victims, and/or perpetrators and recognise the intersectionality of conditions, which render some people more vulnerable than others, even within an identified group.

The purpose of determining vulnerability is to inform the nature and focus of interventions required to reduce crime and violence. Persons with disabilities, the elderly, women and children, and members of the lesbian, gay, bisexual, transgender and intersex (LGBTI)⁴ community, foreign nationals, sex workers, the homeless and young men, are some of the groups that are particularly vulnerable to crime and violence, and discrimination.

The NDP makes explicit reference to, and underscores, the need to address the safety of both women and children in South Africa. Because of the nature of sexual and GBV, and violence against children, these acts are often hidden and go unreported. The hidden nature of these acts of violence also often precludes victims from accessing adequate, or any, health or criminal justice services. At the same time, such experiences can further marginalise victims, and exponentially increase related negative health and educational outcomes, for the individuals and their families.

The way that women and children 'experience' safety must also be understood within the context of the spaces – social, physical and economic – that they occupy. It is therefore essential, that when examining and assessing safety at a community level, the voices of both women and children are heard and that policies and strategies are informed by these voices.

Children and adults with disabilities face a double burden and are at much higher risk of violence than their non-disabled peers. Research indicates that children with disabilities are two to five times more likely to be abused than their non-disabled peers and studies show that their vulnerability to sexual assault is higher when living in institutions. Children with mental or intellectual impairments appear to be among the most vulnerable, experiencing 4.6 times the risk of sexual violence, than their non-disabled peers.

In respect of adults, overall persons living with disabilities are 1.5 times more likely to be a victim of violence, while those with mental health conditions are at nearly four times the risk of experiencing violence.

Older persons are particularly vulnerable to a number of crimes, due to age, infirmity, personal and socio-economic circumstances, including the intentional or reckless infliction of pain or injury; the use of violence or force for participation in sexual conduct or conduct contrary to their wishes; the intentional imposition of unreasonable confinement; or the intentional or deliberate deprivation of food, shelter, or health care; and theft and extortion.

LGBTI people are particularly prone to discrimination, persecution and violence. Safety strategies need to acknowledge and address societal attitudes and recognise that different factors impact on a LGBTI person's vulnerability based on individual context and circumstance.

Foreign nationals are a highly vulnerable group and vigilante and xenophobic violence has been prevalent in South Africa for decades. Due to a lack of local support structures and family protection, migrant and refugee women and children are disproportionately exposed to violence' (*White Paper on Safety and Security 2016*).

⁴ LGBTI should be further extended to be inclusive of lesbian, gay, bisexual, transgender, intersex, queer, asexual, plus - including other diverse sexual orientations and gender identities (LGBTIQA+).

Notes

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SECTION 1

INTRODUCTION



SECTION 1: Introduction

1.1 Background

The White Paper on Safety and Security (White Paper) was approved and adopted by Cabinet in April 2016. It seeks to promote an integrated approach to community safety, crime prevention and violence prevention and facilitate the objective of building safer communities in South Africa, as set out in the National Development Plan (NDP). The primary objective of the White Paper is to provide an overarching policy for community safety, crime prevention and violence prevention in order to facilitate synergy and alignment of Government strategies on community safety, crime prevention and violence prevention.

To facilitate effective implementation of the White Paper, state actors are required to undertake a range of activities directed at the achievement of these policy goals and objectives. These include facilitating an enabling environment for active community and civil society participation. The Civilian Secretariat for Police Service (CSPS) has been assigned responsibility for the development of this Implementation Framework (Framework) to support implementation of the White Paper.

The effective implementation of the White Paper is premised on the following assumptions:

- ➔ That there is political will to lead and drive the process by the executive authority to ensure execution and accountability.
- ➔ Leadership at both the political and the administrative level.
- ➔ Acceptance and willingness to work in an integrated manner at both the political and the institutional level.
- ➔ Allocation of required capacity and resources to enable effective implementation.

Complementary interventions addressing underlying macro-structural factors contributing to the risk of crime and violence.⁵

1.2 Scope of the Implementation Framework

This Framework sets out the key parameters for implementation of the White Paper.

The White Paper advocates a collective and collaborative approach between state and non-state actors in promoting safety. The Framework addresses all relevant stakeholders within the three spheres of government, community, civil society and the private sector. The scope and application of this Framework are aligned to constitutional and legal prerequisites governing intergovernmental relations, competencies and mandates of state institutions and the promotion of citizen engagement and participation.

The focus of the Framework is aligned to the White Paper and addresses crime and violence prevention. The White Paper recognises the need for complementary interventions addressing socio-economic factors including poverty, inequality, unemployment, social welfare, health and education; the effectiveness of the state; and broader security and state security, which are addressed in other policy instruments.

1.3 Objectives of the Implementation Framework

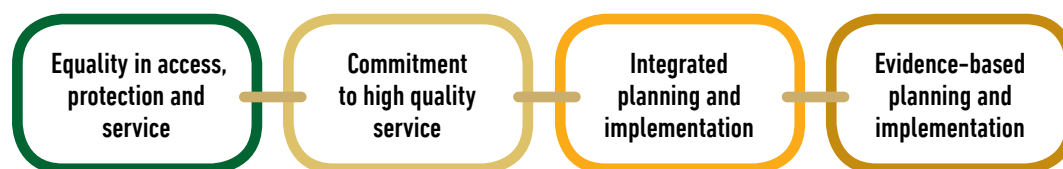
This Framework is guided by the policy objectives set out in the White Paper, which are to:

- ➔ Provide an overarching policy for community safety, crime prevention and violence prevention to facilitate synergy and alignment of government policy; and
- ➔ To facilitate the creation of sustainable, well-resourced implementation and coordination mechanisms encompassing both state and non-state actors.

⁵ These include poverty, unemployment and inequality.

1.4 Guiding principles

This Framework is underpinned by the same core values and principles set out in the White Paper, namely:



1.5 Structure of the Implementation Framework

The Framework gives effect to the policy pronouncements of the White Paper by setting out:

- ➔ The roles and responsibilities of key stakeholders (including key structures that will be critical to the implementation process);
- ➔ The system-level requirements needed to create an enabling environment for effective implementation; and
- ➔ The required thematic interventions that will contribute to the promotion of safety, crime prevention and violence prevention (thematic areas).

1.5.1 Roles and responsibilities

Successful implementation of the White Paper requires that different spheres and different departments within government work together to deliver integrated, comprehensive, high quality services in collaboration with civil society and communities.

This Framework sets out a plan for implementation by clarifying the roles of national, provincial and local spheres of government, civil society and communities.

Roles and Responsibilities (Who and what)

Roles and responsibilities of all key stakeholders (including key structures that will be critical to the implementation process)

Thematic interventions (Thematic areas)

Thematic interventions that will contribute to the promotion of safety, crime and violence prevention

System level requirements (Building blocks)

System level requirements needed to create an effective enabling environment for effective implementation

1.5.2 Thematic areas

The thematic areas address interventions required at the primary level (the general public or environment), the secondary level (for those regarded as being 'at risk' of offending or criminal victimisation) and the tertiary level (for those who have already succumbed to either criminality or victimisation). They are interdependent and collectively address crime and violence prevention.

The six thematic areas are:



1.5.3 System requirements

The system-level requirements are fundamental imperatives required to facilitate implementation and create the necessary enabling environment for successful delivery of programmes and interventions to promote community safety, crime prevention and violence prevention.

The requirements include:

- ➔ Allocation of sufficient budgets and resources to safety, crime prevention and violence prevention.
- ➔ Alignment of legislation and policies to the White Paper.
- ➔ Development and alignment of strategies with the White Paper by all government department and spheres of government, and incorporation of these into strategic plans, annual performance plans, norms and standards.
- ➔ The establishment and resourcing of implementation structures and institutional mechanisms supporting implementation of the White Paper.
- ➔ The institutionalisation of intergovernmental cooperation systems and mechanisms (horizontal and vertical).
- ➔ Evidence-based planning and implementation.
- ➔ The alignment of programmes and interventions with the approach and themes advocated in the White Paper.
- ➔ Active public and community participation.

1.6 Location and ownership of White Paper

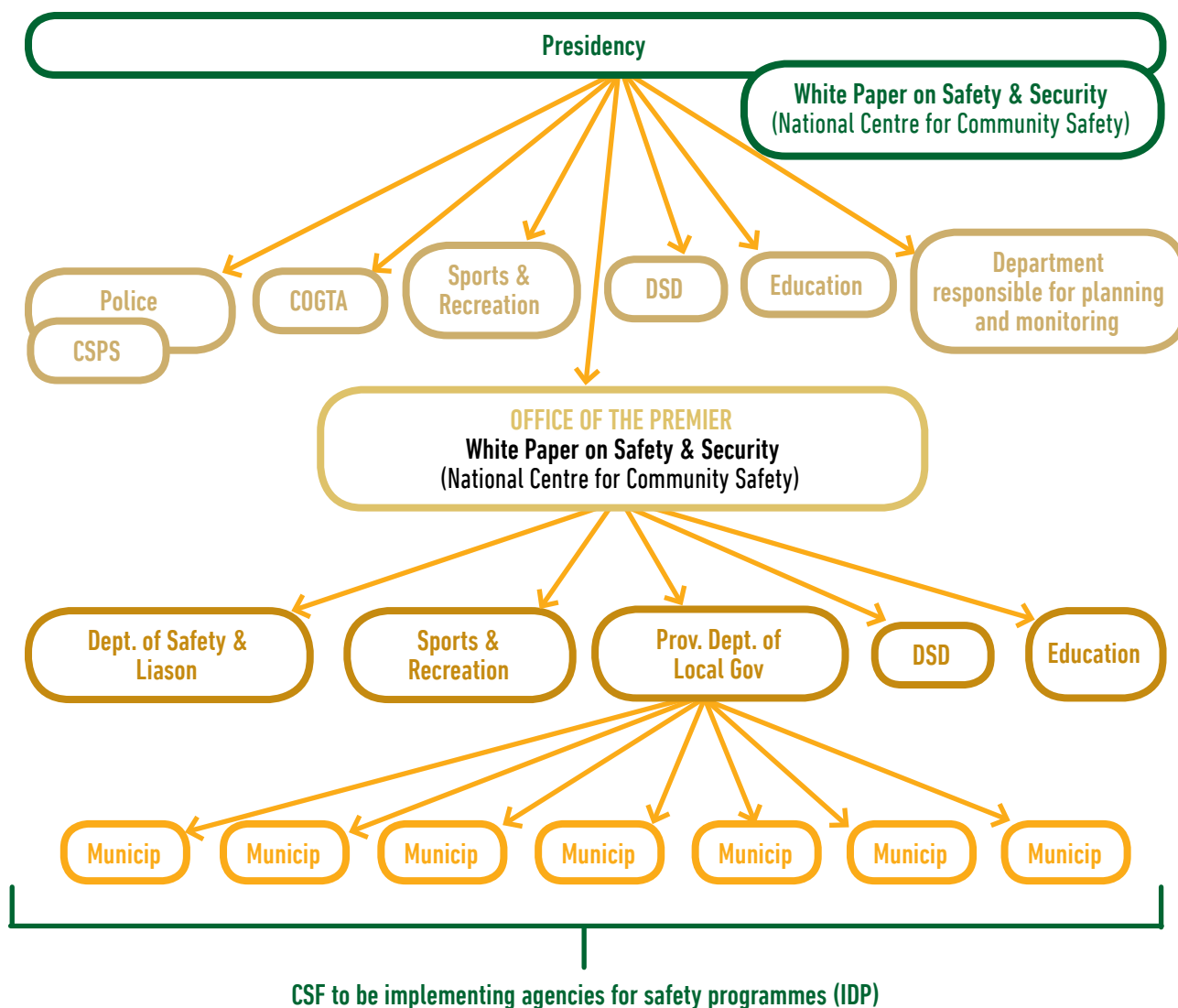
The White Paper acknowledges the need to:

- ➔ Muster the appropriate level of political leadership, support and the authority to drive the White Paper;
- ➔ Drive community safety, crime prevention and violence prevention as an apex priority in government; and
- ➔ Facilitate the requisite authority to ensure integration of this priority across government departments and spheres of government.

The White Paper acknowledges the challenges of previous policy instruments to execute integrated implementation across government and hold departments accountable. The White Paper responds to these challenges by locating ownership of the White Paper at the level of the Presidency to drive intergovernmental cooperation at the highest level (through the

Presidential Intergovernmental Forum), and to facilitate integration into the government-wide medium term strategic framework (MTSF) and monitoring and evaluation systems through the functions of the Department of Planning, Monitoring and Evaluation (DPME).

Responsibility for implementation of the White Paper resides with the respective line function departments and spheres of government. This includes creating an enabling environment for non-state actors. The implementation and coordination mechanisms to facilitate this are discussed in detail in section 3.



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SECTION 2

ROLES AND RESPONSIBILITIES



SECTION 2: ROLES AND RESPONSIBILITIES

2.1 National

2.1.1 National government departments

The White Paper sets out the responsibilities of national government as follows:

Budgets and resources

- ✓ Allocate budgets for strategy, plans, roles, programmes and interventions for safety, crime prevention and violence prevention.
- ✓ Ensure allocation of funding and resources for national, provincial and local level safety.
- ✓ Provide guidance, technical support and capacity building on safety, crime prevention and violence prevention strategies and implementation to provincial and local government through a National Crime Prevention Centre.
- ✓ Resource and capacitate implementation structures at national level.
- ✓ Account to Parliament for the spending of budgets and outputs for safety, crime prevention and violence prevention.
- ✓ Provide clear and sufficient guidance on budgetary and planning processes to line function departments.

Legislation and policy

- ✓ Align national legislation and policies with the White Paper on Safety and Security.

Strategies

- ✓ Ensure the integration of safety and security outcomes within national government's strategic frameworks.
- ✓ Ensure strategies, plans, key performance indicators (KPIs), norms and standards are aligned with the safety, crime prevention and violence prevention outcomes of the White Paper.
- ✓ Ensure integration of local and provincial needs into national strategies and plans.

Implementation structures

- ✓ Establish implementation structures (see section 3.4).

Intergovernmental cooperation systems

- ✓ Facilitate intergovernmental relations between national, provincial and local government.
- ✓ Participate in intergovernmental forums on a national, provincial and local level.
- ✓ Ensure that issues relating to the implementation of the White Paper are discussed, consulted and acted upon.

Evidence-based assessments, monitoring, and evaluation

- ✓ Conduct needs assessments at national level.
- ✓ Develop and implement the Monitoring and Evaluation Framework at national level.
- ✓ Ensure implementation and reporting by provincial and local government on the Monitoring and Evaluation Framework.
- ✓ Conduct a baseline assessment.
- ✓ Coordinate the reporting of national, provincial and local government against the Monitoring and Evaluation Framework.
- ✓ Account to Parliament for the implementation and outcomes of the White Paper.

Programmes and interventions

- ✓ Implement programmes and interventions aligned to the White Paper.
- ✓ Initiate and coordinate national safety, crime prevention and violence prevention programmes and interventions with provincial and local government.
- ✓ Ensure integration of provincial and local needs in programmes and interventions.

Active public and community participation

- ✓ Ensure active public and community participation in the development, planning and implementation of national strategies and policies.
- ✓ Ensure the establishment of sustainable forums for coordinated, collaborative and on-going community participation.
- ✓ Facilitate public and private partnerships to support safety, crime prevention and violence prevention programmes and interventions.

2.1.2 The Presidency

The Presidency must facilitate the establishment of a National Centre for Community Safety (Crime and Violence Prevention Centre).

The Centre will provide guidance, technical support and capacity building on safety, crime prevention and violence prevention strategies and implementation to national, provincial and local government.

The Centre should be equipped to facilitate access to research skills, analytical capacity and systems. It should identify trends and best practices, analyse the effect of interventions on policy, evaluate projects, disseminate results and provide training and technical assistance.

It is proposed that the Centre develop modalities to support provinces and local government. The modalities of the establishment of such a Centre are discussed in detail in section 3.4.2.

2.1.3 The Department responsible for Planning, Monitoring and Evaluation

The department responsible for planning, monitoring and evaluation in government must develop dedicated capacity to perform the following functions:

- ✓ Develop a holistic Monitoring and Evaluation Framework that will include specific indicators and measures to track progress against system and thematic outcomes of the White Paper;
- ✓ Coordinate the reporting of national, provincial and local government implementation of the White Paper against the Monitoring and Evaluation Framework;
- ✓ Facilitate the development of an integrated data and information management system and protocols for information sharing on community safety, crime and violence prevention between different spheres of government; and
- ✓ Ensure the integration of safety, crime prevention and violence prevention outcomes within government's strategic framework.

2.1.4 Department of Cooperative Governance

The Department of Cooperative Governance (DCoG) is responsible for intergovernmental relations and the implementation of the Integrated Urban Development Framework (which recognises community safety as a cross-cutting issue).

DCoG should develop guidelines and regulations to facilitate the institutionalisation of the White Paper across government.

i. Development of guidelines and regulations

DCoG should develop guidelines to address the role of local government in community safety, clarifying obligations of provincial government to local government and strengthening intergovernmental relations and mechanisms between spheres of government for community safety.

Section 120 of the Local Government: Municipal Systems Act (LGMS Act) enables the Minister responsible for local government, by notice in the Gazette and after consultation with organised local government, to make regulations or issue guidelines concerning matters listed in sections 22, 37, 49, 72, 94 and 104 of the LGMS Act.

Those relevant to the implementation of the White Paper include:

- ✓ Community participation in section 22(1)(b)(i): community participation and community partnerships in community safety at local level;
- ✓ Integrated development planning in section 37 (1)(a-d): integration of safety, crime prevention and violence prevention outcomes in integrated development plans (IDPs);
- ✓ Performance management and key performance indicators in section 49(1)(b): setting key performance indicators for community safety;
- ✓ Capacity building within municipalities and municipal staff establishments, systems and procedures in section 72: capacitating municipalities in respect of community safety; and
- ✓ Mechanisms and procedures for the coordination and integration of sectoral requirements for community safety in section 94 (1) (h).

ii. Develop standard by-laws for community safety

Provision is made in the legislative framework for the national Minister responsible for provincial and local government and the Member of the Executive Council (MEC) responsible for local government in the province to draft by-laws (sections 14(1) and 14 (2) of the LGMS Act).

The development of standard by-laws on crime and violence prevention can provide a framework for municipalities in their by-law development and enforcement functions to ensure alignment with the approaches advocated by White Paper.

iii. Facilitate funding and resources for community safety at local level

Funding and resource requirements of municipalities include the development of community safety capacity for the coordination of community safety functions across local government and engagement with national and provincial government.

This may take the following forms:

- 1 Up-scaling and strengthening existing directorates/units;
- 2 Establishing new directorates/units; or
- 3 Integrating functions into existing directorates/units.

DCoG, National Treasury and organised local government (SALGA) have important roles to play in strengthening mechanisms of engagement with local government regarding funding for community safety.

These include:

- ➔ Strengthening monitoring functions assigned to the national and provincial treasuries in respect of community safety and the relationship between national, provincial and local government to improve compliance with White Paper prescripts.
- ➔ Facilitating discussions to address financial and capacity implications.
- ➔ Addressing funding of community safety in budget forums.
- ➔ Resourcing and supporting the development of local government capacity by:
 - Capacitating all municipal departments with skills to execute the White Paper by applying crime and violence prevention principles in planning and delivery.
 - Facilitating and delivering evidence-based community safety interventions in municipalities (by or through municipalities).
 - Developing municipal community safety strategies to give effect to the White Paper's thematic areas of:
 - Developing community safety plans.
 - Integrating focus on community safety in IDPs.
 - Capacitating provinces to provide support to local government on community safety.

➔ Facilitating access to funding by:

- Lobbying for determinations of the equitable share to include community safety, crime prevention and violence prevention.
- Engaging with National Treasury on funds for safety, crime prevention and violence prevention services through the grant system.
- Accessing alternative sources of funding e.g. Skills, Education and Training Authorities (SETAs) for capacity building, and the Criminal Assets Recovery Account (CARA).
- Strengthening the focus on crime and violence prevention in other funding mechanisms such as the National Development Agency, National Youth Development Agency and National Lotteries by providing for disbursements for civil society initiatives/social entrepreneurship and job creation with safety, crime prevention and violence prevention foci.
- Developing partnerships with civil society, the private sector, research institutions and universities.
- Enhancing the role and functions of national and provincial treasuries in respect of safety, crime prevention and violence prevention planning, oversight, capacity and support. This includes entrenching requirements for community safety criteria for conditional grants.
- Integrating community safety into current capacity-building initiatives.

2.1.5 Civilian Secretariat for Police Service

The role of the CSPS is to:

- ➔ Provide input to DCoG on the development of:
 - Guidelines on community safety.
 - KPIs for community safety for IDPs.
 - A provincial assessment tool for IDPs in respect of community safety for provinces.
- ➔ Clarify the relationship between provincial secretariats and local government in respect of the Community Safety Forum (CSF) Policy and Community Policing Forum (CPF) Policy.
- ➔ Provide support to provincial secretariats in implementing community safety functions through:
 - The development of guidelines, systems and tools.
 - Capacity building.
 - Technical support.
- ➔ Monitor and evaluate by:
 - Developing standard reporting frameworks for reporting obligations from provincial secretariats to CSPS.
 - Receiving and monitoring reports from provincial secretariats on support provided to local government in respect of community safety.

2.2 Provinces

The White Paper sets out the following responsibilities of provincial governments with respect to implementation:

Budgets and resources

- ➔ Allocate budgets for strategy, plans, roles, programmes and interventions for safety, crime prevention and violence prevention at provincial level.
- ➔ Mobilise funding and resources for safety, crime prevention and violence prevention programmes at local level.
- ➔ Provide capacity and support to local government to implement the White Paper.
- ➔ Capacitate and resource the Provincial Directorate for Safety, Crime and Violence Prevention.
- ➔ Account to the provincial legislature for the spending of budgets and outputs for safety, crime prevention and violence prevention.

Legislation and policy

- ➔ Align provincial legislation and provincial policies with the White Paper.
- ➔ Ensure the integration of safety and security outcomes within provincial government and provincial departments' strategic frameworks.
- ➔ Develop provincial strategies and plans in alignment with the White Paper and national strategies.
- ➔ Ensure strategies, plans, KPIs, norms and standards are aligned with the safety, crime prevention and violence prevention outcomes of the White Paper.
- ➔ Ensure alignment of IDP planning and reporting to the White Paper.
- ➔ Integrate local needs and priorities into provincial strategies, plans and interventions.

Implementation structures

- ➔ Establish implementation structures.

Intergovernmental cooperation systems

- ➔ Develop implementation plans and protocols for implementation of the White Paper.
- ➔ Coordinate the range of provincial competencies including health, education, social development and local government, implementing the White Paper.
- ➔ Participate in intergovernmental forums at national, provincial and local levels and ensure that issues relating to the implementation of the White Paper are discussed and consulted.
- ➔ Coordinate between provincial and local government (together with the provincial government department responsible for cooperative government) to ensure implementation of the White Paper at local government level.

Evidence-based assessments and monitoring and evaluation

- ➔ Conduct needs assessments at a provincial level.
- ➔ Implement the Monitoring and Evaluation Framework at provincial level.
- ➔ Ensure implementation and reporting by local government on the Monitoring and Evaluation Framework.
- ➔ Conduct provincial baseline assessments.
- ➔ Coordinate the reporting of provincial and local government against the Monitoring and Evaluation Framework.
- ➔ Report to the provincial legislature on implementation and outcomes of the White Paper.

Programmes and interventions

- ➔ Initiate and coordinate safety, crime prevention and violence prevention programmes and interventions in the province.
- ➔ Initiate and coordinate safety, crime prevention and violence prevention programmes and interventions with local government.
- ➔ Participate in national programmes on safety, crime prevention and violence prevention.
- ➔ Implement programmes and interventions aligned to safety, crime prevention and violence prevention outcomes.
- ➔ Ensure integration of provincial and local needs in programmes and interventions.

Active public and community participation

- ➔ Ensure active public and community participation in the development, planning and implementation of national strategies and policies.
- ➔ Facilitate the establishment of sustainable forums for coordinated, collaborative and on-going community participation.
- ➔ Facilitate public and private partnerships to support safety, crime prevention and violence prevention.

2.2.1 Office of the Premier

Overall responsibility for the implementation of the White Paper in provinces resides with the Premier of the province. Coordination of White Paper implementation should therefore be located at this level to ensure the inclusion and elevation of community safety, crime prevention and violence prevention into strategic priorities and core provincial plans at the highest level; to facilitate an integrated approach across all departments of provincial government; and to ensure integration of the White Paper into provincial monitoring and evaluation systems.

The legal mandate and authority of the Premier is key to ensuring the integration of White Paper across provincial government and coordination of intergovernmental relations within the provincial government and with national government and local governments in the province.⁶ The Premier's provincial intergovernmental forum is therefore a key mechanism in ensuring integration of provincial priorities and alignment between provincial government departments.⁷ The location of this coordinating role with the Office of Premier will also facilitate engagement and reporting to the President's Coordinating Council (PCC) on progress in the implementation of the White Paper.

The White Paper advocates for the development of capacity in the Office of the Premier to drive this process (*see section 3.4.3*).

2.2.2 Provincial government departments

Line function provincial government departments play a key role in the implementation of the thematic interventions (discussed in section 4). The roles and responsibilities of provincial departments with respect to the implementation of the White Paper must be clearly articulated in provincial strategies coordinated by the Office of the Premier for effective integration across provincial government departments.

Provincial departments responsible for local government

Provincial departments responsible for local government, together with the Offices of the Premier, are mandated to facilitate greater coordination between provinces and local government and can play a key role in respect of community safety, crime prevention and violence prevention. This includes strengthening the process of development, input and review of IDPs, provision of capacity building, technical support and facilitating resources for community safety. These functions can be mobilised to support the integration of community safety, crime prevention and violence prevention at local level (*see section 2.3*).

These provincial departments can play a key role in facilitating implementation of the White Paper by:

- i. **Facilitating intergovernmental relations in provinces to ensure effective implementation of the White Paper**
- ii. **Strengthening mechanisms for engagement with local government in respect of implementation of the White Paper**
 - Ensuring alignment of national and provincial policy with local government.⁸
 - Improving processes and mechanisms of engagement and consultation with local government.
- iii. **Strengthening mechanisms and procedures to monitor municipalities and report on performance in respect of implementation of the White Paper**
 - Legislation discussed above sets out the responsibilities of provincial government.⁹

⁶ Section 37, Intergovernmental Relations Framework Act (IGRFA).

⁷ Section 37 of the IGRFA provides that the Premier of the province is responsible for ensuring coordination of intergovernmental relations within the provincial government with national government and local governments in the province.

⁸ Section 36 of the IGRFA requires that provinces take into account national priorities, the interests of local communities and consult local government and affected municipalities when developing provincial policies or draft legislation affecting local government.

⁹ Sections 155(b) (a) and (b) of the Constitution requires provincial government to monitor and support local government in enhancing the capacity of local government to perform their functions and manage their own

iv. Overseeing the development and drafting of IDPs

- Departments responsible for local government in provinces must monitor and support development of IDPs and ensure the integration of the White Paper in IDPs.¹⁰
- Departments responsible for local government in provinces must ensure effective provincial assessment of IDPs and integration of focus on the White Paper.

v. Developing standard by-laws

- Departments responsible for local government in provinces must facilitate the development of standard by-laws in respect of community safety.¹¹

vi. Facilitating the provision of support to municipalities on implementation of the White Paper

- These provincial departments must oversee and coordinate with the Office of the Premier regarding the administration of provincial support to local government.

vii. Facilitating the provision of capacity building and technical support to municipalities on implementation of the White Paper

2.2.3 Provincial Secretariats

Provincial Secretariats should play a key role in supporting implementation of the White Paper in the province.

These include:

- ✓ Providing support and capacity in the development of local community safety strategies and plans.
- ✓ Providing community safety input into IDPs.
- ✓ Implementing functions set out in CPF and CSF Policies.
- ✓ Submitting reports to CSPA.

The roles and responsibilities of provincial secretariats and departments responsible for community safety in the province, should be clarified in respect of the execution of provincial strategies addressing crime and violence in the province and initiating and supporting programmes and interventions in the province.

affairs and where necessary intervene in the prescribed manner. The MEC for local government in a province must establish mechanisms and procedures in terms of section 155 of the Constitution to monitor municipalities in managing their own affairs, exercising their powers and performing their functions, monitor development of local government capacity in the province and assess the support needed by municipalities (section 105(1) of the LGMS Act); The MEC for local government must receive annual reports of municipalities (section 46(4)), and must compile annual reports to submit to the Minister, provincial legislature (section 47(1)) and the National Council of Provinces on local government performance (section 47(3) of the LGMS Act). 'Section 105(3) authorises the MEC for local government to require municipalities to submit any information to a specified provincial organ of state either at regular intervals or within a period specified. The MEC also has the power to intervene in situations where a municipality is not fulfilling a statutory obligation' (section 106 LGMS Act).

10 To oversee the development and drafting of integrated development plans (IDPs) by the municipalities (discussed in detail below, see LGMS Act section 14(2)). The LGMS Act further provides a monitoring and support role for the MEC for local government in respect of IDPs: section 31 of the LGMS Act provides for the MEC to monitor the drafting processes, assist with drafting, adopting and reviewing IDPs and facilitating alignment of IDPs of different municipalities with one another and with national and provincial programmes; facilitate coordination and alignment of IDPs of different municipalities including district and local municipalities, and with plans, strategies and programmes of national and provincial organs of state; take steps to resolve disputes in planning, drafting, adoption or review of an IDP between municipalities. Section 32 of the LGMS Act requires a municipal manager to submit copies of the IDP to the MEC for local government in the province. The MEC may request the relevant municipal council to adjust or amend the plan if it does not comply with a requirement of the LGMS Act or is in conflict with or is not aligned with or negates development plans of other affected municipalities or organs of state (section 32 (2)).

11 'The MEC for local government on request of organised local government in province, may make standard by-laws concerning any matter for which municipal councils in the province make by-laws (LGMS Act, section 14).

2.3 Local government

The White Paper acknowledges the key role of local government in community safety. 'The location of municipalities (at the most direct interface of government with communities), and the mandate of municipalities, represents the most inclusive range of interventions required to create an enabling environment for delivery of services which impact on the safety and wellbeing of communities.'

The White Paper sets out the responsibilities of local government as follows:

Budgets and resources

- ➔ Allocate budgets for strategy, plans, roles, programmes and interventions for safety, crime prevention and violence prevention at local and district municipality levels.
- ➔ Align resources to objectives of safety, crime prevention and violence prevention outcomes.
- ➔ Secure funding for programmes and interventions to achieve safety, crime prevention and violence prevention outcomes.
- ➔ Capacitate and resource the municipal directorate for safety, crime and violence prevention.
- ➔ Account to the municipal council for the spending of budgets and outputs for safety, crime prevention and violence prevention.

Legislation and policy

- ➔ Align legislation (by-laws) and policy with safety, crime prevention and violence prevention outcomes.

Strategies

- ➔ Develop a local strategy and community safety plans for implementation of the White Paper.
- ➔ Develop strategies and integrate safety, crime prevention and violence prevention outcomes into strategic plans, performance plans, norms and standards.
- ➔ Integrate safety, crime prevention and violence prevention outcomes into the IDP.
- ➔ Align and complement planning of IDPs with other municipalities and organs of state to ensure that safety, crime prevention and violence prevention are prioritised and that best practices are integrated across municipalities.
- ➔ Ensure alignment of KPIs in strategies, plans, norms and standards with the White Papers.

Implementation structures

- ➔ Establish an implementation structure to ensure effective implementation of the White Paper.

Intergovernmental cooperation systems

- ➔ Develop implementation protocols with other spheres of government and organs of state to facilitate implementation of the White Paper at local level.
- ➔ Contribute to setting joint safety, crime prevention and violence prevention priorities and interventions with other tiers of government, departments and municipalities.
- ➔ Participate in intergovernmental forums on a national, provincial and local level and ensure that issues relating to the implementation of the White Paper on Safety and Security are discussed, consulted and put into action.

Evidence-based assessments and monitoring and evaluation

- ➔ Conduct needs assessment at local level.
- ➔ Implement the Monitoring and Evaluation Framework at local level.
- ➔ Conduct a baseline assessment.

- ➔ Ensure alignment of KPIs in the IDP.
- ➔ Conduct community safety audits on an annual basis.
- ➔ Report to the municipal council on implementation and outcomes of the White Paper.

Programmes and interventions

- ➔ Coordinate safety, crime prevention and violence prevention interventions within the municipal area.
- ➔ Ensure effective enforcement of by-laws on safety, crime prevention and violence prevention.
- ➔ Implement programmes and interventions aligned to safety, crime prevention and violence prevention outcomes.

Active public and community participation

- ➔ Establish sustainable forums for coordinated, collaborative and on-going community participation.
- ➔ Facilitate public and private partnerships to support safety, crime prevention and violence prevention programmes and interventions.

Section 152 of the Constitution sets out the role of local government, which includes promoting a safe and healthy environment. Section 153 stipulates the developmental duties of municipalities, which include giving priority to the basic needs of the community in the structure and management of its administration, in budgeting and planning processes and in the promotion of social and economic development. It further requires municipalities to participate in national and provincial development programmes. These provisions reinforce the obligations of local government to address community safety at local level.

Part B of Schedule 4 and Part B of Schedule 5 of the Constitution set out the competencies of local government, which include any other matter assigned to it by national or provincial legislation (section 156 (1)).

In executing these competencies, local government performs key functions which impact on community safety through:

- ➔ The design and planning, which affects spatial transformation and integration, transport access and safety and sustainability of human settlements.
- ➔ The development and enforcement of by-laws, which impact on spatial and land use; the regulation of space, safety and security of public spaces and amenities; safety and security through by-law enforcement; and in some municipalities traffic and metro police services providing additional visible policing.
- ➔ Providing and managing basic services, which contribute to the safety and wellbeing of communities and sustainability of human settlements.
- ➔ Enabling participatory governance and community participation (by encouraging and creating conditions for local communities to participate in the affairs of the municipality, to contribute to building the capacity of the local community and to assign resources for such purposes.
- ➔ Addressing economic and social drivers of crime and violence and insecurity through community, social and local economic development.
- ➔ Securing municipal property, assets and personnel from crime.

The functional areas of local government that impact on community safety include the following:

- ➔ Provision of basic services: addressing social and environmental factors that impact on community safety and wellbeing.
- ➔ Provision of health services: addressing prevention and early intervention.
- ➔ Community and social development: addressing underlying causes of crime and violence in communities, families and individuals.

- ➔ Economic development and transport/transit systems: addressing structural and environmental factors that impact on community safety.
- ➔ Design, planning and zoning: addressing implications of spatial injustice (marginalisation, exclusion, disadvantage and segregation) and its relationship to crime, violence and insecurity.
- ➔ Management and maintenance of public spaces and amenities: promoting safety and feeling safe.
- ➔ Urban planning and housing provision/upgrading: reducing criminality and the risk of crime and violence and enabling protection factors/mechanisms.
- ➔ Municipal by-law regulation and enforcement: ensuring well managed and regulated environments that promote safety.
- ➔ Traffic, disaster and emergency management: ensuring regulated spaces that promote safety and responsiveness to incidents of crime, violence and unsafety.
- ➔ Facilitation of community safety partnerships through legislated and other participatory mechanisms.
- ➔ Targeted crime and violence prevention programmes (with support from provincial and national government) for vulnerable and 'at risk' groups, including but not limited to programmes for youth at risk, shelters for victims of abuse and gender based violence; and campaigns, education and awareness to address community attitudes to violence and drugs.
- ➔ Coordinating crime and violence prevention activities in the municipal area with other stakeholders (provincial and national government, civil society and communities).
- ➔ Working with local police in setting joint priorities: identifying gaps and solutions.
- ➔ Working with other government departments to address lack of resources and limitations of access (e.g. early childhood development (ECD) centres and services).
- ➔ Visible policing and crime prevention in municipalities with metro police services and the South African Police Service (SAPS).
- ➔ Provision of diversion and restorative justice interventions in municipalities with community courts.



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SECTION 3

SYSTEM LEVEL REQUIREMENTS



SECTION 3: SYSTEM LEVEL REQUIREMENTS

The following system-level requirements must be addressed to ensure effective implementation of the White Paper.

3.1 Alignment of policy and legislation

In order to ensure the effective alignment and integration of the White Paper across government, the following need to be addressed: improving policy coherence; strengthening the legal and regulatory framework; integrating the White Paper into the MTSF; improving intergovernmental cooperation to facilitate policy alignment; aligning monitoring and evaluation systems and reporting mechanisms across all spheres of government.

3.1.1 Improving policy coherence

The White Paper seeks to address the lack of policy coherence by providing an overarching framework against which all government departments and spheres of government can align their policy and strategic interventions in respect of community safety. This Framework identifies interventions required to improve policy coherence.

i. Aligning national policy on community safety, crime and violence prevention

Duplication, lack of coherence and integration between various policies and strategies addressing community safety, crime prevention and violence need to be addressed.

These include:

- ✔ Integrating early interventions to prevent crime and violence in education, health, social development and economic development policies.
- ✔ Aligning policies and strategies addressing violence against women, children and vulnerable groups (VAWCVG).
- ✔ Integrating CPTED principles into policy frameworks addressing the built environment.
- ✔ Integrating the crime and violence prevention paradigm in policy frameworks addressing land use, spatial planning, human settlements (including township upgrading initiatives) and economic development.
- ✔ Strengthening the policy framework for participation of civil society and improving the funding model for the non-profit sector.
- ✔ Reviewing policy to strengthen community participation.

These include the Community Safety Policy and Community Police Forum Policy. The CSF Policy needs to be reviewed in light of challenges raised and to ensure alignment with the White Paper. The review of this policy should be subjected to a consultative process with provinces and local government.

The CSF Policy provides a valuable mechanism for implementation of crime and violence prevention strategies at local level. The Policy is currently located within the CSPS and relies on provincial secretariats in respective provincial departments of community safety to drive implementation. Effective implementation of this policy requires that it is embedded in provincial and local government functions.

The following issues require clarification:

- ➡ Integration of CSF Policy into provincial strategies and plans.
- ➡ The relationship between CSFs and other mechanisms of public engagement, war rooms, substance abuse forums, ward committees and IDP forums.
- ➡ Funding.
- ➡ The relationship between CSFs, the development and implementation of municipal safety plans.
- ➡ The integration of community safety plans into the IDP process .

- ➔ The relationship between province and local government and district and local municipalities, and their respective functions, provision of support and funding.
- ➔ Strengthening the CPF Policy to:
 - Clarify the role of local government.
 - Clarify functions of CPFs.
 - Clarify resourcing of CPFs.

ii. **Strengthening intergovernmental relations (IGR) and the functioning of IGR forums**

IGR mechanisms can facilitate the alignment of national and provincial policy with local government by strengthening processes and mechanisms of engagement and consultation (see Section 3.1.4).

iii. **Clarifying local government's community safety mandate and the roles of national and provincial government in support of local government**

The need to clarify local government's mandate in respect of community safety can be addressed through the development of guidelines setting the role of local government in community safety, crime prevention and violence prevention; key performance indicators (KPIs) for IDPs; and the role of national and provincial government in supporting local government.

3.1.2 **Strengthening the legal and regulatory framework**

The development of legislation and regulations clarifying legal obligations and mandates in respect of safety, crime prevention and violence prevention will provide greater direction and authority for policy directives set out in the White Paper.

Areas requiring attention include:

- ➔ The role of local government in community safety.
- ➔ The role and obligations of the national departments, provinces, departments of community safety and provincial secretariats in respect of community safety.
- ➔ Inadequate legal protections and access to services for victims of crime and violence.

The following measures can strengthen the legal and regulatory framework:

i. **The development of regulations and guidelines on community safety**

The development of regulations and guidelines on community safety should address the following:

- ➔ The mandate of local government in respect of community safety.
- ➔ Key performance indicators and guidelines for IDPs.
- ➔ The relationship between different spheres of government in respect of community safety.
- ➔ Measures to address effective coordination for the implementation of the White Paper.

Guidelines on community safety and key performance indicators for IDPs

The regulation of guidelines, key performance indicators and performance targets will assist in clarifying and entrenching community safety into integrated development planning and contribute to ensuring mechanisms across government relating to planning, coordination and budgeting to prioritise community safety.

Integrated development planning is an important vehicle through which the implementation of the White Paper can be facilitated. However, a key challenge is that many other government departments and spheres of government perform services relating to crime and violence prevention. The IDP is a key mechanism to align national, provincial and local government policies and plans. Municipalities are required to align their IDPs with national and provincial

development plans and strategies and to integrate and coordinate with the IDPs of other municipalities.¹² The Local Government Municipal Systems Act makes provision for the Minister (after consultation with MECs of local government and organised local government) to prescribe by regulation general key performance indicators¹³ and to develop guidelines on IDPs.¹⁴ Section 26 of the LGMS Act sets out the core components of the IDP, which include KPIs and performance targets determined by the municipality's performance management system.¹⁵

Section 48 of the LGMS Act requires the Minister responsible for provincial and local government to develop a consolidated report in terms of general KPIs applicable to all municipalities and submit it to Parliament and the MECs for local government.

Guidelines and KPIs on community safety should address the following:

- ➔ The requirement that community safety planning is a core pillar/strategic focus area of the IDP and is integrated into all strategic priority areas and plans.
- ➔ The development of municipal community safety plans addressing the following components:
 - A coherent understanding of the community safety functions of local government that reflect the approach of, and are aligned to, thematic areas addressed in the White Paper.
 - A sound analysis of the local context, conditions and challenges (situational analysis) that is informed by evidence based planning (according to minimum prescribed criteria and standards).
 - Alignment to the provincial safety strategies (which are aligned to the White Paper).
 - Process indicators for the development and implementation of municipal safety plans reflecting a participatory development approach.
 - Meaningful community participation and engagement (according to prescribed minimum criteria and standards).
 - Stakeholder participation.
 - Relationship to other participatory mechanisms, including IDP forums, street committees and ward committees, CPFs, CSFs and local substance abuse forums.
 - Alignment to other relevant policy instruments, including the CPF Policy, CSF Policy, Drug Master Plan, National Youth Policy, Integrated Social Crime Prevention Strategy (ISCPS), Integrated Programme of Action on Violence against Women and Children, Integrated Urban Development Framework (IUDF) and National Integrated Early Childhood Development Policy.
 - Relationships with other initiatives, including neighbourhood watch programmes, Community Work Programme, Expanded Public Works Programme, and provincial and national government initiatives.
 - Monitoring and evaluation including a system that:
 - Is integrated into strategic reporting systems across municipalities and the IDP.
 - Builds participatory accountability.
 - Integrates community and civil society monitoring mechanisms.
- ➔ Criteria for the integration of community safety into IDPs including:
 - Guidelines that address the development of community safety plans and are supported by tools that acknowledge differences in local contexts including:
 - Type of municipality (metro, district and local).
 - Capacity (well-resourced versus poorly resourced municipalities).
 - Context (geographical and urban versus rural).

¹² Section 24 Local Government Municipal Systems Act (LGMS Act).

¹³ Section 43(1) LGMS Act

¹⁴ Section 37, LGMS Act

¹⁵ Section 41 LGMS Act

- The relationship between municipal safety plans and the municipality's strategic goals.
 - Alignment to municipal policies, strategies and priorities.
- Integration of CPTED principles. The strategy should address how crime and violence prevention principles inform planning and delivery in all municipal departments:
 - Design, planning and zoning departments must address the implications of spatial injustice (marginalisation, exclusion, disadvantage, segregation) and the relationship to crime, violence and insecurity by adopting a multidimensional understanding of space.
 - Sector plans including spatial development frameworks (SDFs), local economic development (LED) plans, disaster management plans, institutional plans and financial plans must address community safety.
 - SDFs should map the spatial character of crime and violence and social insecurity/unsafety and reflect programmatic/project/intervention responses.
 - LED plans should be informed by an analysis of how crime and violence impact the local economy and vice versa; adopt strategies to address this and recognise the role of primary prevention.
 - Institutional plans should address where the responsibility for community safety rests in the institution, management and human resource requirements.
 - Financial Plans should address financial resources allocated to community safety and linkages to municipal priorities and Key Performance Areas (KPA's).¹⁶
- Legislative and policy sector service requirements for community safety.
 - These include water services development plans, integrated waste management plans, integrated transport plans (how public transport design addresses the safety of commuters and vulnerability of certain groups, e.g. women working late shifts), environmental management plans, integrated human settlement or housing sector plans (e.g. the design of safer urban forms and spaces that reduce the opportunity for criminality through facilities that address social and economic insecurity), integrated energy plans (e.g. the impact on lighting of private and public spaces); sports and recreation plans (the acknowledgement of primary prevention for e.g. youth at risk) and infrastructure development plans.
- In addition, the strategy should specify results and impacts required, and reporting requirements for performance and outcomes (e.g. municipal annual report).
 - Municipal regulations, codes, policy instruments, norms, standards and by-laws enable the municipal community safety strategy's implementation.
 - Out-dated/inappropriate instruments should be identified for amendment/ review.
- The establishment of capacitated and resourced community safety coordination mechanisms, which are located at strategic level:
 - Location.
 - Structure.
 - Functions.
 - Resources (personnel requirements and funding).
- Location and accountability for implementation of the White Paper at the highest level to ensure:
 - Prioritisation of, and budget for, community safety issues.
 - Accountability.
 - Effective oversight.
- Monitoring and evaluation systems across the municipality address progress and impact.

¹⁶ 'Criteria for the quality of safety planning in IDPs' developed by the GIZ Violence and Crime Prevention Programme.

- Institutional arrangements that:
 - Facilitate vertical and horizontal planning and coordination.
 - Articulate roles and responsibilities and are entrenched in performance agreements, service level agreements (SLAs) and memorandums of understanding (MOUs).
 - Have the requisite capacity and technical support.
 - Are supported by systems, processes and tools (including technology and data management systems).
- Community safety interventions that are:
 - Evidence-based and relevant to local context.
 - Projects and activities that are linked to clearly articulated safety objectives set out in the municipal community safety strategy.
 - Resourced with funding allocated for interventions.
 - Developed and implemented through inclusive participatory approaches.
- Community participation and engagement mechanisms and processes should include:
 - Mechanisms for communication, reporting and information sharing.
 - Resources allocated for capacity development and facilitating participatory methods.
 - Community safety plans.
- Stakeholder management processes should include:
 - Planning.
 - Communication, reporting and information sharing mechanisms.
- Partnerships with civil society and community-based organisations should include:
 - Mechanisms for engagement.
 - Provision of technical support and specialised skills (academia, research institutions and private sector)
 - A framework for funding models for non-profit organisations (NPOs).
- Resources and institutional capacity are needed to implement strategy, including:
 - Budget provision for:
 - Human resources and capacity development, skills and training requirements (i.e., technical capacity).
 - Operational costs.
 - Programmes/interventions.
 - Strategic partnerships with civil society.
- The focus on community safety in district frameworks and support from district municipalities to local municipalities.

Guidelines must address obligations of DMs¹⁷ to local municipalities in respect of community safety. At district level, DMs must ensure district frameworks address community safety.¹⁸

17 Functions of DMs include:

- Ensuring integrated development planning for the district;
- Promoting bulk infrastructural development and services for the district;
- Building the capacity of local municipalities to perform their functions and exercise their powers where capacity is lacking;
 - District municipalities must ensure integrated, sustainable and equitable social and economic development by (among other measures) '...building the capacity of local municipalities in its areas to perform their functions and exercise their powers where capacity is lacking' (Section 83, Local Government: Municipal Structures Act).
- Promoting the equitable distribution of resources between the local municipalities.
- The mayor of the district municipality must ensure coordination of intergovernmental relations within the district municipality and local municipalities in the district. (Section 38, IGRF Act)

18 These frameworks must identify plans and planning requirements binding in terms of national and provincial

District level IDPs may vary in approach. District municipalities may adopt a DM community safety strategy, which is consulted and informed by local municipalities' input, with local municipalities localising the strategy and developing their own local safety plans aligned to the district community safety strategy. Alternatively, DMs could play a support role by assisting local municipalities to undertake their own strategy development and plans, which are then consolidated at a district level.

Responsibilities and roles between DMs and local municipalities must be clearly articulated, defined and consolidated in SLAs or MOUs.

District municipalities are required to adopt district frameworks in consultation with local municipalities. These frameworks must identify plans and planning requirements binding in terms of national and provincial legislation on district and local municipalities; matters to be included in IDPs of DMs and local municipalities that require alignment; principles to be applied and coordinate the approach to be adopted; and determine procedures for consultation (section 27, LG: MSA).

The relationship between different spheres of government in respect of community safety

The Minister responsible for provincial and local government must develop guidelines clarifying and strengthening the relationship between different spheres of government in respect of community safety.

Section 5 of the IGRF Act provides a framework for national, provincial and local government and all organs of state to facilitate coordination in the implementation of policy and legislation. The Act requires spheres of government to achieve this through a process of consultation and engagement. The IGRF Act provides for the Minister to issue regulations or guidelines to provide a framework for the coordination and alignment of development priorities and objectives between the three spheres of government.¹⁹

Effective coordination for implementation of the White Paper

Section 47 of the IGRF Act provides for the Minister responsible for provincial and local government to issue regulations or guidelines relating to:

- ➔ Any matter prescribed in terms of the IGRF Act.
- ➔ A framework for the coordinating and aligning of development priorities and objectives between the three spheres of government.
- ➔ A framework for coordinating intergovernmental conduct and action affecting municipal functions.
- ➔ Implementation protocols.
- ➔ Indicators for monitoring and evaluating the implementation of the IGRF Act.
- ➔ Any other matter that may facilitate the administration of the IGRF Act.

legislation on district and local municipalities; matters to be included in integrated development plans of district municipalities and local municipalities that require alignment; principles to be applied and coordinate the approach to be adopted; and determine procedures for consultation (Section 27, Local Government: Municipal Systems Act).

19 Section 47 of the IGRF Act says '(1) The Minister may, by notice in the Gazette, issue regulations or guidelines not inconsistent with this Act regarding-

- (a) any matter that may be prescribed in terms of this Act;
- (b) a framework for co-ordinating and aligning development priorities and objectives between the three spheres of government;
- (c) a framework for co-ordinating intergovernmental conduct and action affecting municipal functions;
- (d) implementation protocols;
- (e) indicators for monitoring and evaluating the implementation of this Act; and
- (f) any other matter that may facilitate the administration of this Act.

...

(3) No guidelines issued in terms of subsection (1) are binding on an organ of state in any sphere of government unless adopted by its executive authority.

(4) Before regulations or guidelines are issued in terms of subsection (1), the Minister must-(a) publish the draft regulations or guidelines in the Gazette for public comment; and (b) engage in an appropriate consultative process with relevant organs of state on the substance of the regulations or guidelines.'

Guidelines should address:

- ➔ Strengthening intergovernmental forums at provincial and local level dealing with community safety (section 47 of the IGRF Act).
- ➔ The role of provinces (Office of the Premier and DCoG) in facilitating intergovernmental relations in respect of community safety.
- ➔ The roles and responsibilities of different departments and stakeholders in respect of community safety, crime prevention and violence prevention and relationship to local government.
- ➔ The implementation of monitoring and evaluation systems and reporting requirements in respect of safety, crime prevention and violence prevention initiatives between province, district and local municipalities.

Clarifying provincial support, oversight and monitoring

Guidelines should address the strengthening of provincial support (DCoG and provincial departments including community safety departments and provincial secretariats) in developing the community safety focus in IDPs (the type of support as well as how support is rendered through instruments such as MOUs and protocols).

The MEC for local government is responsible for overseeing the development and drafting of integrated development plans (IDPs) by municipalities and should ensure community safety indicators are addressed and applied in IDPs.

Functions of provincial government

The Constitution confers on provincial government the power to oversee (section 155) and intervene in the affairs of local government in ways prescribed by the Constitution and corresponding legislation (section 139). These obligations and responsibilities include:

- ➔ The MEC for local government in a province must establish mechanisms and procedures in terms of section 155 of the Constitution to monitor municipalities in managing their own affairs, exercising their powers and performing their functions, monitor the development of local government capacity in the province and assess the support needed by municipalities (section 105(1) LGMS Act);
- ➔ The MEC for local government must receive the annual reports of municipalities (section 46(4)), and must compile annual reports to submit to the Minister, provincial legislature (section 47(1)) and National Council of Provinces on local government performance (section 47(3) LGMS Act);
- ➔ Overseeing the development and drafting of IDPs by the municipalities (discussed in detail below);²⁰
- ➔ Section 105(3) authorises the MEC for local government to require municipalities to submit any information to a specified provincial organ of state either at regular intervals or within a period specified;
- ➔ The MEC also has the power to intervene in situations where a municipality is not fulfilling a statutory obligation (section 106, LGMS Act).
- ➔ Section 32(2) of the LGMS Act requires a municipal manager to submit copies of the IDP to the MEC for local government in the province. The MEC may request the relevant municipal council to adjust or amend the plan if it does not comply with a requirement of the LGMS Act or is in conflict with or is not aligned with or negates the development plans of other affected municipalities or organs of state.
- ➔ Municipalities must align their IDPs with national and provincial development plans and strategies, and link to, integrate, and coordinate with the IDPs of other municipalities (section 24 LGMS Act). The IDP serves as the single, strategic plan guiding the development of the municipality, and municipalities are required to align their resources and budgets to its implementation (section 25 LGMS Act).
- ➔ Section 31 of the LGMS Act provides for the MEC for local government in the province to monitor the drafting processes, assist with drafting, adopting and reviewing IDPs and

²⁰ LGMS Act Section 31 and 32.

facilitating alignment of IDPs of different municipalities with one another and with national and provincial programmes; facilitate coordination and alignment of IDPs of different municipalities including district and local municipalities, and with plans, strategies and programmes of national and provincial organs of state; take steps to resolve disputes in planning, drafting, adoption or review of an IDP between municipalities.

The guidelines should address:

- ➔ The nature of assistance and support to be provided to local municipalities by provinces and respective departments in provinces including, but not limited to, the role of the:
 - Office of the Premier.
 - Departments responsible for local government.
 - Provincial departments including community safety, safety and liaison and provincial secretariats.
- ➔ The implementation of monitoring and evaluation systems and reporting requirements in respect of safety, crime prevention and violence prevention initiatives between province, district and local municipalities.
- ➔ Responsibility for facilitating and sourcing of funding and resources for local government including:
 - Human resources and operational funding for institutional requirements.
 - Capacity building for local government.
 - Resources and funding for interventions.²¹

ii. Developing model by-laws on community safety, crime and violence prevention

The Minister and MECs in provinces responsible for local government should draft general standard by-laws on crime and violence prevention in order to provide a framework to guide municipalities in their by-law development and enforcement functions and ensure alignment in approaches advocated in the White Paper on Safety and Security.²²

Municipalities have the power to make and administer by-laws (section 156(2) of the Constitution). In executing this function, they regulate and manage conduct and behaviour impacting on crime and violence prevention through the development and enforcement of by-laws including social behaviour in public spaces, zoning land use, spatial design of the built environment, and management of public spaces, which directly impact on safety and crime prevention.²³

Model by-laws can facilitate implementation of the White Paper and address CPTED principles, management of public spaces and safety in communities (e.g. addressing issues of gun-free zones, sale of alcohol, location and hours of operation of shebeens and taverns, proximity to schools and childcare facilities) and the built environment.

iii. Clarifying the role of the Civilian Secretariat for Police and provincial secretariats

The Civilian Secretariat for Police Service Act Regulations should be strengthened to clarify the obligations of the CSPS and provincial secretariats in respect of community safety. The mandate of the CSPS and provincial secretariats should be clarified and reporting arrangements between provincial and national government should address issues of community safety.

Sections 6(2)(c) and 17(2) of the Act set out functions of the national and provincial secretariats, respectively. These address community partnerships, intergovernmental relations, and community safety structures and crime prevention interventions. How these functions are performed can assist in implementation of the White Paper and should be clarified in regulations.

²¹ Municipalities have raised concerns regarding 'unfunded and underfunded mandates'. Whilst the White Paper is premised on existing legal mandates of municipalities, it does require local government adopt a new approach to how it discharges those functions which impact on crime and violence. It further proposes municipalities play a more central role in community safety, which has resource implications.

²² Section 14(1) and (14(2), LGMS Act.

²³ These are set out in sections 11 and 12 of the LGMS Act.

Section 33(1) of the Civilian Secretariat for Police Service Act makes provision for the Minister of Police to issue regulations regarding: -

- a) any matter which in terms of this Act may or must be prescribed;
- b) any action in order to promote compliance with this Act; and
- c) any ancillary or incidental matter that it is necessary to prescribe for the proper implementation or administration of this Act.

Regulations should be strengthened to address the role and functions of the CSPA and provincial secretariats in respect of the White Paper including:

- ➔ Their role in facilitating intergovernmental relations;
- ➔ The nature of assistance and support to be provided to local municipalities; and
- ➔ The implementation of monitoring and evaluation systems and reporting requirements in respect of safety, crime prevention and violence prevention initiatives between provincial secretariats and the CSPA.

iv. Strengthening the legal framework for provision of victim services, care and support

(see section 4.3)

v. Strengthening the legal framework to prevent gun violence

(see section 4.2)

vi. Strengthening the legal framework for diversion services

(see section 4.1.2)

vii. Strengthening the policy framework for rehabilitation and reintegration of offenders to ensure continuum of service and support

(see section 4.1.2)

viii. Strengthening the regulatory framework for restorative justice

(see section 4.1.2)

3.1.3 Integrating the White Paper Outcomes into the next MTSF

The development of the next MTSF offers an opportunity to provide policy coherence and streamline the strategic objectives of government departments in respect of community safety to achieve the national vision and approach advocated in the White Paper. The White Paper's system requirements and thematic areas should form the basis for the development of indicators for the focus on community safety in the next MTSF, and to ensure the effective institutionalisation of the White Paper in government planning.

3.1.4 Strengthening intergovernmental cooperation to facilitate policy alignment

The White Paper recognises the importance of inter-sectoral consultation, cooperation, collaboration and effective, integrated service delivery.

It further recognises the roles of the health, social development and education systems and other macro-structural interventions targeting poverty and unemployment as critical to addressing risk factors and building resilience. It also recognises the need to augment the efforts of the criminal justice system and the short-term measures of SAPS with long-term approaches that address the underlying factors that contribute to crime and violence.

The alignment of policy and strategy to facilitate this must be driven through the various IGR forums responsible for facilitating intergovernmental cooperation and the alignment of policy at a national level between national departments.

The strengthening of systems for coordination and cooperation, through development of clear terms of reference and ensuring effective oversight of the White Paper in these forums, will assist in greater alignment of policy and strategy development across government (see section 3.5).

3.1.5 Align monitoring and evaluation systems across government

Performance indicators for community safety should be developed to address alignment and incentivise integrated planning and implementation.

This will facilitate the alignment of strategic planning and reporting frameworks across national, provincial and local government. This process however requires a commitment from all spheres of government. The autonomy of different spheres of government requires that such processes be endorsed and supported by relevant executive authorities (in provinces the provincial executive, and at local level the municipal council). Strengthening intergovernmental consultation is therefore key to securing buy-in.

The White Paper seeks to institutionalise responsibilities within sector departments and spheres of government, creating ownership by integrating interventions into strategic planning processes to ensure that they become core business and not 'add-ons.' This ensures crime and violence prevention interventions are integrated into strategic planning and budgetary processes, monitoring and evaluation systems and accountability and reporting frameworks. This rationale is motivated by challenges faced by the National Crime Prevention Strategy and 1998 White Paper, with implementation and coordination structures that were not embedded in institutional frameworks and lacked the authority and power to drive processes across other government departments.

To achieve this goal, monitoring and evaluation systems across DPME, the Office of Premier, provinces and local government need to be aligned. DPME is well located to facilitate and monitor the alignment of policy and strategic planning.

Strengthening oversight and compliance with strategic planning, implementation, and reporting requirements through performance management and integration into the review of functions of the Auditor-General will further contribute to institutionalisation.

3.1.6 Strengthen reporting mechanisms

Mechanisms for reporting, including responsibility for monitoring and evaluation of implementation should be clearly articulated and appropriately located, including:

- ➔ National and provincial reporting systems on the White Paper;
 - Clear linkages between KPIs across national and provincial departments and local government IDPs to enable coherent reporting on implementation and community safety outcomes.
- ➔ Clearly defined reporting arrangements between local and district/metro municipalities and provinces.
 - Alignment of IDPs and municipal safety plans to provincial safety strategies.

3.2 Alignment of strategies to the White Paper

Each government department and sphere should develop and align its strategies addressing community safety, crime prevention and violence prevention with the White Paper, and incorporate these into strategic plans, annual performance plans, norms and standards.

The integration and mainstreaming of community safety as a cross-cutting issue across government departments and spheres of government requires that:

- ➔ Strategic planning is integrated and knowledge based.
- ➔ The strategic plans of line function departments integrate community safety, crime prevention and violence prevention and are aligned to the White Paper.
 - Strategic plans are supported by implementation plans with clear time frames.
- ➔ Strategies on community safety, crime prevention and violence prevention are aligned between national, provincial and local spheres.
 - Key performance indicators of national, provincial and local government are aligned to indicators of the White Paper.
- ➔ Local government at the metro, district and municipal levels incorporate the White Paper's safety outcomes into their IDPs.
- ➔ Provincial strategies and strategic plans integrate community safety, crime prevention and violence prevention and are aligned to the White Paper.
 - The White Paper is integrated into provincial strategies at the highest level.
 - Provincial Safety Strategies are linked to district and local municipalities' IDPs.
 - Key provincial strategies articulate a clear vision, strategic objectives, and indicators for community safety aligned to the White Paper.
 - White Paper outcomes are integrated into the reporting and monitoring mechanisms of the province and the province's programme of action.

To realise the 'whole of society' approach proposed by the White Paper, every line function department, as well as every provincial and local sphere of government, must align its strategic plans and annual performance plans to the outcomes of the White Paper.

The White Paper advocates a 'bottom up' approach and emphasises the importance of provincial and national strategic priorities being informed by local needs and priorities. Central to this process is ensuring that needs assessments of local communities through local government are integrated into provincial strategic plans and that provincial needs and priorities inform national strategic planning and frameworks.

The strategy development process must therefore ensure that departments do not act in silos. The provision of services and delivery of programmes must be maintained through an integrated planning process to ensure integrated service delivery.

National line function departments and spheres of government at provincial and local level should ensure strategic planning is evidence-based, relevant and appropriate to achieve the community safety outcomes identified in the White Paper.

Implementing departments and institutions must ensure their strategic plans and annual performance plans are directed towards achieving the outcomes of the White Paper and are aligned to the approach, principles and thematic areas and indicators. This can be achieved through:

- ➔ Developing performance indicators for community safety that address and incentivise integrated planning and implementation.
- ➔ Ensuring strategic plans are aligned to the monitoring framework developed by the government department responsible for planning, monitoring and evaluation.
- ➔ Integrating compliance with strategic planning requirements, implementation and reporting frameworks in the scope of the review of functions of the Auditor-General.
- ➔ Integrating obligations into performance management instruments and agreements at a departmental and individual level.

3.3 Sufficient budgets and resources allocated to community safety, crime prevention and violence prevention

Government departments must allocate sufficient budgets and resources to support implementation of the White Paper.

- ➔ Strategies and plans must be costed, supported by resource allocation plans, address cross-sectoral issues and disjunctures between financial budgeting and sectoral planning.
 - Efforts to mobilise alternative sources of funding and resources need to be integrated into strategic planning processes.
 - KPIs in strategic plans are linked to outputs, which are matched to expenditure.
- ➔ Funding models for the NPO sector address full costs of programmes.
- ➔ Community safety, crime prevention and violence prevention is mainstreamed into existing capacity development initiatives.



Given the current fiscal environment, alternative sources of funding and support should be explored to support implementation of the White Paper. The issue of resourcing is not limited to financial resources for delivery of crime and violence prevention services but includes capacity development, research and technical support and development of systems (e.g. for information management and dissemination).

Government departments need to work smarter by doing the following:

- ➔ Reviewing ineffectual programmes and redirecting spending;
- ➔ Mobilising alternative sources of funding; and
- ➔ Working in a more integrated manner to address duplication and wasteful expenditure.

Mechanisms to address funding and resourcing include:

- ➔ Ensuring existing funding mechanisms, financial programmes, infrastructure grants, urban upgrading programmes, social development and educational programmes, job generation and skills development initiatives are effectively channelled towards community safety outcomes at the local level.
- ➔ Integrating a focus on community safety in current capacity building initiatives (DCoG).
- ➔ Sourcing funding from SETAs for capacity building.
- ➔ Engaging Public Works and DCoG to develop guidelines to institutionalise crime and violence prevention in existing programmes: Expanded Public Works Programme (EPWP) and Community Work Programme (CWP).
- ➔ Engaging the Department of Justice and Constitutional Development (DOJ&CD) and the Department of International Relations and Cooperation (DIRCO) to channel bi-lateral and donor aid to support community safety, crime prevention and violence prevention.
- ➔ Directing funding to crime and violence prevention from state funding agencies (National Lotteries, National Youth Development Agency, Department of Trade and Industry) to crime and violence prevention.

3.4 Implementation mechanisms are capacitated and resourced

The White Paper proposes a range of implementation structures to operationalise the White Paper. A key requirement for the effective functioning of coordination and implementation mechanisms is the appropriate resourcing and equipping of these mechanisms to execute their functions. This includes the allocation of dedicated staff with requisite authority and skills to discharge their mandates effectively at national, provincial and local government level.

3.4.1 Strengthen the capacity of the department responsible for planning, monitoring and evaluation

The White Paper sets out the need to strengthen this function with personnel with the requisite skills, resources and authority to perform functions in respect of the White Paper.

The strategic intent of this is to:

- ➔ Establish a national focal point to drive the institutionalisation of the White Paper across government.
- ➔ Facilitate alignment of the White Paper with existing monitoring and evaluation functions.
- ➔ Institutionalise evidence-based planning and provide an institutional home with authority to engage line function departments.
- ➔ Strengthen the focus on crime and violence prevention in the MTSF and integration across outcome-based monitoring systems.

The responsibilities of this department include:

- ➔ Developing a holistic monitoring and evaluation framework, which will include specific indicators and measures to track progress against system and thematic outcomes. The development of a holistic monitoring and evaluation framework will have to be undertaken in collaboration with the other spheres of government, including relevant line departments.
- ➔ Coordinating reporting of national, provincial and local government against the Monitoring and Evaluation Framework.
- ➔ Ensuring integration of safety, crime prevention and violence prevention outcomes within government's strategic framework.
- ➔ Facilitating the development of an integrated data and information management system and protocols for information sharing between different spheres of government.

These functions require a specialised functional capacity that has the following:

- ➔ A mandate to leverage specialised resources and facilitate decision-making;
- ➔ Expertise to address the efficiency and technical quality of policy implementation and monitoring and evaluation; and
- ➔ Authority to convene and manage processes of engagement and consultation.

The structure of this function (whether as a separate unit or located within an existing directorate) and its relationship to the Evaluation Unit and MTSF Outcome 3 functions should be clarified.

3.4.2 Establish a national centre for community safety, crime and violence prevention

The White Paper proposes the establishment of a National Centre for Crime and Violence Prevention.

The objectives of this centre, as outlined in the White Paper, are to:

- ➔ Provide expertise and support in the development of policies, strategies and plans.

- ➔ Mobilise resources needed to sustain safety, crime prevention and violence prevention activities.
- ➔ Facilitate shared learning and the development of partnerships.
- ➔ Monitor implementation of the White Paper and conduct evaluations.
- ➔ Collate and analyse data.
- ➔ Provide a central repository of knowledge and information.

Core competencies identified include strong research and analytical capacity and systems to identify trends and best practices, the ability to analyse the effects of interventions on policy, to evaluate projects, disseminate results and provide training and technical assistance.

The recommended skills required for effectively executing the above-mentioned functions are the following:

- ➔ Adequate knowledge of the safety, crime prevention and violence prevention environment.
- ➔ Policy analysis skills.
- ➔ Monitoring and evaluation expertise.
- ➔ Planning and applied research skills.
- ➔ Knowledge of intergovernmental relations.
- ➔ Data analytics skills and the ability to handle strategic information.
- ➔ Project management skills.
- ➔ Effective communication and writing skills.

i. Motivation for the centre

The primary objective of the centre is to promote large-scale use and sustainability of evidence-based crime and violence prevention programmes in South Africa, in order to:

- ➔ Influence strategy, plans and budgets through the provision of technical support.
- ➔ Develop a knowledge base through research and evaluation of crime and violence prevention programmes.
- ➔ Mobilise and channel resources towards evidence-based programmes.
- ➔ Capacitate government, civil society organisations and communities to implement crime and violence prevention programmes.

ii. Functions of the centre

The functions include the following:

- ➔ Providing expertise and support in the development of policies, strategies and plans to the following role-players:
 - To government through technical support in development of new strategies and plans and the review/assessment of existing strategies/plans;
 - To NGOs through technical support in the development of programmes, implementation and monitoring and evaluation;
 - To the corporate/donor sector by linking with stakeholders, NGOs, communities and government through:
 - Capacity building, training and on-going coaching/support to government, NGO and community practitioners.
 - Development of tools such as toolkits and accessible information on programme design, implementation and monitoring and evaluation.
 - Funding promising projects.
 - Conducting implementation research that links programme design, evaluation and implementation.

- ➔ Mobilising resources needed to sustain safety, security and crime and violence prevention activities.
 - Secure and channel funding from donors, government and state funding agencies for training, capacity building and interventions.
- ➔ Facilitating shared learning and development of partnerships.
 - Conduct research on 'what works' (with civil society by commissioning research and evaluations);
 - Draw on and disseminate research from civil society, academia and international and continental sources;
 - Facilitate relationships with implementers, practitioners, academics and government to ensure implementation of evidence-based programmes;
 - Foster collaborations across academic, government, civil society and private sector through:
 - Dialogues to identify research priorities and share information.
 - Partnerships for multi-sectoral implementation research.
 - Training to build capacity for research and analysis, and practice.
 - Information sharing.
 - Funding.
- ➔ Monitoring implementation and conduct evaluations
 - Commission research and evaluations.
- ➔ Collating and analysing data
 - Collect and analyse data.
- ➔ Provide a depository of knowledge and information.
 - Develop a knowledge base, which is accessible to all practitioners and communities.²⁴

iii. Approach

The Centre should not be an academic research entity. Rather, it should draw on the knowledge of academia and implementers (practitioners in government and civil society), and the real experiences of delivery of programmes in communities. The Centre will draw on academics and research institutions with expertise in evidence-based evaluation measures and methods.

iv. Implementation

A business model and plan should be developed by the CSPS with responsible departments and sector experts, setting out in detail the operation of the Centre. It should address the following:

- ➔ Governance arrangements (i.e. board, management, committee advisory groups – statutory, civil society, donor agencies and academic communities).
- ➔ Accountability/reporting systems (reporting arrangements, alignment with existing structures/units).
- ➔ Location.
- ➔ Structure (management structure and core components required are research, capacity building and training, financial management, and knowledge management).
- ➔ Budget and resources (funding proposals such as seed funding from the donor sector).
- ➔ Activities and timeframes for the following:
 - Establishing the centre.
 - Securing funding and resources (financial, human resources and technological requirements) through engagement with National Treasury and responsible departments.

²⁴ Integrating existing initiatives such as the SaferSpaces portal developed by GIZ VCP.

- Clarifying intergovernmental and inter-sectoral partnerships.
- Developing protocols/MOUs with government departments, spheres of government, donor, corporate sector, academic and research institutions.
- A business plan setting out activities and timeframes, e.g.:
 - Auditing existing programmes.
 - Defining a basket of services/ programmes.
 - Costing programmes.
 - Developing a funding model with 'accreditation'/criteria for funding the centre.
 - Embedding evidence into norms/standards for government funded programmes.
 - Alignment of funding and capacity building initiatives in government.
 - Developing training models and programmes.

3.4.3 Capacitate the Office of the Premier

Each Office of the Premier should include the capacity to coordinate, monitor, and evaluate implementation of the White Paper.

This is motivated by the need to ensure that coordination and implementation of the White Paper is driven at the highest level across provinces and includes the following key activities:

- ➔ Promoting alignment to strategic planning processes and monitoring and evaluation systems to ensure a whole of province approach to implementation of the White Paper;
- ➔ Providing support to the technical committee of Premier's IGR forum to drive White Paper implementation.

The nature of this capacity may vary from province to province. Existing structures and mechanisms in respective Offices of the Premier need to be explored and this function may be integrated into existing directorates/units where appropriate.

This proposal does not preclude functions for provincial departments of community safety and other operational structures (i.e. JCPS structures and SAPS Joints). These departments and structures will retain responsibility for executing the White Paper implementation within their respective mandates and competencies. However, co-ordination, oversight and accountability mechanisms for the White Paper must be integrated and inclusive of all sector departments at a provincial level, requiring coordination at the highest level in the province.

3.4.4 Strengthen municipal capacity

Municipalities should have a dedicated capacity to coordinate crime and violence prevention, which is institutionalised into the municipal organogram and appropriately resourced with adequate funding and senior professional staff with requisite skills.

i. Location

- ➔ District and local

This capacity must be located at the level where it can facilitate alignment across different municipal services and the IDP. Noting the challenges experienced by small and rural municipalities, it may not be feasible for such municipalities to establish a dedicated unit. Hence, in such instances, this function should be located at a district level.

- ➔ Municipal manager's office

The municipal manager as accounting officer should drive this function. The location of the coordination function in municipalities should facilitate:

- An inter-sectoral focus with municipal-wide application across municipal departments.
- Integration with the IDP and strategic management systems of the municipality.
- Data collection and management across the municipality and other stakeholders.

- Leadership and authority to drive coordination and collaboration.
- Oversight and accountability.
- Alignment of monitoring and performance management systems.
- Institutionalisation without politicisation.

ii. Structure

Given the diversity of arrangements across district and metropolitan municipalities, existing structures and units may exist that can perform or support this function.

The establishment of this function will require some legal authority, support and consensus and will require engagement with provinces and organised local government. This can be addressed in guidelines and facilitated through existing IGR forums (presidential, national and provincial IGR forums).

It is advisable to adopt an incremental approach that considers mobilising well-resourced municipalities and a targeted approach that identifies hotspots for priority support and intervention, where funding and capacity are required.

iii. Functions

Core functions include:

- ➔ Supporting implementation of the White Paper at local level.
- ➔ Developing and coordinating implementation of the municipal community safety strategy.
- ➔ Facilitating institutional arrangements to:
 - Align with municipal policies, strategies and priorities; provincial and national policy frameworks, plans and strategies.
 - Promote integrated safety planning and evidence-based planning within the municipality.
 - Review instruments (regulations, codes, policy, by-laws) to determine whether they are outdated or adequate but require review.
 - Provide training and capacity development.
- ➔ Managing stakeholder involvement.
- ➔ Monitoring and evaluation.
- ➔ Conducting safety audits, ward profile audits and developing community safety plans.
- ➔ Undertaking and commissioning research and surveys.
- ➔ Undertaking programmes and interventions.

3.5 Institutionalising Intergovernmental Cooperation Systems

One of the key issues identified that affects the implementation of integrated crime and violence prevention strategies is poor intergovernmental planning and delivery.

Whilst acknowledging that intergovernmental structures are forums for intergovernmental consultation and not executive decision-making bodies (section 32, IGRF Act), intergovernmental structures can play a key role in securing consensus and coordinating and monitoring implementation of the White Paper. Challenges identified affecting poor integration in planning and service delivery include:

- ➔ A plethora of policy and strategy instruments has created a range of structures responsible for coordination of crime and violence prevention initiatives in government that are not adequately aligned or coordinated. The creation of additional forums has overburdened officials having to attend a multiplicity of forums.
- ➔ Existing IGR forums are not aligned to facilitate the inter-sectoral coordination required by the White Paper (thematic areas extend across current cluster formations) or coordination between spheres of government (national, provincial and local) on community safety. Existing IGR forums are aligned to national ministerial portfolios

(e.g. MINMEC), which engages provinces and between MECs and members of mayoral committees in particular portfolios at a provincial level.

- ➔ A 'silo' approach does not facilitate inter-sectoral planning or address the need for greater coordination across spheres of government. Specific ministries or departments assigned to coordinate crime and violence prevention initiatives have also faced challenges in the ability to hold other departments accountable.

3.5.1 Strengthening intergovernmental forums to facilitate effective coordination for implementation of the White Paper

Strengthening intergovernmental forums (see section 3.1.) will strengthen horizontal and vertical coordination for the implementation of the White Paper across government.

i. Clarifying terms of reference for IGR forums

Providing clear terms of reference for IGR forums can strengthen consultation and the coordination of implementation of the White Paper.

The following IGR forums can play a key role overseeing and promoting coordination of the White Paper.

Presidential Coordinating Council

Role: Integration of White Paper into national, provincial and local government strategic frameworks.

- ➔ Provide consultation on White Paper implementation plan.
- ➔ Facilitate coordination in implementation of the White Paper at national, provincial and local level.
- ➔ Facilitate alignment of the White Paper with national, provincial and local government strategies and plans.
- ➔ Monitor performance by receiving reports from intergovernmental forums on the status of implementation of the White Paper.
- ➔ Monitor integration of the White Paper into provincial and local government strategic frameworks.

Outputs:

- ➔ Adopt resolutions supporting White Paper implementation.
- ➔ Develop and monitor the implementation protocol on the White Paper between national, provincial and local government.

Outcome:

- ➔ Build consensus and ensure policy coherence in addressing crime and violence prevention across government.

National intergovernmental forums

Role: Coordination and alignment of national and provincial government implementation of the White Paper.

- ➔ Facilitate coordination and alignment of the White Paper between national and provincial government departments.
- ➔ Receive reports on the status of implementation of the White Paper.
- ➔ Monitor integration of the White Paper into provincial government strategic frameworks.
- ➔ Facilitate coordination and alignment of priorities and strategies across national and provincial government.

Outputs:

- ➔ Adopt resolutions supporting White Paper implementation.
- ➔ Develop and monitor the implementation protocol on the White Paper coordination between national and provincial government departments.

Premier Intergovernmental Forum

Role: Coordination and alignment of provincial government implementation of the White Paper and alignment with provincial government strategy.

- ➔ Facilitate coordination and alignment of the White Paper within provincial government departments.
- ➔ Receive reports on the status of implementation of the White Paper from provincial government departments.
- ➔ Monitor integration of White Paper into provincial government strategic frameworks and provincial departments.
- ➔ Facilitate coordination and alignment of priorities and strategies across provincial government.

Outputs:

- ➔ Adopt resolutions supporting White Paper implementation.
- ➔ Develop and oversee the implementation protocol on White Paper coordination within provincial government.

Provincial intergovernmental forums

Role: Coordination and alignment of provincial and local government implementation of the White Paper.

- ➔ Facilitate coordination and alignment of the White Paper between provincial and local government.
- ➔ Receive reports on the status of implementation of the White Paper from district and local municipalities.
- ➔ Monitor integration of the White Paper into district and local municipalities' strategic frameworks and IDPs.
- ➔ Facilitate coordination and alignment of priorities and strategies between provincial and local government in the province.

Outputs:

- ➔ Adopt resolutions supporting White Paper implementation
- ➔ Develop and oversee the implementation protocol on White Paper coordination between provincial government departments and municipalities.

District intergovernmental forum

Role: Coordination and alignment of provincial and local government implementation of the White Paper.

- ➔ Facilitate coordination and alignment of the White Paper within district municipalities.
- ➔ Receive reports on the status of implementation of the White Paper from local municipalities.
- ➔ Monitor integration of the White Paper into local municipalities' strategic frameworks and IDPs.
- ➔ Facilitate coordination and alignment of priorities and strategies between district and local municipalities.

Outputs:

- ➔ Adopt resolutions supporting White Paper Implementation
- ➔ Develop and monitor the implementation protocol on White Paper coordination between district and local municipalities.

ii. The development of implementation protocols monitored by intergovernmental forums to coordinate performance and functions in respect of the White Paper.

The IGRF Act makes provision for the development of implementation protocols to facilitate implementation of policy and delivery of services, which require the participation of organs of state in different governments.²⁵

To support the effective functioning of these forums and focus on White Paper implementation, protocols should be developed between government departments and spheres of government to entrench and support institutionalisation of the White Paper.²⁶ The implementation protocol should be entrenched within the mandate of the appropriate intergovernmental forum.

Implementation protocols for the White Paper should be aligned to the White Paper implementation framework and address:

- ➔ Obligations, roles and responsibilities of different departments and spheres of government.
- ➔ Priorities, aims and desired outcomes.

25 'Where the implementation of a policy, the exercise of a statutory power, the performance of a statutory function or the provision of a service depends on the participation of organs of state in different governments, those organs of state must co-ordinate their actions in such a manner as may be appropriate or required in the circumstances, and may do so by entering into an implementation protocol.' (section 35 (1), IGRF Act)

(2) An implementation protocol must be considered when-

(a) the implementation of the policy, the exercise of the statutory power, the performance of the statutory function or the provision of the service has been identified as a national priority;

(b) an implementation protocol will materially assist the national government or a provincial government in complying with its constitutional obligations to support the local sphere of government or to build capacity in that sphere;

(c) an implementation protocol will materially assist the organs of state participating in the provision of a service in a specific area to co-ordinate their actions in that area; or

(d) an organ of state to which primary responsibility for the implementation of the policy, the exercise of the statutory power, the performance of the statutory function or the provision of the service has been assigned lacks the necessary capacity. (s 35(2) IGRF Act)

(3) An implementation protocol must-

(a) identify any challenges facing the implementation of the policy, the exercise of the statutory power, the performance of the statutory function or the 25 provision of the service and state how these challenges are to be addressed;

(b) describe the roles and responsibilities of each organ of state in implementing policy, exercising the statutory power, performing the statutory function or providing the service;

(c) give an outline of the priorities, aims and desired outcomes;

(d) determine indicators to measure the effective implementation of the protocol;

(e) provide for oversight mechanisms and procedures for monitoring the effective implementation of the protocol;

(f) determine the required and available resources to implement the protocol and the resources to be contributed by each organ of state with respect to the roles and responsibilities allocated to it;

(g) provide for dispute-settlement procedures and mechanisms should disputes arise in the implementation of the protocol;

(h) determine the duration of the protocol; and

(i) include any other matters on which the parties may agree.

(a) consistent with any provisions of the Constitution or national legislation applicable to the relevant policy, power, function or service; and

(b) in writing and signed by the parties.

(5) Any organ of state may initiate the process for the conclusion of an implementation protocol after consultation with the other affected organs of state.

(6) The implementation of the protocol may be co-ordinated by an appropriate intergovernmental forum (section 35(3) IGRF Act).

26 'The co-ordination of governmental actions may be done by entering into an implementation protocol, which may be co-ordinated by an intergovernmental forum, and must be considered when:

- Implementation of a policy, exercise of a statutory power, performance of a statutory function or provision of a service has been identified as a national priority;
- An implementation protocol will materially assist national government or provincial government in complying with its constitutional obligations to support local government or to enhance the capacity of that sphere;
- An implementation protocol will materially assist organs of state in coordinating their actions in providing a specific service; or

An organ of state to which primary responsibility for implementation of a policy, exercise of a statutory power, performance of a statutory function, or provision of a service has been assigned lacks the necessary capacity' (section 35, Intergovernmental Relations Framework Act of 2005).

- ➔ Indicators for effective implementation.
- ➔ Oversight mechanisms for monitoring effective implementation.
- ➔ Required and available resources to implement the protocol and resources to be contributed by each organ of state in respect of the roles and responsibilities allocated to it.
- ➔ Dispute settlement procedures and mechanisms.

These arrangements should be institutionalised through protocols and MOUs between government departments, provincial government departments and local municipalities that set out commitments, including activities, budgets and co-ordination modalities.

iii. Strengthening technical support structures

The technical forums supporting the political forums listed above should be capacitated and resourced.

Technical support structures to IGR forums are key in ensuring alignment between political processes and the administration. IGR forums responsible for the White Paper must be supported by technical structures at all levels to ensure decisions and resolutions at the political level are integrated into departmental processes.

Intergovernmental forums should be supported by well-resourced intergovernmental technical support structures consisting of senior officials representing the governments and organs of state participating in the intergovernmental forum (section 30, IGRF Act).

3.6 Evidence-based planning and implementation

3.6.1 Strategic planning must be knowledge based

Planning must be informed by an analysis of needs for the alignment of current strategies, plans, programmes and interventions with the White Paper.

Strategic planning must be knowledge based:

- ➔ Line function national department strategies (informed by needs assessments and integrating provincial and local needs and priorities)
- ➔ Provincial strategies (informed by provincial profiles and needs assessments and integrating local needs and priorities)
- ➔ Municipal strategies (informed by community safety plans and audits).

Comprehensive needs assessments will identify gaps and challenges in current strategic plans and resource provision and inform:

- ➔ Alignment/amendment of existing plans or development of new plans with the White Paper.
- ➔ Alignment/development of programmes and interventions to address gaps or challenges identified.
- ➔ Identification of legislative/regulatory, resource or budgetary limitations that require redress.
- ➔ Intergovernmental cooperation and collaboration requiring attention.

This applies to:

- ➔ Line function departments, whose plans should be informed by information from provincial, district and local level.
- ➔ Provinces, in development of provincial profiles of the safety, crime and violence concerns in their respective provinces.
- ➔ Local government, in conducting community safety audits of crime and violence in communities and community safety plans to inform municipal safety plans and provincial profiles.

Strategy and policy gaps identified in the needs analysis will inform the process of alignment of departmental and sector strategies.

Effective planning and strategy development is contingent on reliable information and data. Integrated, reliable information management systems are an essential component of the strategic planning process.

3.6.2 Strategies, interventions and programmes must be evidence-based

Interventions and programmes must be evidence-based, relevant to local contexts, informed by local needs and integrate monitoring and evaluation and learning components.

The White Paper advocates a knowledge-based approach, requiring that interventions and programmes employed must be based on demonstrated and proven results and integrate monitoring and evaluation to enable continued learning and improvement, strengthening accountability and effectiveness.

'Strategies and interventions must be evidenced-based and informed 'by a broad, multidisciplinary foundation of knowledge about crime problems, their multiple causes and promising and proven practices'. A comprehensive strategy must draw on approaches and interventions that have been rigorously evaluated and shown to be effective in achieving specific crime, violence prevention, or safety outcomes.

Evidence of what works in social crime and violence prevention demonstrates the importance of addressing the risk factors for crime and violence as highlighted in the key themes of this White Paper. This includes early childhood interventions, school-based programmes, youth and family level interventions, strategies to deal with violence against women, community level interventions, improving the efficiency, effectiveness and accountability of the criminal justice system, controlling the availability of firearms, and safety through environmental design.'

(2016 White Paper on Safety and Security)

The availability and collection of data is a critical component in conceptualisation, design, implementation and evaluation of strategies and interventions.

3.6.3 Reliable, inter-sectoral, disaggregated data must be accessible and inform planning

The collection of reliable data to inform evidence-based interventions is an essential component of the crime and violence prevention approach advocated in the White Paper and must be available and accessible through inter-sectoral data management systems.

The White Paper emphasises the importance of reliable information for the effective planning, delivery and monitoring of implementation:

The ability to effectively plan and monitor implementation of the White Paper and assess delivery is predicated on reliable data.

Reliable and up-to-date data must be collected across the range of departments and sectors to:

- ➔ Identify and define the incidence and prevalence of crime and violence reported and unreported;
- ➔ Identify the scale, scope and location of safety problems;
- ➔ Identify specific risk and protective factors (when and where problems occur, who is involved to assist in understanding patterns and trends, and likely causal factors);
- ➔ Identify availability and gaps in services and delivery;
- ➔ Assess effectiveness of the allocation of resources;
- ➔ Identify, develop and test interventions, which can then be implemented; and
- ➔ Evaluate what works and develop a depository of evidence-based knowledge for future use.

Data must be disaggregated to facilitate analysis and identification of drivers and risks factors

- ➔ On-going data that can be disaggregated by age, gender, relationship, geography, and a range of other measures, is essential to accurately develop and adapt, relevant local, provincial and national policies, strategies and plans.
- ➔ Official data collected from other sources (e.g. public health information from hospitals, clinics, mortuaries and emergency and trauma units on injuries, accidents and deaths, drug and alcohol use and mortality) provide important data to inform the analysis of crime and violence. This data should reflect not only direct safety indicators but also include progress on addressing risk and protective factors, as indicated above.

Data collection must be on going and institutionalised into current reporting arrangements

- ➔ Safety is not static, and social and structural factors that contribute to crime and violence may change over time. Where required, the capacity of departments should be increased to ensure the on-going collection and utilisation of accurate data.

Data systems must be integrated and accessible

- ➔ Data systems must allow for integrated analysis and effective monitoring. This is critical in identifying blockages and gaps in service delivery, and ensuring integrated service provision. Such systems will allow for flow of data across departments and spheres of government facilitating and supporting reporting arrangements. Data should be accessible to bona fide research and civil society and community organisations. Protocols must be established to facilitate integration, management, distribution, analysis and sharing of data.

3.7 Programmes and interventions are aligned to the approach and themes of the White Paper

Programmes and interventions must be responsive, accessible and of high quality and promote integrated service delivery.

Programmes and interventions must be accessible

- ➔ Programmes and services must be available to those who need them (resourced by an adequate number of service providers and funded partnerships with NPOs).
 - Members of the public must be aware of and know how to access programmes and services.
 - Services must be available at required times.
 - Services must be accessible to vulnerable groups.
 - Services must be accessible to remote and rural communities.

Programmes and services must be equitably distributed and based on evidence of need

- ➔ Delivery must be informed by needs assessments, provincial profiles and local audits including assessment of risk, need and demand and an audit of current programmes and interventions.
- ➔ Programmes and services must be developmental and address:
 - Primary, secondary and tertiary levels.
 - Risk, protection and resilience factors at individual, family, community, societal and macro-structural levels.
 - Context appropriate interventions for categories of vulnerable and at risk target groups.
- ➔ Services must be integrated, providing a continuum of care and support between service departments.

Programmes must be of high quality and subjected to:

- ➔ Norms and standards.
- ➔ Oversight and quality assurance mechanisms.
 - Interventions and programmes must be provided by trained and capacitated service providers.
 - Service providers must be equipped and trained.
 - Services providers must be accredited and vetted.

Programme service delivery must be integrated (interdepartmental and intersectoral)

- ➔ Programme service delivery must be supported by
 - MOUs.
 - Service delivery agreements.
 - Joint programmes and partnerships.
 - Protocols.
 - Established referral pathways.

3.8 Active public and community participation

The White Paper promotes an 'all of society' approach recognising the key role of communities and encourages partnerships with civil society and private sector.

The NDP recognises active citizenry and coordinated partnerships as key components of a sustainable strategy for citizen safety.

The White Paper recognises the importance of state parties working with non-state bodies to establish safety needs and develop strategies to address them. It proposes the development of sustainable forums for coordinated and collaborative community participation; public participation in the development, planning and implementation of interventions; and public and private partnerships to support safety, crime prevention and violence prevention.

The White Paper entrenches active citizenry and coordinated partnerships as key components of sustainable strategies for community safety by integrating them as both systemic requirements and thematic areas and assigns responsibility for facilitating this to all spheres of government (see section 2).

The institutionalisation of community participation in community safety is further entrenched through recommendations in this Framework including:

- ➔ The development of process indicators for community participation.
- ➔ The integration of strategies in guidelines that embed community involvement (e.g. community safety audits and the development of community safety plans).
- ➔ Provision of resources to capacitate communities.
- ➔ Strengthening of legal and policy frameworks to entrench meaningful engagement.

Institutionalisation is further entrenched through thematic interventions (discussed below), which require:

- ➔ Active public and community participation in the development, planning and implementation of interventions addressing community safety, crime prevention and violence prevention.
- ➔ Facilitation of sustainable forums for coordinated, collaborative action and ongoing participation.
- ➔ Public and private partnerships to support programmes and interventions (see section 4.6).

Notes

[illegible]

SECTION 4

THEMATIC AREAS



SECTION 4: THEMATIC AREAS

The White Paper sets out key thematic areas for intervention to achieve safer communities. The thematic areas build on the approach of the White Paper, which recognises that crime and violence result from a combination of factors and the need for interventions that address these factors at the individual, family, community and societal level.

The thematic areas are interdependent and interrelated, requiring a holistic approach to implementation. This section sets out key interventions to achieve thematic interventions.

4.1 An effective justice system

4.1.1 Efficient, responsive and professional criminal justice sector

(Departments responsible for planning, monitoring and evaluation, DSD, SAPS, NPA, DOJ&CD, DCS, Legal Aid, DoH, Department of Women, CSPP, provincial and local government).

i. Integrated justice system and improved criminal justice system

See strategies addressing Integrated Justice System and Improved Criminal Justice System, and White Paper on Police Implementation Plan.

ii. Strategies addressing violence against women and children, and vulnerable groups

Strategies addressing violence against women, children and vulnerable groups must align policies and plans to address crime and violence against women and children and vulnerable groups into one coherent plan of action across government.

These include but are not limited to:²⁷

- ➔ Strengthening the national policy framework required to guide implementation of Criminal Law (Sexual Offences and Related Matters Amendment Act to address operationalisation and implementation methods).
- ➔ Fast tracking the development, implementation and monitoring of the national strategic plan for GBV.
- ➔ Addressing the disjuncture in various plans on violence against women and children, vulnerable groups and gender-based violence.
- ➔ Finalising the review and implementing the programme of action addressing violence against women and children.
- ➔ Reviewing and strengthening the National Strategic Plan on Shelters.
 - Ensuring strategies and plans address primary, secondary and tertiary interventions.
 - Ensuring strategies and plans address risk factors at individual, relationship, community and societal level.
 - Ensuring strategies are linked with other social justice efforts to ensure an integrated approach.
 - Ensuring programmes and interventions are evidence-based.

Effective coordination of intra-, inter-departmental and inter-sectoral (with civil society) planning and implementation

- ➔ Integration of VAWCVG into the strategic plans of all government departments and tiers of government.
- ➔ Budgeting for and resourcing VAWCVG programmes.
- ➔ Institutionalising and capacitating functional VAWCVG coordination mechanisms.
- ➔ Providing integrated service provision through effective information management, surveillance and tracking of services and cases through health, social development and criminal justice systems.

²⁷ All forms of violence as defined by WHO including cyber security and online safety.

- ➔ Improving coordination between SAPS and the NPA during investigations and prosecutions to service victims and conviction rates
- ➔ Facilitating seamless integrated service delivery with information management systems.
- ➔ Providing reliable statistics with data disaggregated, integrated, collected and shared between stakeholders.

Providing infrastructure, training, personnel and resources

- ➔ Training police, health care and social workers, and service providers on effective investigation, management of sexual offences, and GBV cases; the rights of victims; sensitivity training when dealing with trauma and treatment of vulnerable groups.
 - Establish minimum norms and standards.
 - Establish external monitoring and evaluation of norms, standards and national instructions.
 - Reduce secondary victimisation.
 - Reduce high attrition rates.
- ➔ Providing timeous forensic services.
 - Implement Criminal Law Forensics Procedures Amendment Act.
 - Address backlogs in forensics.
 - Resource forensic units.
 - Ensure timeous collection and processing of forensic evidence.
 - Roll out DNA database.
- ➔ Providing dedicated budgets for service provision, infrastructure and operational costs in departmental votes.
- ➔ Ensuring all police stations have fully resourced, functional victim-friendly rooms.
- ➔ Providing training for prosecutors and magistrates on treatment of victims of GBV.
- ➔ Making provision for debriefing of court staff, police officers, social workers and health workers to address vicarious trauma and staff burnout.

Strengthening oversight and accountability mechanisms

- ➔ Reviewing performance management targets that promote perverse incentives not to register cases (turn away complainants) or not to prosecute cases.
- ➔ Strengthening citizen complaint mechanisms.
- ➔ Effectively monitoring police compliance with the Domestic Violence Act.
- ➔ Implementing mandatory electronic reporting systems.
- ➔ Providing clear consequences for noncompliance.

Improving access to justice

- ➔ Reducing barriers to reporting and access to services for vulnerable and marginalised groups such as language (immigrants, asylum seekers and human trafficking victims); police complicity or attitudes (sex workers); and barriers experienced by victims with intellectual and other forms of disability.
- ➔ Addressing barriers to reporting SGBV (e.g. victims turned away from police stations or referred to other police stations).
- ➔ Strengthening implementation of legislation and policies related to VAWCVG.
 - Effectively enforcing legislation dealing with the obligations of the police and criminal justice service providers.
 - Mandating the provision of services to victims such as the Domestic Violence Act obligation for SAPS to render assistance, the Criminal Law Amendment Act duty to report sexual offences committed with or against children or mentally disabled persons, the provision of services to victims (PEP and HIV testing of accused) and the right to apply for protection orders (Protection from Harassment Act).

- ➔ Strengthening the legal framework
 - Strengthen the Domestic Violence Act.
 - Strengthen and clarify the legal obligations of government to provide services to victims of violence and crime.
 - Finalise and implement legislation on victim services.
 - Strengthen the compliance requirements in national instructions addressing GBV.
- ➔ Increasing access to specialised sexual offences courts
 - Increase the number of sexual offences courts.
 - Increase access to remote and rural areas.
 - Develop a plan of action for implementation for courts addresses, resourcing, times frames, norms and standards for infrastructure, staffing and support services.
 - Resource and capacitate sexual offences courts.
 - Finalise and implement Minimum Standards on Sexual Offences Courts and Court Regulations (operationalise section 55A of the Judicial Matters Amendment Bill) with input from civil society.
 - Strengthen and implement national instructions to ensure compliance.
- ➔ Increasing access to Thuthuzela Care Centres
 - Address inefficiencies within the TCC model to improve effectiveness and operational efficiency and to ensure quality services to clients (uniformity in provision of essential services, availability of stakeholders, capacity, hours of operation, availability of services, accountability monitoring, benchmarking quality of services, integrated training, protocols and guidelines).
 - Expand footprint of TCCs.
 - Provide adequate staff, specialised forensic nurses, counsellors and legal services.
 - Improve access to services in rural and remote areas (trauma management models and satellite TCCs).
 - Increase awareness of TCCs amongst the population through education and awareness raising campaigns and signage.
 - Strengthen strategic partnerships with supporting facilities (e.g. shelters, economic empowerment initiatives) to ensure comprehensive care and services to survivors.
 - Integrate TCCs into the criminal justice system.
- ➔ Increasing and capacitating FCS units
 - Develop and apply recruitment criteria.
 - Conduct on-going mandatory specialised training and certification.
 - Implement quality assurance measures (oversight and evaluation).
 - Improve access to expert, specialised services by adopting a hybrid model utilising experts to enhance capacity.
 - Address staff burnout and wellness.
 - Provide adequate resources and funding.
- ➔ Improving access to services for victims of domestic violence
 - Expand footprint of one-stop centres for victims of GBV and domestic violence addressing needs such as trauma counselling, health care, psychosocial support, shelter, policing and legal services.
 - Develop synergies and partnerships with police, health care workers and other service providers at all shelters.
 - Address compliance by police of obligations in respect of the Domestic Violence Act.
 - Strengthen oversight, accountability and sanctions for noncompliance (management and individual).
 - Clarify obligations of SAPS.

- Capacitate and train SAPS on obligations.
- Ensure SAPS stations are equipped with database of service providers.
- Ensure effective oversight and monitoring of Domestic Violence Act noncompliance by SAPS.
- Increase access to support services for victims of domestic violence and family members.
 - Provide adequate, sustainable funding models addressing services and provision of shelters (DVA to be amended to ensure statutory duty to provide shelters).
 - Improve funding model for NPOs providing shelters.
 - Clarify obligations in respect of provision of shelters.
 - Provide access to services at shelters (e.g. psychosocial support, therapeutic services, substance abuse treatment, skills development and life skills, economic opportunities to reduce vulnerability and build resilience).
 - Address needs of children at school and in childcare.
 - Address provision of emergency and transitional housing.

(See additional information section 4.3)

Strengthen monitoring and evaluation of the criminal justice system

- ➔ Developing and monitoring improvement plans and strategies.
 - Revise performance indicators

Implementing a human rights based approach to sex work

- ➔ Decriminalising sex work
 - Ensure that law reform recognises sex work as a legal form of employment.
- ➔ Integrating protections on the rights of sex workers (as an identified vulnerable group) in national strategic plans across the criminal justice system.
- ➔ Developing comprehensive strategies supporting the rights of sex workers to access health services, psychosocial and other government services.
- ➔ Effectively implementing the South African National Sex Worker HIV Plan 2016–2019.
- ➔ Aligning SAPS operating procedures and national instructions on sex workers with a human rights approach.
 - Training of SAPS members.

Providing a Responsive Child Protection System

- ➔ Improving provincial planning and implementation (as required by the Children's Act)
 - Ensure provincial plans reflect the reality of the province and ensure sufficient child protection services in provincial strategies.
 - Address challenges and gaps in the supply of child protection services in provincial plans of action.
- ➔ Effectively identifying children at risk
- ➔ Conduct on-going training on standardised assessment tools to measure post-traumatic stress disorder, anxiety, depression and parenting capacity to enable identification of targeted interventions (how to identify children at risk; assess the needs of children and the capacities of caregivers to create a conducive environment for safety and recovery).
 - Conduct risk assessments.
 - Develop assessment tools.
 - Implement or develop protection plans (for services and interventions).

➔ Improving collaboration and coordination between social service and mental health practitioners

- Clarify roles and responsibilities.
- Implement referral protocols.
- Increase services to children at risk.

➔ Increasing capacity to deliver services and programmes effectively

- Build social work practitioners' capacity with:
 - Procedures, manuals, protocols, tools.
 - Ongoing training and specialist training.
 - Improved capacity to identify, assess and respond to the complex nature of abuse and trauma.
 - An improved undergraduate training curriculum for social workers, auxiliary social workers and paraprofessionals on the child protection system.
- Increase the number of social workers.
 - Contract and train additional paraprofessionals, lay counsellors (to improve access and delivery of treatment and interventions).
 - Expand the footprint of NPO service providers.
 - Improve the funding model for NPOs (e.g. address programme funding, the disparity between DSD social worker and NPO social worker remuneration, overhead costs, operational and infrastructure costs).
 - Reflect needs on the ground in service level agreements.
 - Effectively disburse Criminal Asset Recovery Fund funding
 - Ring-fence funding
- Improve access to social workers:
 - In remote and rural areas.
 - After hours and over weekends.
- Provide oversight and supervision.
 - Increase the number of supervisor posts and fill posts.
 - Conduct regular and timeous case management reviews.
- Strengthen accountability.
 - Operationalise effective oversight, accountability and monitoring systems.
 - Conduct regular inspections to address procedural compliance and record management by DSD and the provincial DSDs.
 - Standardise provincial monitoring data reviewed by national DSD.
 - Ensure accountability for poor case management.

➔ Improving intersectoral collaboration with the criminal justice system

- Develop effective intersectoral planning mechanisms in provinces, districts and courts.
- Map services in districts (including prevention and early intervention programmes, child protection services, police services counselling and therapeutic services).
- Child care and protection forums meet, share, analyse child protection information and data, and monitor progress.
- Institute intersectoral implementation systems.
 - Multi-agency teams.
 - Inter-agency management systems.
 - Collaborative case management.

➔ Improving cooperation between social workers and police

- Conduct interagency case reviews.

- Implement notifications by SAPS to DSD of the whereabouts of perpetrators
- Report the number of perpetrators removed (section 153 of the Children's Act)
- Protect the rights of victims
 - Present and consider rights and views of victims during court processes (e.g. bail hearings).
 - Apply the Victims Charter
 - Place evidence of threats or intimidation before the court.

➔ Improving case management systems

- Implement efficient, integrated information management systems.
 - Disaggregate data.
 - Enter information timeously.
 - Strengthen surveillance and capacity to monitor cases, and assess resource allocation.
 - Develop an electronic case management system.
- Improve referral systems between DSD, DoH, Justice, JCPS and health sectors.
 - Operationalise tracking systems.
 - Improve response time.

➔ Increasing access to child court preparation support services

- Increase children's access to services.
- Increase the number of child court supporters.
- Improve the quality of programmes to ensure ongoing access to therapeutic and support services before, during and after trials for children and parents/caregivers.
- Capacitate and resource NPOs rendering services.
- Provide evidenced-based training to child court support services.

➔ Capacitating the child protection register system

Supporting children in conflict with the law

➔ Effective implementation of the Child Justice Act

- Train service providers and first responders.
- Register and refer child offenders to services.
- Increase access to social work and probation officers.

4.1.2 Effective, rehabilitation and reintegration programmes

i. Diversion

➔ Ensuring integrated service delivery

- Participation of all stakeholders and departments responsible for service provision (health, therapeutic services and family support, skills development, employment on release).
- Integration of DSD and DCS programmes (currently they work in silos, are not integrated and there is no continuum of service or support).

DCS, DSD, DOJ&CD, NPA, DoH

➔ Increasing the quality of diversion services to children

- Develop and implement independent oversight of child and youth care centres (CYCCs).
- Improve quality of reintegration and rehabilitation programmes at CYCCs.
- Improve the quality of diversion programmes (the basket of services must address the full needs of the child and adopt an integrated approach to care, support and treatment including aftercare and access to support services).

DSD, DoH, DCS, academia, civil society and experts

➔ Increasing access to diversion programmes for children

- Review funding model for diversion services.
 - Address deficits in funding models (include all costs including post funding, project funding, including individual, family and victim interventions and transport costs, monitoring and evaluation, work- based model, etc.).
- Increase the number of children diverted.

DSD, NPA, Legal Aid

➔ Strengthening the regulatory framework for adult diversion

- Develop and implement the DSD Framework for Delivery of Adult Diversion Services (with norms and standards).

DSD

➔ Increasing the use of diversion for adults

- Improve the availability of appropriate diversion programmes for adults (funding and regulatory model for NPOs providing services).
- Develop and implement NPA Guidelines on Adult Diversion.
- Train prosecutors and judicial officers on the use of diversion for adults.
- Address the challenges of enforcement of diversion orders.

DSD, DOJ&CD, NPA

➔ Increasing access to diversion services and programmes for adults

- Develop funding model for diversion services.
- Increase availability of appropriate diversion programmes for adults.

DSD, DOJ&CD, NPA

➔ Strengthening capacity to deliver diversion programmes for both children and adults.

- Train all service providers (DSD, NPOs and probation officers), prosecutors and judicial officers regularly.

DSD, DCS, NPA, DOJ&CD

➔ Improving the quality of diversion services

- Improve the assessment of clients to ensure the correct programme or package of services.
- Improve integration and coordination between service departments and service providers.
- Ensure availability of appropriate programmes (including substance abuse and therapeutic treatments).
- Clarify the role of municipalities – particularly those with metro police services and community courts – in respect of the provision of diversion programmes.

DSD, DOJ&CD, NPA

ii. Rehabilitation and reintegration

➔ Strengthening the policy framework for rehabilitation and reintegration

- Align the framework for rehabilitation and reintegration programmes (rehabilitation must integrate reintegration and the framework should work with the offender through the entire process, from arrest to release)
- Integrate rehabilitation and reintegration programmes into one process and ensure continuum in service and support.

DSD, NPA, DOJ&CD, Legal Aid, SAPS

➔ Ensuring an integrated approach to rehabilitation and the reintegration of offenders

- Participation of all stakeholders and departments responsible for service provision (health, therapeutic services and family support, skills development, employment on release), including former inmates and families of inmates.
- Integration of DSD and DCS programmes (currently working in silos, not integrated with no continuum of service or support).

- Professional diagnosis and assessment of inmates is conducted.
- Training of DCS and probation officers administering inmate assessments.
- Diagnostic tools and instruments improved and implemented.

DOJ&CD, DSD, DCS, local government.

➔ **Improving the quality of rehabilitation programmes and services**

- Staff and service providers administering rehabilitation programmes (correctional service programmes) are trained and capacitated.

DCS, DSD

➔ **Strengthening correction programmes and plans**

- Ensure access to trauma, family support and therapeutic services, employment and support services after release.

DCS, DSD, DoH, DoL, Economic Development, DTI, local government

➔ **Improving the quality of programmes and services**

- Implement a holistic approach.
 - The basket of services available should address all developmental aspects of an inmate's life: physical, mental, emotional and spiritual.

DCS, DSD, DoH

- Develop and implement norms and standards for services and service providers (addressing accreditation, quality assurance and evidenced-based programme delivery).

DSD, DCS

➔ **Resourcing NPO service providers**

- Develop and implement a resourcing model for NPOs to deliver rehabilitation and reintegration services.
 - Include resource training of service providers.
 - Align with other initiatives and programmes (e.g. EPWP and skills initiatives).
 - Resources to be timeously allocated.
 - Budgets to address all programme requirements.

DSD, DCS

➔ **Developing an integrated strategy addressing post-release plans for inmates**

- Address all components (living arrangements, employment placement, support services, health and wellbeing, skills and education).
 - Develop a strategy for integrated post-release plans informed by best practice and input from former incarcerated inmates and the families of inmates.
 - Develop indicators for pre-release plans.

DCS, DSD, DoH, DoL, Economic Development, DTI, local government

4.1.3 Effective restorative justice programmes and interventions

(DOJ&CD, NPA, DSD)

- ➔ Developing a new framework for the justice system by reviewing the punishment and correction approach and adopting a restorative approach that addresses issues of equitable justice.
- ➔ Develop a holistic strategy that is linked to early intervention, defines restorative justice as a process and paradigm rather than a standalone intervention and is aligned across the justice system.

Medium- to short-term

➔ **Strengthening the regulatory framework for restorative justice.**

- Develop and implement the policy and regulatory framework.
- Train probation offices, prosecutors and judicial officers on programmes and interventions.

➔ Improving access to restorative justice services

- Increase the number of qualified service providers
 - Allocate resources for external service providers
 - Train service providers
 - Create an accreditation body for service providers that accommodates all sectors (including community-based organisations) and specialisation.

➔ Improving the quality of restorative justice interventions

- Provide integrated service delivery
 - Integrate interventions with other support services and programmes for optimal effect.

4.2 Early intervention to prevent crime and violence and promote safety



➔ Strengthening the policy and legislative framework for early intervention

- Strengthen the legislative and policy framework for effective provision of crime and violence prevention and early intervention programmes.
- Integrate and align strategies and programmes for early interventions and crime and violence prevention.

Relevant stakeholders: All

➔ Increasing access to resources and funding

- Increase capacity to deliver early intervention and prevention programmes by providing existing functionaries with skills and capacity development in the public and NGO sector;
- Increase funding to early and primary crime and violence prevention interventions in government and to the NPO sector by providing additional social workers, auxiliary social workers, paraprofessionals and community workers and reviewing funding models for the NPO sector.
- Integrate the focus on crime and violence prevention into existing initiatives and programmes.

Relevant stakeholders include: DSD, DoH, provinces, DCoG, and funding and skills development entities (e.g. National Youth Development Agency, lotteries, Skills Development Agency, SETAs, CWP, EPWP).

4.2.1 A healthy start for infants and children, including the first 1000 days of life, preschool and school children, and their parents, caregivers and guardians

i. Comprehensive integrated ECD services

As a prerequisite children must have access to comprehensive, integrated early childhood development services.

- ➔ Implementing the policy framework for comprehensive, integrated early childhood development services
 - Implement the ECD policy.²⁸
 - Finalise the comprehensive strategy for securing provision of prevention and early intervention programmes to families, parents and caregivers and children
 - Increased access to high-quality early childhood development services.
 - Increased availability of early childhood development centres.
 - Increased accessibility to comprehensive social security services.

ECD Policy - DoH, DBE, DSD and partners

- ➔ Developing an integrated framework and system for child wellbeing²⁹, which includes safety, crime prevention and violence prevention.³⁰
- ➔ Increasing the enrolment and retention of children in ECD centres.
- ➔ Increasing access to quality, ECD centres.
 - Increase in number of ECD centres that meet registration and service requirements.
 - Improve safety of and in ECD centres (environmental, physical, psychological and emotional).
 - Improve oversight, support and regulation of ECD centres.
 - Improve quality of services provided at ECD centres.
 - Strengthen assessment/monitoring systems and feedback of ECD services and DSD.
 - Increase interaction between ECD centres, DSD services and parents.
 - Utilise ECD centres as sites to provide psychosocial and educational support and parenting skills classes and workshops to parents and caregivers.

DoH, DBE, DSD, local government, NPO sector

ii. Parent/caregiver support and capacity development

The prerequisite is safe, stable and nurturing relationships between children and parents/caregivers by equipping them for effective parenting and providing access to health care and psychosocial services to address intergenerational violence and abuse.

- ➔ Provision of holistic/integrated parent support services at all levels to ensure early intervention and targeted integrated programmes to reach vulnerable, at risk groups.
 - Provide effective risk screening of parents during pregnancy and access to antenatal care for vulnerabilities (health including mental health, social support and crime and violence risk factors).
 - Expand access to family and home-based support for pregnant women and children under two years of age.

²⁸ 'A safer and more inclusive society: Early childhood development investments bring about higher levels of positive self-regulation which lead to significantly less crime and greater public safety, reduced public violence, and greater social cohesion and civic participation' p 21, National Integrated ECD Policy. Available at: https://www.unicef.org/southafrica/SAF_resources_integratedecdpolicy.pdf.

²⁹ Provides for a process to develop this through an advisory committee of relevant departments, academic experts and practitioners with input from communities and NGOs.

³⁰ Which recognises the interconnectedness of many aspects of the child's environment/ecologies (individual, family, peer, school, community, societal/macro-structural) with the dimensions of child wellbeing (health, safety, positive relationships, effective educational learning; emotional, social, intellectual, psychological and material and physical wellbeing) from infancy, preschool, childhood and adolescence; addresses needs of vulnerable children; provides for a measurable strategy through which sectors and departments are held accountable; provides wellness indicators for children to ensure a common goal; and tracks child development and wellness holistically.

- Allocate resources to ensure risk screening, response and support services.
- Provide access to empathetic counselling and psychosocial support services for:
 - Pregnant women;
 - 'At risk' mothers;
 - Parents/caregivers of young children (0-2) years.
- Provide psychosocial support and information to parents and caregivers.
- Increase community health care initiatives.
- Increase funding for MCCW (mother and child community workers), CHCWs (community health care workers) and PHC (primary health care) counsellors/social workers.

DSD, DBE, DoH (e.g. ward-based outreach teams), local government health, social and community development services, private sector, NPO sector

➔ Improving referral pathways between departments and service providers.

- Ensure referral and support for parents of children is provided through service departments and community platforms, schools, ECD centres and early childhood learning centres (including nurseries, day care facilities) and service departments.
 - Training.
 - Awareness raising.
 - Protocols.
 - Supervision and oversight.

DoH, DBE, DSD, local government, NPO sector

➔ Ensuring accessible psychosocial support for parents (healthy parents = healthy children).

- Improve access to psychosocial support services.
- Improve access to trauma counselling services for families and children.
- Leverage ECD provision for expanded access to trauma counselling services for both families and children.
- Expand access to ECD parent support programme.

DBE, DSD, DoH, NPO sector

➔ Educating communities and service providers on the relationship between crime and violence and child development/wellness outcomes.

- Educate caregivers and parents (mothers from conception at clinics), nurses, CHCWs and home visitors; ECD teachers; teachers through education programmes, awareness campaigns and community mobilisation interventions including mobile messaging.
- Design and deliver clear messaging and a campaign about brain development and the impact on safety using facts and story narratives for various audiences.

DBE, DSD, DoH, Communications, GCIS, Science and Technology, local government

➔ Training and equipping service providers.

- Train community workers (health and DSD), child workers (teachers and ECD practitioners) to screen, identify and refer children and parents/caregivers at risk to develop integrated services to parents and referrals for social and support services.

DSD, DBE, DoH, local government, Safety and Security departments, NPO sector

iii. Social support for parents/caregivers of vulnerable children

The prerequisite is comprehensive access to social welfare services and interventions addressing unemployment and poverty.

➔ Ensuring access to economic opportunities for vulnerable women and caregivers.

- Provide targeted opportunities for vulnerable³¹ women, parents and caregivers.

³¹ Vulnerability is determined by context and the prevalence of risk factors.

- ➔ Increasing access to social assistance grants.
- ➔ Providing targeted interventions for vulnerable women, caregivers, parents and children.

DSD, local government, Public Works, DCoG, Economic Development

4.2.2 A safe and supportive home, school and community environment for children and youth

The prerequisite is that children's primary needs are met with access to health services and social security, nutrition, education and essential services, shelter, water and sanitation.³²

i. At home

The prerequisite is that children are safe, nurtured and supported in their homes.

- ➔ Reducing exposure of children to crime and violence and other forms of harmful behaviour in the home.
 - Implement initiatives aimed at developing stable nurturing relationships between children and parents/caregivers.
 - Address the intergenerational cycle of abuse.
 - Target 'at risk' children and families.
 - Increase the number and quality of home visit programmes for vulnerable, 'at risk' children and parents/caregivers.
 - Expand the capacity and quality of community health workers (improve remuneration, training and mentoring) to improve the quality of home-based care to include parental support and guidance.
 - Address the needs of children exposed to violence and crime.
 - Crime and violence prevention (addressing risk factors including domestic violence and substance abuse)
 - Victim support interventions and responses integrate the needs of children exposed to crime and violence.

DoH, DSD, DBE, SAPS, NPO sector

- ➔ Implementing effective early detection of vulnerable and 'at risk' children and families/caregivers.
 - Develop a strategy for universal screening for violence prevention: routine, universal, mass and targeted (high risk communities) screening for violence against children³³
 - Develop comprehensive and integrated policy and regulatory frameworks (addressing roles and responsibilities, guidelines, oversight mechanisms and information management).
 - Train service providers to administer screening.
 - Capacitate childcare workers and persons working with children (health care professionals, CHCWs, allied health professionals, nurses, faith-based organisations, teachers and ECD teachers/facilitators, social workers, NGOs) to identify indicators of violence.
 - Develop effective surveillance and monitoring systems that facilitate information sharing and the management of services and interventions for early intervention and victim support.
 - Implement mandatory screening during visits to health facilities and during health campaigns.
 - Include VAC screening as a requirement for admission for ordinary public schools (as with immunisation).

DoH, DBE, SAPS, DOJ&CD, NPA, DSD municipalities, NPO sector

³² Prerequisites are not within the scope of this policy.

³³ Examples of a public health approaches include the 'Expanded Programme of Immunisation and Vaccine Preventable Disease Surveillance' and 'Reach Every Community'.

➔ **Ensuring an effective and responsive child protection system.**

DSD, DBE, JCPS Cluster, NPO sector

➔ **Effective coordination and cooperation between stakeholders.**

- Ensure key performance indicators and performance management require referrals by primary health care providers and other 'first responders' such as social workers and teachers to appropriate programmes and interventions for children and parents/caregivers.

DSD, DBE, JCPS cluster, NPO sector

➔ **Implementing effective prevention strategies and programmes.**

- Improve children's knowledge about violence including sexual abuse and how to protect themselves through age appropriate education and awareness interventions, crime and violence prevention programmes and interventions in school and community initiatives.
- Develop age appropriate life skills for children and adolescents.
 - Build social, emotional and behavioural competences (interventions for children; parent-child programmes)

DSD, DoH, DBE and NPO sector and civil society (including faith-based sector)

ii. Learning environments

- ➔ Reducing the exposure of children to crime and violence and other forms of harmful behaviour in learning environments.
- ➔ Providing safe, supportive and enabling learning environments for children and learners.

Preschool/ECD centres and learning environments

➔ **Increasing access to quality ECD services.**

- Universal access to quality ECD.

DSD, DBE and partners

➔ **Providing safe, supportive and enabling early learning environments.**

- Ensure safe and secure environments for early learning centres.
- Put in place measures for reporting on crime and violence incidents and children 'at risk'.
- Provide effective screening, identification, referrals and interventions for children at risk/exposed to violence.

DSD, DBE and partners, local government, Human Settlements, Public Works

➔ **Integrating a crime and violence prevention focus into preschool enrichment programmes.**

➔ **Eliminating corporal punishment.**

- Equip teachers to manage learning environments.
- Improve oversight mechanisms and processes of the DSD.
- Implement effective complaints and reporting systems for abuse, neglect and noncompliance by service providers.

DSD, DBE, DoH, academia, experts and NPO sector

➔ **Creating safe access to and from early childhood learning environments.**

- Facilitate safe access to and from early learning environments

DSD, DBE, DoH, local government, Human Settlements, Public Works, Transport

Schools

➔ **Increasing access to schooling.**

- Increase enrolment and retention in primary and secondary schools.

- Increase retention rates in primary and secondary schools.
- Provide effective interventions to address risk factors, e.g. high dropout rates, truancy and behavioural challenges (through programme e.g. learning support, nutrition, enrichment programmes etc.)

DSD, DBE, DoH, academia, experts and NPO sector

➔ **Creating a safe and enabling environment at each school.**

- Effective implementation of the National School Safety Framework
 - Implementation plans executed at provincial level addressing school safety holistically.
 - Safety on school premises.
- Ensure teachers, support staff and service providers are vetted.
- Adopt a zero tolerance approach to all forms of abuse and maltreatment by teachers, management, and other support staff against children.
 - Immediate discipline, sanction and action (best interests of child must take precedence).
 - Improve accountability and compliance with reporting requirements to DSD and SAPS.
- Include a safety and violence prevention focus into the Integrated School Health Policy.

DBE, SAPS, teacher unions and associations, DoH

➔ **Institutionalising nonviolent school practices and culture.**

- Ensure school policies and procedures promote nonviolence (e.g. codes of conduct) and address crime and violence prevention (including gender-based violence, anti-bullying policies and interventions, playground classroom supervision and discipline of perpetrators).
- Enforce key messages across learners, staff, parents and communities.

DBE, local government, SAPS, civil society

➔ **Effective identification and provision of interventions for learners at risk or exposed to violence.**

- Increase access to therapeutic, psychosocial and support services to children exposed to violence through provision of counsellors at schools.
- Capacitate and increase learner support units within schools to ensure accessibility and quality services.

DBE, DSD, SAPS, departments of community safety, local government, civil society

➔ **Integrating crime and violence prevention education and programmes in school curriculum.**

- Educate and capacitate all school teachers, principals and staff at schools.
 - Equip teachers to deal with victims of violence and crime (e.g. sensitivity training, practical skills, protocols) during tertiary training and through on-going staff development training
- Capacitate life orientation teachers.
 - Set minimum criteria for life orientation teachers (minimum: degree in social work and sociology and postgraduate teaching diploma)
 - Develop and employ alternative methodologies, peer education, mentorships and coaching programmes and interventions using technology.
- Educate school-going children on:
 - Roles and responsibilities of parenting in order to address knowledge and beliefs about effective parenting and provide necessary skills in primary and secondary schools.

- Life and social skills training in primary and secondary schools that build social, emotional and behavioural competencies.
- Sex, gender and sexuality (age appropriate).
- Conflict dispute resolution.
 - GBV, adolescent intimate partner violence prevention (age appropriate).
 - How to access rights, report crime and access criminal justice system processes.
 - How and where to access support services.
 - Basic knowledge about human brain development at critical stages in and beyond first 1 000 days, and the relationship between violence and child wellness (age appropriate).

DBE, DoH, DSD, academia, civil society

➔ Mobilising capacity and expertise through partnerships with civil society, academia.

- Draw on capacity and expertise of NGOs to foster partnerships and collaboration with schools.

DBE

➔ Eliminating corporal punishment at schools.

- Equip teachers with positive discipline and classroom management tools.
- Timeous and appropriate discipline for offenders.
- Effective consequence management for school management for noncompliance with policy in respect of reporting abuse (teachers, principals, school governing bodies (SGBs)).
- Improve oversight by DBE district, provincial and national departments.
- Improve efficiency of Council for Educators disciplinary processes.

DBE and partners

➔ Increasing access to sports, arts and culture programmes after school.

DBE, DSD, Sports, Arts and Culture, local government

➔ Creating safe reliable access and transport to and from school for learners.

- Reliable, safe transport and access to and from school.
- Safe access and transit route to and from school.

SAPS, metro police, traffic police, municipal law enforcement, public safety departments

➔ Providing targeted interventions for violent/high risk schools.

- Effective collaboration between stakeholders.
- Interventions and programmes to reduce gangsterism, access to drugs, alcohol and weapons in schools and surrounding areas, access support services.

DBE, DoH, DSD, SAPS, local government, provincial departments of community safety

Community

The prerequisite is interventions address structural inequality, poverty and unemployment.³⁴

➔ Creating safe public spaces and human settlements.

- Safety through environmental design, design and maintenance of safe family- and child-friendly public spaces (including parks, libraries, and sports facilities) and human settlements.
- Increase the effectiveness of law enforcement visibility and patrols.

DSD, DoH, DBE, local government, GCIS, community safety

➔ Providing access to social and recreational amenities and programmes. (e.g. sports and recreation facilities, community centres, arts and culture).

³⁴ Not within the scope of this policy but addressed in other policy interventions.

- Increase access and availability to safe sports and recreational amenities.
- Increase availability and access to sports, arts and culture programmes, aftercare and after school, holiday programmes in communities.

DSD, DoH, DBE, local government, GCIS, community safety departments, Arts and Culture, Sports and Recreation, civil society (especially faith-based organisations)

➔ **Creating accessible community-based service portals/hubs for crime and violence prevention interventions and support services.**

- Crime and violence prevention interventions (programmes and services) provided in communities (community centres, clinics, libraries, schools, sports and recreational facilities)
- Accessible psychosocial support and educational support to parents/ caregivers parenting skills classes in communities (sites such as at clinics, schools, ECD centres and early child learning centres, community halls, libraries etc.).

National, provincial and local government

➔ **Mobilising communities to participate in crime and violence initiatives.**

(See community participation and engagement thematic area)

All - national, provincial and local government

➔ **Integrating a focus on primary prevention and early intervention in government strategies and plans at national, provincial and local level.**

- National strategies.
- Provincial strategies.
- Local strategies.

All - National, provincial and local government

➔ **Integrating a focus on crime and violence prevention in economic development interventions and policies**

- Provide targeted responses to address high-risk communities and vulnerable groups.

Private sector, communications, NPO sector

➔ **Providing accessible information on community safety and services for crime and violence prevention.**

- Public awareness and education information and programmes on safety, crime and violence prevention (e.g. municipal service sites, bus stops, train stations, taxi ranks, clinics and hospitals, government buildings, schools, ECD centres, workplaces)
- Information on programmes, services and interventions is readily available and accessible.

National, provincial and local government

➔ **Educating communities on restrictive and harmful norms, values and practices**

- Social mobilisation and educational/awareness campaigns for parents/caregivers, (multiple media – technology, mobile applications; at schools and sites of service delivery, civil society interventions).
- Interventions in and with communities on key concepts (e.g. importance of parental support in first 1 000 days for early brain development, role of fathers, grandparents, restrictive and harmful gender and social norms, patriarchy, violent masculinities, gender stereotyping, violence as discipline, social myths (e.g. virgin cure for AIDS), harmful discipline practices, harmful traditional practices affecting girls and men.
- Integrate programmes on gender equity, GBV, relationship skills etc. into skills and education training initiatives, EPW and CWP programmes, public service training and other initiatives.

DSD, SAPS, Departments of Community Safety, DCoG, Public Works, local government

➔ **Ensuring responsible media educate and advocate nonviolence.**

- Media (television, radio, newspapers, magazines, printed publications, social media) promotes positive norms and values.
- Increase in programming providing information and challenging harmful attitudes to modify behaviour.
- Increase in education and awareness of crime and violence prevention.

Private sector, communication and media

➔ **Reducing availability and harmful use of alcohol.**

(See reference to substance abuse)

DTI, Local Government, DoH, SAPS

➔ **Reducing access to drugs and increased access to treatment and prevention programmes.**

(See reference to substance abuse)

SAPS, DoH, DSD

➔ **Delivering targeted interventions for violent and high-risk communities.**

- Vocational opportunities for unemployed youth.
- Comprehensive response to alcohol and substance abuse.
- Multi-sectoral and integrated interventions addressing gangsterism.

All - national, provincial and local government

➔ **Reducing access to firearms.**

- Effective enforcement of firearm legislation.
- Limit access to firearms.
 - Ban types of firearms.
 - Limit quantities of purchase and ownership.
 - Stricter licensing requirements (e.g. criteria for ownership, background checks).
 - Increase minimum age for firearm ownership.
 - Control carrying of firearms.
 - Strict storage requirements.
- Early intervention programmes and other interventions address prevention measures dealing with gun violence.
- Effective community education and awareness on the rights of communities and victims in respect of objections to firearm applications and firearm removal.

SAPS, Departments of Community Safety, DSD

➔ **Reducing demand for firearms.**

- Effective community education and awareness on impact of guns.

SAPS, Departments of Community Safety, DSD

4.2.3 Context-appropriate child and youth resilience programmes

➔ **Increasing access to evidence-based programmes that enhance resilience.**

- Scale up evidence-based crime and violence prevention programmes addressing early intervention and prevention.
 - Develop funding model.
 - Resource research and evaluations into promising practices.
 - Resource and fund interventions.

Treasury, DSD, DBE, community safety departments, DoH, private and NPO sector

4.2.4 Substance abuse treatment and prevention

- ➔ Creating a supportive social, policy and legal environment to meet needs of persons with substance addiction (alcohol and drugs).
 - Harmonise South African drug law with a public health approach.
 - Decriminalise³⁵ personal use of substances.
 - Introduce administrative sanctions supported by diversionary programmes to address addiction.
 - Develop appropriate interventions for persons in conflict with the law.
 - Provide treatment of persons with substance addiction from time of arrest/ conflict with the law.
 - Develop appropriate diversion framework and referral pathways for intervention.
DoH, DSD, DOJ&CD
 - Strengthen provisions in the Prevention of and Treatment of Substance Abuse Act to ensure implementation of prevention and early intervention services including substance abuse.
 - Effective implementation of the Children's Act orders for parents/ caregivers or children to participate in early intervention programmes including substance abuse.
 - Address challenges of Local Drug Action Committees and synergy with Community Safety Forum Policy

DSD, DoH, Local Government, DCS, Legal Aid, NPA, DOJ&CD

- ➔ Improving criminal justice responses to substance abuse.
 - Training /sensitisation of law enforcement officials dealing with persons with substance addiction including police, municipal law enforcement, neighbourhood watches and private security.
 - Caution should be exercised so as to not detain persons with substance addiction (who are not a threat to society or others) in custody facilities with violent perpetrators.

DSD, DoH, local government, DCS, Legal Aid, NPA, DOJ&CD

Diversion, rehabilitation and reintegration

- ➔ Improving access to diversion programmes for persons with substance addiction.
 - Policy and directives must address the eligibility of persons with substance addiction for diversion.
 - Policy provides for police and court-based diversionary schemes (directive/ protocols).³⁶
 - Address barriers for persons with substance addiction to access diversion schemes addressing addiction.
 - Capacitate and train police officials and prosecutors on the use of diversion.
 - SAPS to develop national instructions on how to deal with substance abusers in conflict with the law.
 - Ensure access to substance addiction treatment in police and prison custody facilities.

DSD, DoH, DCS, Legal Aid, NPA, DOJ&CD, SAPS

35 Decriminalisation as a strategy to reduce stigma and discrimination requires a new legal framework for regulating the use and availability of substances that are currently illegal. This does not constitute legalising illicit drugs but decriminalises personal use and as in some jurisdictions provides other administrative sanctions and is supported by diversionary programmes to address addiction.

36 Objectives are to provide people with incentives to address drug use before getting a criminal record; increase the number of illicit drug users being diverted into education, assessment and treatment and to reduce the number of persons being incarcerated for use and possession of small quantities of illicit drugs. <http://www.aivl.org.au/wp-content/uploads/AIVL-Paper-Harmonising-Drug-Control-Laws-with-Public-Health-Approaches.pdf>

Early Intervention

- ➔ **Providing effective screening and referral pathways for persons with alcohol and substance abuse.**
 - Maternal screening and parental risk assessment including the risks of substance abuse.
 - Children of mothers who have substance addiction provided with appropriate treatment/services including those who have secondary exposure (i.e. to vapour/ smoke).
 - Referral pathways from assessment and screening of patients presenting at clinics and hospitals.
 - Integrate substance abuse screening into screening tools and health surveillance systems (antenatal and postnatal clinic visits, well baby visits, CHW home visits)

DSD, DBE, DoH

- ➔ **Creating public awareness and education campaigns incorporating information on available substance abuse treatment and prevention.**
 - Improve education and engagement around information on harmful alcohol consumption and the relationship between violence and alcohol.
 - Link awareness and education interventions to information on how to access integrated evidence-based education prevention programmes.
 - At clinics and hospitals and with home-based care.
 - At schools.
 - At community sites.

All - DSD, DoH, private sector, local government

- ➔ **Integrating substance abuse prevention information into teaching curriculum and teacher capacity building.**
 - Capacitate life orientation teachers to address issues of substance abuse for all learners.
 - Strengthen referral pathways for treatment and support for learners.

DSD, DoH, DBE

Substance abuse treatment and prevention

- ➔ **Increasing access to evidence-based treatment programmes and support services in communities.**
 - Accessible accredited inpatient and outpatient substance abuse treatment and prevention centres.
 - Develop a database or portal to track service provision (i.e. when and where persons are referred for services, e.g. the Child Care Act).
 - Secure database to protect privacy and expectation of anonymity.
 - Ensure seamless referral pathways to treatment facilities.
 - Develop and improve referral pathways (from schools, police stations, health facilities) to treatment.
 - Develop and monitor protocols.
 - Develop tools for early intervention (e.g. assessment tools for designated and trained teachers/school counsellors, police, paramedics).
 - Capacitate and train referees.
 - Ensure timely access to substance abuse treatment programmes.
 - Improve oversight and monitoring systems to track service provision and quality of services.

DSD, DoH, local government, NPO sector

➔ **Providing holistic treatment for substance abuse.**

- Include focus on family (spouse, children) and community.
- Address access to after care and support services.

DSD, DoH

➔ **Reducing the stigma and discrimination of persons with substance addiction.**

- Acknowledge 'substance abuse' as an illness to access benefits (medical aid, sick leave, support counselling).

DSD, DoH, Department of Labour.

➔ **Improving the quality of treatment and prevention programmes.**

- Ensure adequate regulation and application of norms and standards by service providers.

DSD, DoH

Context appropriate interventions for 'vulnerable' / at risk groups.

➔ **Recognising persons with substance addiction as a 'vulnerable group'**

They face additional barriers to accessing services such as health services including discrimination and poor treatment.

DoH, DSD, SAPS, DBE

➔ **Recognising children of persons with substance abuse as 'at risk' for targeted interventions and support.**

- Develop targeted interventions for 'at risk' persons/groups in communities targeted interventions for vulnerable groups and high risk communities.
- Targeted education for at risk groups (e.g. sex workers, children living on streets, homeless youth, farmworkers, and other vulnerable groups).
- Audit high-risk communities, develop, and implement campaigns to reduce harmful alcohol consumption.
- Scale up programmes addressing foetal alcohol syndrome.

DoH, DSD, SAPS, DBE, local government, Rural Development/

Victim support

➔ **Ensuring a comprehensive framework promoting and upholding the rights of victims of crime and violence and addressing protections for children with secondary exposure to illicit substances.**

- Deliver high quality services for victims of crime and violence addressing the needs and treatment of children suffering from foetal alcohol syndrome and other consequences of substance abuse by pregnant mothers.
- Access to therapeutic and social support services for children of parents/caregivers suffering from substance abuse.

DoH, DSD, SAPS, DOJ&CD, civil society/NPO sector

Professional and responsive service provision

➔ **Educating and capacitating first responders and service providers.**

- Sensitise and train health practitioners (e.g. ICU, trauma units, paramedics) to conduct proper assessments of persons suffering addiction, make referrals and treat addicts humanely.
- Provide ongoing education and empowerment of persons working with persons with substance addiction.
- Embed a human rights-based approach³⁷ to access and service delivery for persons suffering substance addiction.

DoH, DSD, local government, civil society

³⁷ Privacy, non-judgmental treatment, eliminating punitive drug treatment approaches, promoting the health and rights of persons with substance addiction.

Active public and community participation: sustainable forums for coordinated and collaborative action on community safety.

➔ Strengthening local drug committees.

- Address challenges with local drug committees (establishment, sustainability and location).

DoH, DSD, local government

Public and community participation in the development, planning and implementation of crime and violence prevention programmes and interventions.

➔ Capacitating communities to participate in substance abuse awareness initiatives.

- Develop capacity through community development and empowerment strategies
 - Appoint and train more community/laypersons as recovery assistants and field workers.
 - Develop former addicts as peer educators.
- Develop anti-discrimination and human rights-focused education campaigns for communities, government departments and service providers.

There is a need for a public education campaign to re-educate people across society (like the HIV/Aids campaign, which promotes an understanding of persons suffering from substance addiction as people with an illness and not criminals).

DoH, DSD, local government, NPO sector

Public and private partnerships to support safety, crime and violence prevention programmes and interventions.

➔ Building the capacity of the NGO sector to deliver services.

- Review funding model.³⁸
- Develop partnerships/MOUs with academic/research/specialist institutions and organisations to improve the quality of drug education and prevention and treatment interventions.

DoH, DSD, local government, NPO sector

➔ Reducing the availability and harmful use of alcohol.

- Develop and apply zoning criteria for shebeens/taverns/liquor outlets
 - Reduce the density of alcohol outlets (the number of alcohol sale outlets and taverns per population group and in an area).
 - Regulate their location and proximity to schools and early childhood learning centres.
- Effectively implement legislation, by-laws and zoning requirements.
- Employ strategies to lower consumption (economic models such as increased tax, reduced sales hours of outlets, and operational hours of bars/shebeens/taverns).
- Strengthen the legal and regulatory framework (Liquor Amendment Bill) on sale of alcohol.
- Effectively enforce laws and by-laws on licencing, and alcohol sales (Liquor Act and by-laws).
- Improve the safety of the environment in and around drinking establishments.
 - Physical safety of drinking environments.
 - Transit and transport routes.
- Promote ethical business practices with tavern owners.
 - Training.
 - Education and awareness.
 - Community monitoring.

SAPS, local government, DTI

³⁸ Performance measures do not take into consideration the full needs of clients and are currently based on numbers. Indicators are not humane and do not address treatment requirements (e.g. basing funding on completion of services).

➔ **Eliminating the sale of alcohol to minors.**

- Effective law enforcement.
- Increase penalties for violations.

SAPS, local government, DTI

4.2.5 Context-appropriate interventions for 'vulnerable'/ at risk groups

➔ **Finalising a multi-sectoral plan of action to address VAWCVG to clarify the roles and functions of stakeholders.**

- Cost and fund plan.
- Integrate plan into government departments and spheres of government and strategic plans (national, provincial and local IDPs).
- Integrate the plan into monitoring and evaluation frameworks (national, provincial and local level)

DSD, Department of Women, CSPS, DoH, DOJ&CD, Treasury, DPME, DCoG

➔ **Increasing the number of and access to programmes and interventions for vulnerable and 'at-risk' groups.**

- Deliver evidence-based programmes and interventions that are context appropriate.

All

Determination of 'risk' and 'vulnerability' can be facilitated through effective screening and surveillance systems, referrals, community audits and monitoring and evaluation systems (discussed above).

The White Paper provides guidance on determinations of vulnerability and risk:

'Vulnerable groups are those at greater risk of exposure to crime and violence due to structural, cultural, identity or status factors; and, lack of/or limited access to knowledge, resources, services or remedies. There is no closed list of vulnerable groups.'

A determination of vulnerability will vary from context to context, and community to community. It is influenced by fluctuating social, political and economic considerations. An analysis of vulnerability must take into consideration both, those at risk of being victims, and/ or perpetrators and recognise the intersectionality of conditions, which render some people more vulnerable than others, even, within an Identified group.'

The purpose of determining vulnerability is to inform the nature and focus of interventions required to reduce crime and violence. Persons with disabilities, the elderly, women and children, and members of the lesbian, gay, bisexual, trans-gender and intersex (LGBTI) community, foreign nationals, sex workers, the homeless and young men, are some of the groups that are particularly vulnerable to crime and violence, and discrimination.'

(2016 White Paper on Safety and Security)

Examples include but are not limited to:

➔ **Pro-social programmes and interventions for youth and young men addressing:**

- Conflict management and dispute resolution skills.
- Gender norms and stereotypes.
- Gangsterism.
- Alcohol and substance abuse.
- Shifting social norms.
- Resilience and self-esteem.
- Peer support systems.
- Roles and responsibilities of parenting through life skills.

- Interpersonal relationship skills.
- Misuse of alcohol.
- Substance abuse.
- ➔ Skills development training for unemployed youth and women.
- ➔ Sports and recreational activities for children and youth in high-risk communities.
- ➔ Development initiatives in high-risk communities (e.g. those with high levels of crime, gangsterism, substance abuse)
- ➔ Targeted interventions for communities experiencing high levels of violence (e.g. vigilantism, xenophobia). Target groups could include:
 - Boys.
 - Girl children.
 - Adolescents.
 - Pregnant women and mothers of young children.
 - Fathers.
 - Young men.
 - Vulnerable children:
 - Child-headed households.
 - Child orphans.
 - Children with disabilities.
 - Children living on streets.
 - Children in households with chronic illness.
 - Children in households with families of criminality.
 - Children in households exposed to family conflict and domestic violence.
 - Children in households with family substance use.
 - Children exposed to corporal punishment in school or home.
 - Children exposed to bullying.
 - Children with parents/caregivers with untreated mental health problems.
 - Children exposed to peer-based violence.
 - Children of parents in prison/in conflict with the law.
 - Children exposed to violence at home or in communities.
 - Children in need of care (e.g. children in foster care, children in places of safety).
- ➔ Children in conflict with the law (e.g. in treatment programmes, child and youth care facilities).
- ➔ Sex workers.
- ➔ Persons and women with disabilities (e.g. challenges accessing support services and the criminal justice system).
- ➔ LGBTIQA+ community.
- ➔ Migrant and refugee woman (e.g. access to services, underreporting or fear of victimisation or mistreatment).
- ➔ Older persons.

4.3 Victim support

Responsible parties include: DSD, DoH, SAPS, NPA, DOJ&CD, CSPA, departments of community safety.

4.3.1 Comprehensive framework promoting and upholding the rights of victims of crime and violence

➔ Strengthening the legal and policy framework for the provision of victim services, care and support.

- Legislate binding victims' services and rights to ensure mandatory provision.
- Develop implementation frameworks to address roles and responsibilities, coordination and delivery of services.
- Effectively enforce current provisions regarding services to victims.³⁹
- Promote partnerships with the NPO sector.
- Support the legal and policy framework with victim-centred protocols securing the rights of victims through the criminal justice system and court process (e.g. reporting an incident, the obligations of the police, management of crime scene, court procedure, complaints mechanisms).
- Clarify basket of services, care for victims, and ensure consistent provision of quality services.

➔ Supporting the legal framework with regulations, implementation plans and instructions to guide and coordinate victim services

- Norms and standards/referral pathways for support services.
- Allocate adequate resources and capacity for full implementation.
- Allocate sufficient resources for delivery of services:
 - Ring-fence funding for victim services and support.
 - Partnerships with NGOs.
 - Comprehensive resourcing strategy and funding model for NPOs with norms and standards for provision of integrated services and support.
 - Effective disbursement of Criminal Assets Recovery Account funding.

➔ Implementing Service Charter for Victims of Crime in South Africa and Minimum Standards on Services for Victims of Crime

- Include court preparation programmes.
- Include availability of social service providers to provide counselling and practical support at court hearings.
- Provide access and referrals to professional counselling services.

4.3.2 Delivery of high quality services for victims of crime and violence

➔ Equipping and capacitating service providers

- Equip well-trained and sensitive staff to deal with victims:
 - Police, judiciary, health care workers and social service providers sensitised and trained to deal with victims; obligations and responsibilities; and rights of victims.
 - Norms and standards for service providers.
 - Oversight and quality assurance systems.
- Develop and implement instructions, standard operating procedures on gender violence and sexual violence (from processing at the police station throughout the criminal justice system).

³⁹ For example section 2, Domestic Violence Act, 116 of 1998 requires SAPS to assist victims of domestic violence to access suitable shelter and medical treatment; Sexual Offences and Related Matters Amendment Act, 32 of 2007 addresses services for victims of sexual offences; provisions in the Children's Act and Child Justice Act.

- Capacitated victim empowerment centres located within police stations with facilities to assist victims and refer to psychological services.

➔ **Providing financial support for victims and families.**

- Provide small funding for transport to court for victims and people affected by crimes, access to services and support for dependents of victims of crime through an effective Victims Compensation Fund.

➔ **Facilitating active community engagement and participation**

- Sensitise communities on how to treat and support victims of crime and violence through education and awareness campaigns.
- Ensure information on victim services is accessible to communities.
- Support community-based interventions providing support to victims of crime and violence.

➔ **Providing victim services that are intersectoral and address the multi-dimensional nature and consequences of violence and the needs of victims through a victim-centred approach.**

- Effectively refer between sectors to ensure access to services and the enforcement of rights and remedies.
- Address the needs of victims including longer term needs such as counselling; access to shelter, transitional and longer term housing (beyond emergency housing); empowerment of victims of violence through social and economic interventions.
- Seamlessly provide services (therapeutic, support, medical and legal and social, including housing, for empowerment and rehabilitation for victims of crime and violence).
- Increase access to psychosocial support for victims of SGBV including delivery of ongoing quality standardised psychosocial care.
- Develop strategic partnerships with supporting services for integrated services (e.g. police stations, TCC, shelters and economic empowerment opportunities to ensure comprehensive care and services to survivors).
- Resource and capacitate NGOs providing services in remote and rural areas.
- Address the needs of specific groups (e.g. children, LGBTIQ plus, disability, sex workers).

➔ **Effective management and sharing of information.**

- Systematically collect and analyse disaggregated statistics and data.
- Track cases and services to victims.

➔ **Improving access to, and quality of, child protection measures for child victims and witnesses.**

- Resource and capacitate trained professionals to implement protective measures for child victims and witnesses, therapeutic support, facilities to enable children to testify in private, in a separate room, through a child intermediary or via CCTV.
- Provide access to therapeutic support for child victims and caregivers before and during and after trials.

➔ **Providing comprehensive access to specialised services for victims of sexual and gender-based violence (SGBV).**

- One-stop centres for reporting and treatment (TCC), specialised intervention units (FCS), specialised courts (sexual offences courts).
- Counselling assessment and court preparation services for all victims.
- Universal access to psychosocial support at the Thuthuzela Centres.
- Follow up services and support to victims and families.

- Dedicated victim support coordinators at every police station.
- Forensic social workers in all FCS units.
- Provision of transport for victims to attend court.
- Increase the number of places of safety and emergency shelters available for victims of violence against women (emergency, transitional and long-term shelter and housing).
- Economic support to reduce economic dependence on abusive partners and support recovery.
- Access to economic opportunities to build resilience and rehabilitation.

➔ **Ensuring victim services address barriers faced by vulnerable groups**

- Including but not limited to:
 - Persons with disabilities (e.g. language modification for persons with disabilities, accessibility of services for disabled persons).
 - Migrants (e.g. language barriers, refusal of access to services due to status/documentation).
- Shelters provide integrated support (rehabilitation facilities for substance abuse treatment; family friendly with access to shelters for victims with children).
- Adequate shelters provided for transgender victims, LGBTIQ+.
- Address barriers to accessing services and treatment due to stigma and attitudes of service providers (e.g. sex workers).

➔ **Ensuring the voices of victims are considered in criminal justice processes.**

- Ensure victims' views are sought, considered and made mandatory (e.g. gun violence section 102 and 103 hearings, bail, parole, sentencing proceedings).
- Capacitate victims to participate in court proceedings.
- Ensure victims are informed of court processes.

➔ **Increasing access to quality therapeutic and support services for all victims of crime and violence and their caregivers.**

- Allocate additional resources to treatment programmes and interventions.
 - Funding increased.
 - Number of paraprofessionals and lay counsellors employed and trained increased.
 - Partnerships with the civil society sector are increased.
- Ensuring therapeutic programmes address the needs of caregivers, families and communities and respond to the multifaceted and continuous nature of trauma and intergenerational family relationships.
 - Therapeutic programmes are evidence-based, including treatment protocols.
 - Therapeutic programmes are delivered by trained and capacitated service providers.
 - Therapeutic programmes are legislated, costed and budgeted for.
 - A funding model is developed and implemented.
- Develop and implement integrated service delivery models.

4.4. Effective and integrated service delivery for safety, security and violence

4.4.1 Access to essential crime and violence prevention and safety and security services

➔ Providing accessible integrated primary, secondary and tertiary programmes and services.

- Scale up provision of services and programmes.
- Deliver evidence-based quality programmes and interventions:
 - Norms and standards.
 - Quality assurance systems.

All

➔ Implementing early screening of parents/caregivers and children for risk factors.

- Develop screening tools.
- Implement screening for risk factors at community sites, clinics, ECD centres, schools.
- Train and capacitate service providers.

DoH, DSD, DBE

➔ Developing functional and integrated referral pathways for crime and violence prevention services.

- Develop referral systems and protocols.
- Establish effective linkages to ensure continuation of support and services between interventions and programmes across sectors.
- Track and monitor service provision.

DoH, DSD, DBE, SAPS, NPA, DOJ&CD

➔ Ensuring integrated information and data management and surveillance systems.

- Operationalise integrated data management and surveillance systems across service areas.
- Monitor delivery of services.

JCPS departments, DSD, DoH

➔ Effective interdepartmental and sectoral coordination.

- Implement functional mechanisms for interdepartmental and intersectoral coordination.
- Implement communication systems and protocols.

JCPS departments, DSD, DoH

➔ Implementing integrated service delivery sites for sexual and gender-based violence.

- TCCs
- Domestic violence services
- Family violence, child protection and sexual offences units
- Sexual offences courts
- Shelters

JCPS departments, DSD, DoH

4.4.2 Professional and responsive service provision

➔ Building capable and developmental state services.

- Implement National Development Plan recommendations to improve sector departments' service delivery.
- Implement integrated justice system and criminal justice improvement plans.
- Implementation of White Paper on Police (police professionalism).

All

➔ Professionalising services and ensuring high quality service provision.

- Vet and accredit service providers.
- Recruit, train and capacitate staff to deliver quality services.
- Strengthen oversight and monitoring systems.
- Strengthen complaint management systems in every government department to respond to problems and issues in service delivery.
- Integrate obligations and responsibilities into performance indicators, service agreements, performance plans and performance agreements (departmental and individual).
- Implement consequence management for noncompliance.

All

4.5 Safety through environmental design



Safety through environmental design integrates crime prevention through environmental design (CPTED) approaches and methodologies. The terminology of 'safety' is used to ensure consistency with the approach of the White Paper, which advocates a holistic approach to safety by addressing all factors which contribute to risk or build resilience in promoting safety (including but not limited to crime).

The prerequisites are planning, land use management and housing policy and legislation that addresses spatial injustice and the legacy of apartheid planning; promotes inclusive development; facilitates an integrated approach to human development which integrates community safety into planning, housing, social development and economic development, the provision of infrastructure services, access to basic services, and skills development and employment initiatives.

4.5.1 The integration of safety, crime prevention and violence prevention principles into urban and rural planning and design that promotes safety and facilitates feeling safe

➔ Providing a comprehensive and enabling policy and legislative framework for CPTED which addresses planning, design and management.

- Develop CPTED policy and guidelines for all spheres of government that:
 - Integrate CPTED principles into existing and new policy frameworks addressing the built environment, spatial planning and land use.⁴⁰
 - Ensure consideration of different contexts, locations, and conditions.
 - Provide process indicators and address prerequisites (e.g. assessments of local contexts⁴¹, community engagement).
 - Embed proactive planning for safety.
 - Strategies on human settlements plan proactively for safety (transport planning; human settlement service provision; upgrading development, management and maintenance).
 - Provide methods of incorporating safety and violence prevention into urban development and upgrading initiatives.⁴²
 - Promote a multi-sectoral approach to planning and implementation at all spheres of government.
 - Integrate CPTED into building and land use regulations, guidelines, codes, by-laws, norms and standards (e.g. for physical developments, social housing, and informal settlements upgrading, economic development, transport interchanges).

DCoG, Rural Development and Land Affairs, Environmental Affairs, Water and Sanitation, DPME, Human Settlements, Public Safety, Infrastructure Services, Roads and Public Transport, Energy, Public Works, Economic Development, Trade and Industry, DSD, Sport and Recreation, Arts and Culture, DBE, SAPS, Office of Premier, municipalities (all departments), SALGA

➔ Develop urban design and planning principles that are relevant to lived reality and applicable to informal human settlements.

DCoG, Rural Development and Land Affairs, Environmental Affairs, Human Settlements

➔ Integrating CPTED into IDPs and ward plans.

DCoG, Rural Development and Land Affairs, Environmental Affairs, Human Settlements

➔ Allocating budget and resources for institutionalisation of CPTED

- Capacitating implementers; and
- Allocating resources and budgets for implementation, management, maintenance and monitoring.

DCoG, Rural Development and Land Affairs, Environmental Affairs, Human Settlements, Local Government.

➔ Effective monitoring of implementation of CPTED at national, provincial and local level in public and private sector.

- Targets and indicators measure progress of mainstreaming of CPTED at all levels of government.

⁴⁰ Including but not limited to the New Urban Agenda for Sustainable Urbanisation and Human Settlements (Agenda 2030) – SA response. DHS (Department of Human Settlements) policies: UISP, norms and standards; National Spatial Development Framework, implementation protocols and spatial contracts, IUDF Implementation Plan.

⁴¹ Requires that planning be informed by comprehensive assessments.

⁴² Including but not limited to the role of infrastructure, access to services, interventions to mitigate crime and violence and address socioeconomic conditions, the design of settlements to achieve social benefits, improved use and management of public open spaces, incorporation of livelihood strategies, addressing of socioeconomic conditions and environmental safety.

- Improve regulation of private sector development
 - Develop regulatory framework for private sector with incentives.

DCoG, Economic Development, Rural Development, Environmental Affairs, Human Settlements, local government

➔ **Implementing CPTED principles in social housing and other physical developments and upgrades by municipalities, provinces, national government and the private sector.**

- Integrate community safety into all aspects of social and economic development.
- Make provision for social facilities (e.g. sports and recreation facilities, community centres, health care, learning and skills centres, arts and culture).
- Make provision for early childhood facilities and services (e.g. centres and services) in planning, development and upgrading of human settlements.
- Design of new human settlements, economic developments and public spaces and upgrading interventions to facilitate access to crime prevention and violence prevention services and victim support services.
- Create and maintain safe public spaces.
- Promote multi-functionality of public spaces.
- Develop underutilised and unused space.
- Maintain existing infrastructure and services in high-risk areas.

DCoG, Rural Development, Environmental Affairs, Human Settlements, local government

➔ **Targeting economic development for places identified as 'unsafe'.**

- Increased mobility, access to infrastructure and social and economic opportunities in high risk areas
- Support women and youth development and empowerment.

DCoG, Rural Development, Environmental Affairs, Human Settlements, local government

➔ **Incorporating urban safety, crime prevention and violence prevention requirements into urban and informal settlement upgrading interventions.**

- Incorporate community safety and violence prevention strategies into informal settlement methodologies.
- Pursue physical upgrades of human settlements and urban developments through a safety lens: infrastructure supported by safe access to basic service provision (e.g. electricity, water and sanitation, public spaces, roads, transport); design and layout of shelters and public spaces, which promote safety.
- Incorporate physical, social and economic interventions to address risk and prevention factors for crime and violence in informal settlement upgrading interventions. Long-term solutions require that poverty, inequality and social exclusion are addressed.
- Identify community safety, crime and violence prevention strategies as a priority resulting in upgrading of informal settlement projects.

Economic Development, Public Works, DCoG, Rural Development, Environmental Affairs, Human Settlements, local government

➔ **Integrating the management of environmental planning and design strategies and interventions.**

- Promote an integrated approach between different spheres of government (local, provincial and national).
- Build multi-sectoral teams with different stakeholders.
- Create and capacitate management teams, support structures and vehicles to drive implementation, on-going maintenance and oversight of interventions.
- Integrate environmental planning and design strategies with other community safety, crime prevention and violence prevention interventions and programmes.

DCoG, Economic Development, Treasury, Rural Development, Environmental Affairs, Human Settlements, local government

➔ Increasing capacity in the field of environmental crime prevention

- Build consensus on what CPTED and STED mean and which are relevant to domestic contexts.⁴³
- Capacitate and retrain municipal planners (town planners, transport planners practitioners, universities and built environment professionals) on CPTED.
- Develop institutional capacity to research, advise and monitor application of CPTED
 - Equip and capacitate practitioners to apply CPTED
 - Educate and capacitate practitioners: public service, private sector, professional bodies
 - Transform the culture of the town planning profession
 - Review the curriculum at tertiary institutions
- Monitor and support inclusive development and application of CPTED principles in government (national, provincial and local) and private sector.

Government departments and tertiary and research institutions, built environment professionals (architects, town planners, landscapers etc.), associations, councils, private sector developers, security industry

➔ Sustaining community participation in planning the development of new human settlements, economic developments and upgrading initiatives.

- Integrate process indicators for meaningful community participation in policy and development frameworks.
- Build and maintain social cohesion in communities.
- Establish and maintain partnerships with NGOs.
- Embed community engagement in the sustainability, maintenance and operation of public spaces.
- Ensure on-going community participation from the outset in spatial planning designs and layouts (inputs integrated into finalised plans)
- Implement and monitor developments and service provision.
- Integrate community engagement prerequisites for meaningful community participation and partnerships in directives on informal settlement upgrading.
- Equip and resource communities for effective engagement.
- Integrate CPTED in the development of community safety plans.
 - Encourage the use of public spaces to increase natural surveillance (e.g. infrastructure/incentives to encourage hawkers to operate at specific locations)
 - Develop communication linkages to police, law enforcement and other institutions promoting community safety.

DCoG, DTI, Economic Development, local government.

➔ Reviewing municipal by-laws and regulations that criminalise poverty and adversely affect vulnerable groups to promote inclusivity.

- Review by-laws that are often used to harass and intimidate vulnerable members of the community (e.g. hawkers, sex workers, people who use drugs, undocumented non-nationals).

DCoG, local government

⁴³ Avoid 'western' concepts, which do not apply to the domestic context. Do not make people conform to western constructs or design principles and perceptions of human settlements.

4.6 Active public and community participation



4.6.1 Sustainable forums for co-ordinated and collaborative action on community safety

- ➔ **Creating legal, policy and regulatory frameworks that enable the establishment of sustainable forums for meaningful community participation in community safety, crime prevention and violence prevention.**

- Align policy to a broader government policy framework addressing active citizen participation and public participation.

DOJ&CD, CSPS, DCoG, DSD, SALGA

- Review and strengthen CPF and CSF policy.
 - Clarify *modus operandi*.
 - Clarify functions.⁴⁴
 - Clarify the relationship between CPF and CSFs and other mechanisms of community engagement.
 - Clarify the role of local government in respect of CSFs.
 - Develop a resourcing and capacity model.
 - Clarify roles and responsibilities of national, provincial and local government.

CSPS, DCoG, municipalities, provincial community safety departments.

- Integrate community safety into existing mechanisms for community engagement and participation.
 - Local level: integrated development planning processes (IDPs, ward-based plans), municipal councils.
 - Provincial government and legislatures.
 - National government and parliament.

DCoG, municipalities, CSPS, provincial community safety departments; provincial government and legislatures; national government and parliament

⁴⁴ E.g. role of CPFs in monitoring police performance i.e. monitoring of police on application of legislation in respect of gun control, advocating for rights of communities and victims in respect of firearm applications and removal.

➔ **Building sustainable forums for community participation in community safety, crime prevention and violence prevention.**

- Increase the number of functional forums (CPFs, CSFs, other).
 - Prescribe functionality indicators in regulatory framework (e.g. interventions/ activities, meaningful community participation, stakeholder participation, representation of vulnerable groups)
- Resource and support forums.
 - Implement funding models (addresses capacity development)
 - Put government support systems in place at national, provincial and local level and clarify sector departments and tiers of government roles and responsibilities and nature of support.
- Develop monitoring tools and instruments for effective oversight and accountability.
- Integrate adherence to process indicators into performance management systems.

DCoG, municipalities, CSPA, provincial secretariats and community safety departments

4.6.2 Public and community participation in development, planning and implementation of crime and violence prevention programmes and interventions

➔ **Ensuring departmental strategies and plans include initiatives for active citizen participation** (including but not limited to provincial strategies, policing needs and priorities (SAPS), IDPs (municipalities)).

- Provide process indicators.
 - Follow a people-centred development approach.
 - Apply participatory processes and methods.
 - Promote proactive partnerships between government and communities.

DOJ&CD, DCoG, municipalities, CSPA, province, provincial community safety departments, DSD, SAPS

➔ **Capacitating communities and in particular vulnerable groups including women, children and youth to participate in planning, design and implementation of interventions.**

- Strategies and interventions provide for capacity building of communities.
- Strategies and interventions facilitate on-going community participation from design and inception phase through to implementation and monitoring.

All

➔ **Facilitating participation of communities in the monitoring and evaluation of programmes and interventions on safety, crime prevention and violence prevention.**

- Integrate community-reporting mechanisms into monitoring and reporting frameworks.
- Develop tools for community feedback and reporting.
- Clarify obligations of government stakeholders (e.g. reporting back, attendance of dialogues).
- Capacitate and train communities to participate in monitoring and reporting.
- Resource community monitoring systems.

All

➔ **Reducing barriers to community participation**

- Improve accessibility of 'public engagement' processes⁴⁵

All

⁴⁵ Barriers may vary and could include exclusion of certain groups, geographical distance, poor capacity of officials tasked with public engagement responsibility, and language or cultural barriers.

➔ **Improving responsiveness of government to community and civil society**

- Provide incentives for government, civil society, private sector and communities.
- Equip government officials to enable effective community participation.
 - Develop process indicators and tools to support and guide government officials.
- Train and capacitate government functionaries and educate and capacitate government employees on the new paradigm (inclusive, participatory and responsive methods of participation and engagement).

Public Service Commission, DCoG, municipalities, COPS, provincial community safety departments, SALGA

➔ **Improving accessibility of information relating to safety, crime prevention and violence prevention to the community.**

- Ensure communication strategies facilitate ongoing communication to communities and stakeholders in accessible formats.
- Institutionalise feedback and reporting to communities at local level.
- Improve availability of data at local level.

All

➔ **Integrating community safety, crime prevention and violence prevention into all community-based initiatives.**

- Institutionalise crime prevention and violence prevention in the CWP and EPWP.
- Increase the number of community workers to augment capacity in crime prevention and violence prevention and child wellness interventions (e.g. home-based care, community health workers, community care workers)
- Capacitate and train existing community care workers on crime and violence prevention interventions.

Public Works, DCoG, DoH, DSD, Sports, Arts and Culture, DBE

➔ **Resourcing NGOs and CBOs to deliver quality, evidence-based crime and violence prevention programmes.**

- Develop an improved funding model.
- Allocate adequate resources to address full costs of programme delivery.
- Develop norms and standards, quality assurance and monitoring mechanisms.

Treasury, DSD, DBE, DoH, SAPS, provinces, DCoG, DCS, Sports, Arts and Culture

➔ **Institutionalise community safety planning in government.**

- Integrate community safety plans into IDPs and ward plans.
 - Tools: community plans, audits, surveys
- Empower and capacitate communities to participate in the development of community safety planning (audits, monitoring and interventions).
- Effective community engagement in development of policing needs and priorities.
- Meaningful community participation in development of policy, strategies and plans.

All

➔ **Mobilising communities to participate in community safety.**

- Develop effective, evidence-based awareness and education campaigns.
 - Address risk factors (substance abuse, GBV, HIV, positive parenting etc.)
 - Provide information on how to access support services (e.g. psychosocial support, substance abuse treatment, shelters).
 - Establish portals to provide information in accessible formats on crime and violence issues at access points (e.g. municipal offices, libraries, schools) using different media (e.g. computers, print, mobile applications) to assist people to access information on the criminal justice system (e.g. court processes, rights of

victims, where to access services for victims, step-by-step guides on accessing social, police and other services).

- Disseminate information explaining how and where people can get involved in crime prevention programmes and interventions.
- Ensure awareness and education interventions are part of broader and ongoing programme interventions (e.g. facilitate community dialogues about GBV and domestic violence with referrals and follow up interventions such as street interventions, door-to-door visits, ambush theatre, bystander interventions, community action teams, health campaigns).
- Mobilise existing capacity in communities (existing NPOs, role models, coaches, teachers, community leaders).
- Provide funding for community mobilisation.
 - Support and resource groups in communities at local level to educate, mobilise communities around local issues and equip communities to engage effectively with government.

All

4.6.3 Public and private partnerships to support safety, crime prevention and violence prevention programmes and interventions

➔ Developing sustainable partnerships with the private and NPO sector.

- Regulatory frameworks enable partnerships with the private sector, academic and research institutions, and civil society organisations at national, provincial and local level for the delivery of crime prevention and violence prevention programmes, community education and awareness campaigns, pilot interventions and research.
- Funding models developed to resource partnerships with the NPO sector.

All

➔ Facilitating joint initiatives with private sector on crime prevention and violence prevention.

All

➔ Investing in research and evaluation of prevention programmes.

- Commission and support academic, research and civil society institutions to undertake research and provide technical input to support the implementation of prevention programmes.

All

SECTION 5

MONITORING IMPLEMENTATION



SECTION 5: MONITORING IMPLEMENTATION

This Framework must be supported by a Monitoring and Evaluation Framework (M&E Framework) that is institutionalised into existing monitoring and evaluation frameworks and reporting systems in government.

The M&E Framework must be integrated into performance management systems, performance agreements and strategic plans to ensure accountability and effective oversight.

Core components of the M&E Framework should include:

- ➔ Overarching government outcomes and indicators for community safety.
- ➔ System level outcomes and indicators for implementation of the White Paper.
- ➔ Thematic outcomes and indicators for implementation of the White Paper.
- ➔ Monitoring and evaluation tools.
- ➔ Capacity building initiatives for government departments and spheres of government responsible for monitoring and evaluation.

SECTION 6

IMPLEMENTATION PROCESS



SECTION 6: IMPLEMENTATION PROCESS

Implementation of the White Paper will require addressing both the system requirements and thematic interventions. In order to ensure systemic change and accommodate the budget and planning cycles of government, activities and targets must be well articulated to ensure comprehensive implementation is achieved over a defined period. Government departments, provinces and municipalities must in the development of implementation plans set out clear times frames for implementation which could include the adoption of a targeted approach to implementation through a process of identification of hotspots and priority areas.

Government departments and spheres of government will then be required to develop implementation plans to implement the White Paper. This process will be supported by the government department responsible for planning monitoring and evaluation and the Department of Cooperative Governance (DCoG).



Contact us:

Tel: 012 393 2500/2/3
Web: www.policesecretariat.gov.za
Address: 217 Pretorius Street,
7th Floor, Van Erkom Building,
Pretoria, 0001



**civilian secretariat
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