



**civilian secretariat
for police service**

Department:
Civilian Secretariat for Police Service
REPUBLIC OF SOUTH AFRICA

PARTNERSHIP STRATEGY AND FRAMEWORK DEVELOPMENT

**CIVILIAN SECRETARIAT FOR POLICE SERVICE
JANUARY 2020**

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1. Introduction

The Civilian Secretariat for Police Service Act, Act No 2 of 2011 obliges the National Secretariat to “implement a partnership strategy to mobilise role-players and stakeholders to strengthen service delivery by the Police Service ...” and “to provide guidance to community police fora and associated structures and facilitate their proper functioning”.

Legislation, white papers and policy documents all emphasise the role of partnerships at a national, regional and above all community level as a key component of crime prevention, crime detection and crime reduction.

In this context the Secretariat set out to develop a partnership strategy and a framework for strategic partnerships; the framework provides context for that strategy while the strategy seeks to provide focus to partnerships.

The purpose of the strategy is to set the partnership priorities; determine which areas to focus on, which partners to prioritise, which activities to promote, and to quantify the expected outcomes these partnerships are expected to realise on community safety and service delivery.

The framework elaborates on what constitutes a partnership, details partnerships from a community policing perspective, presents issues to be clarified and lays the ground for issues to be addressed in the Partnership Strategy. Most importantly, it also gives guidance on the role that the Partnerships Unit should play in the implementation of the Partnerships Strategy.

The Partnership Strategy provides two main focus areas followed by key strategic thrusts to anchor the collaborative efforts of the Secretariat. Roles to be played at national and provincial are covered under key strategic issues. The development of the strategy was informed by a document review and interviews conducted with internal and external stakeholders.

2. Overview of the task

The development of the Partnership Strategy and Framework aligned to the strategic objectives of Civilian Secretariat for Police Service was informed by the following:

- Engagements with the Chief Directorate: Intersectoral Coordination and Strategic Partnerships which is responsible for managing and encouraging national dialogue on community safety and crime prevention and for contributing towards creating a safe and secure environment through ongoing partnerships with stakeholders,
- Interviews with entities reporting to the Minister of Police,
- Benchmarking with other institutions on developing a partnership strategy and framework,
- Benchmarking with similar Departments/Institutions internationally,
- Engagements with Civil Society formations, and
- Consulting Provincial Community Police Forums and Community Safety Forums to determine their views on the role envisaged in the Partnership Strategy & Framework.

3. Methodology

This project was informed by secondary and primary research. At the secondary level legislative and policy documents were perused, this included the Police Service Community Policing Strategy. Other documents perused are referenced in the Partnership Strategy.

Reference was also made to best practice to ensure that the developed products are aligned to latest developments. Focus was more on partnership models rather than community policing. Perusal of various partnership models provided us with sufficient material to develop the Partnership Framework.

3.1. Deliverables

The following key project outputs were delivered:

- Identified stakeholders to engage,
- Set up interviews with identified stakeholders,
- Conducted interviews with internal and external stakeholders based on developed data collection tools (Annexure A),
- Collected and perused documents on partnerships, community safety and crime prevention strategies from respondents,
- Collected and perused relevant literature on partnerships, crime prevention and community safety,
- Developed Guide to forming partnerships based on best practice (Part A) and
- Developed the Partnerships Framework and Strategy (see Part B and Part C).

3.2. Interviews conducted

Individual and group interviews were conducted with internal and external stakeholders. Interviews were in the main conducted face to face with identified stakeholders, and telephonically where direct contact was not possible due to clash of schedules, etc. Interviews conducted were grouped according to the stakeholder groups that respondents belong to. Details of the various stakeholders who participated are available in Annexure A.

3.2.1 *Internal interviews - Civilian Secretariat*

Internally views were solicited on:

- Role in the Secretariat (job function),
- Community engagement and partnerships,
- Role played in community engagement,
- Key stakeholders and partners,
- Partnership programmes in place,
- Current challenges and opportunities,
- Recommendations for effective community partnerships,
- Skills required to effectively engage with the community, and
- Desired role in partnership.

The Secretariat interviews were conducted face to face. Within the intersectoral coordination and strategic partnerships chief directorate, interviews were held with the following functions:

civil society, public private partnerships, communications and intergovernmental relations. Also important to the process are the chief directorates responsible for policy development and research as well as oversight, monitoring and evaluation. They were also interviewed.

3.2.2 External stakeholders - Police Agencies

Stakeholder engagements with agencies that also report to the Minister of Police included:

- The Police Service,
- The Investigative Police Directorate (IPID), and
- The Office of the Directorate for Priority Crime Investigation (DPCI) Judge which referred us to the Hawks for the interview.

The interviews focused on:

- Partnership strategy and programmes in place,
- Community engagement approaches,
- Partnerships arrangements and programmes,
- Recommendations and lessons learned from community partnerships, and
- Collaborating with the Civilian Secretariat.

3.2.3 External stakeholders - Other government departments

These interviews probed the following:

- Partnership strategy and programmes in place,
- Community engagement approaches,
- Partnerships arrangements and programmes, and
- Recommendations and lessons learned from community partnerships.

The idea was to consult other government departments based on their engagements with communities and their approach to partnerships. This would in turn assist us to draw comparisons and extract best practice. Consultations were planned with the following departments but only one granted us an interview.

- Social Development,
- Rural Development and Land Affairs,
- COGTA,
- SALGA,
- **SASSA (interviewed)**.

3.2.4 External Stakeholders – Provinces and CPFs

Provincial Secretariats and CPFs were interviewed across various provinces. It was only in Limpopo and Mpumalanga that interviews were held with SAPS. SAPS in other provinces did not grant us interviews. These interviews focused on:

- Relationships with other actors in crime prevention and community safety,
- Community safety programmes in place,
- Key focus areas,

- Challenges,
- Recommendations on what the partnership strategy should focus on,
- Lessons learned from implementation and
- Issues for the national Secretariat to address.

3.2.5 External stakeholders –Non- governmental partners

External stakeholders' views were probed the following aspects:

- Community policing and safety,
- Partnerships and programmes in place for crime prevention,
- Stakeholders for social crime prevention,
- Community engagement plans and strategies,
- Challenges and opportunities for partnerships,
- Advise and recommendations to make partnerships work, and
- Envisaged role in the partnership.

Interviews were successfully concluded with:

- National office of Business Against Crime South Africa, and
- GIZ Inclusive Violence and Crime Prevention Programme.

4. The guiding principles – Laying the ground

We have perused various pieces of legislation and policies as highlighted in the Partnership Strategy. We have put emphasis on the Integrated Social Crime Prevention Strategy, 2011 and the Intersectoral Collaboration approach to guide the development of the Partnership Strategy.

4.1. Integrated Social Crime Prevention Strategy, 2011

The Social Crime Prevention Strategy is based on the assertion that causes of crime are complex and that successful prevention requires a range of appropriate approaches that are tailor made to address specific conditions. The strategy is also premised on the principle that crime prevention is everybody's responsibility. Thus, social crime prevention strategies must be coordinated and linked with measures to address broader social challenges at community level.

The main objective of this strategy is to identify and promote innovative partnership-driven ways of reducing current levels of crime and preventing crime from occurring (p.7). The strategy is meant to guide the provision of integrated and coordinated crime prevention programmes. It aims to maximise the participation of communities and civil society organisations in the mobilisation and creation of a dedicated and integrated crime prevention capacity. The strategy supports conducting ongoing research and evaluation of departmental and public campaigns (p.8).

The Integrated Social Crime Prevention Strategy emphasises the prevention of crime at a broader level and does not rely on the criminal justice system to deal with crime by itself. It is also based on the idea that the SAPS alone cannot reduce crime. Communities, NGOs,

CBOs, FBOs and the respective government departments are equally responsible for reducing crime. Emphasis is placed on an inter-sectoral and comprehensive approach.

4.2. Partnership Approach - Intersectoral Collaboration

The CSPS puts emphasis on intersectoral collaboration (ISC) which we consider as the guiding principle for the development of the Partnerships Strategy. This type of collaboration is common in the health sector and emanates from the Ottawa Charter for Health Promotion signed in 1986. The Charter prioritised the following basic strategies for health promotion:

Advocate: Health is a resource for social and developmental means, thus the dimensions that affect these factors must be changed to encourage health.

Enable: Health equity must be reached where individuals must become empowered to control the determinants that affect their health, such that they are able to reach the highest attainable quality of life.

Mediation: Health promotion cannot be achieved by the health sector alone; rather its success will depend on the collaboration of all sectors of government (social, economic, etc.) as well as independent organizations (media, industry, etc.).

Further, the Charter emphasised the following action areas in support of the proposed approach:

- Building healthy public policy.
- Creating supportive environments.
- Strengthening community action.
- Developing personal skills.
- Re-orienting health care services toward prevention of illness and promotion of health

We view intersectoral collaboration as joint action taken by multiple stakeholders operating within a particular sector or with interest in that; in this case social crime prevention. It ordinarily involves the government sectors, as well as representatives from private, voluntary and non-profit groups, with the aim of addressing a particular objective to improve outcomes. Simply put, it is a collective approach to addressing the identified issue in a multi-faceted way. Depending on the issue, the approach should ideally involve stakeholders from across sectors at local, regional, provincial, national, and global levels. The extent of involvement will vary according to the goal and supporting objectives.

Intersectoral collaboration is based on the explicit intention of different sectors and organisations to achieve a common goal as well as the recognition that by working together a key issue can be addressed more efficiently and effectively than if say the National Secretariat acted in isolation or if another stakeholder approach was adopted. Intersectoral collaboration with other sectors aims to raise awareness of the co-benefits of acting together for people-centered policies and development.

Roles of the different players need to be clarified. Goals and benefits also need to be clearly articulated. Thus, intersectoral collaboration can assist in strengthening relations between government and non-government actors in ways that enhance policy making and lead to

better targeted programmes. ISC has been demonstrated to be effective in addressing service integration problems, duplications, gaps and inconsistencies in service provision, efficient use of limited resources, and pooling of skills and resources to address challenges on a broad level.

Intersectoral action can take many forms to include sharing of information, networking, cooperative initiatives, developing joint policies, signing formal agreements, developing regulations with other sectors and last forming coalitions, alliances or partnerships,. The objective to be achieved determines the most appropriate form of collaboration and should be based on the analysis of the environment and following interaction with stakeholders concerned. Such collaboration is likely to result in coordinated and integrated responses through mobilisation of existing resources to address the issue.

For a partnership programme to be effective certain conditions need to be met. These include a sound rationale or necessity to collaborate (alignment of purpose), clear goals, supportive policies, opportunities to collaborate, capacity in terms of knowledge, human and financial resources, strong relationships among stakeholders with a shared commitment, values, interests and a common, concrete objective supported by a clear plan of action. Engagement of key players and shared leadership and accountability are equally important. Thus the initial phases of the partnership should focus on making the partnership work. The support of politicians and involvement of senior bureaucrats who can act as programme champions is also important for success during the early stages of a collaborative initiative. Local party politics can impact on the opportunity for intersectoral collaboration, particularly in politically unstable areas. In such cases uncertainty interferes with longer term planning. This undoubtedly calls for the active involvement of provinces, community policing structures and local government.

In designing the strategy we sought to place strong focus on effective multi-stakeholder and multi-dimensional approaches to address crime prevention. The framework considers different groups of stakeholders including actors in government, donor organisations, multilaterals, civil society organisations and the private sector. Most importantly, not all stakeholders that CSPS will work or collaborate with are regarded as partners. This point is detailed in the framework document.

4.3. Intersectoral Collaboration in Practice

It is encouraging that some stakeholders in the community safety sector have already adopted the ISC approach in their programmes. Further the functions of the Provincial Secretariats are aligned to the ISC approach as follows:

- to promote community police relations;
- establish and promote partnerships; and
- manage the enhancement of community safety structures with the province.

The KZN Department of Community Safety and Liaison has a Special Projects and Inter-sectoral Collaboration Directorate which aims to promote corporate governance and provide strategic project support. Its functions as stated on their website include:

- Facilitating the establishment of the KwaZulu-Natal JCPS cluster to further strengthen intergovernmental cooperation within the criminal justice system at a provincial level.
- In line with the constitutional mandate to promote good relations between communities and police, implementing the Volunteer Crime Prevention Project (VSCPP), balance law enforcement with community engagement by facilitating localised safety priorities and community activism against crime; etc.

4.4. SASSA's Partnership Approach

SASSA is responsible for the management and distribution of social grants nationally. There is a Partnerships Unit and most partnerships are formalised through agreements. There are agreements with key departments like Home Affairs and Correctional Services to enable delivery of services. There are also agreements with business and NGOs.

Strategy in place: The Partnerships Unit was at the time of interviews in the process of developing a framework for approval by the CEO. The Senior manager interviewed said, "We have not matured the partnership model yet but working on it".

The Senior Manager defined a partnership as, "A strategic partnership is an arrangement with another entity where we share opportunities, etc. There is no payment but there is mutual benefit. A partner can become a service provider but ceases to be a partner when that transition happens". Regarding who is considered a partner, the agency does not differentiate between stakeholders and partners. However, service providers are not considered as partners.

Important elements: The following elements are important to partnerships; communication and role clarification regarding who does what within the organisation. It is important to analyse potential partners, strategic fit and what they bring. "Strategic fit determines who we partner with", the manager emphasised.

Reporting lines: The Unit is headed by a Senior Manager who reports to a General Manager (DDG level) who reports to the Head of the agency (DG level). The Head of the Agency is at the same level as the HoD of the department that SASSA reports to (Social Development).

Management of the MoUs: There are obligations in the MoU and a workplan that has to be monitored and that is done by the Partnership Manager. In the new partnership model, each MoU goes to the business owner but overall there is a Partnership Manager based in the Partnerships Unit.

Challenges: Funding is a key challenge as government is expected to fund initiatives. Main challenges from NGOs relate to lack of funds to attend meetings while business expects to have a commercial contract from the partnership. NGOs want money to travel and the private sector expects to leverage from the skills they bring to the table. "Academics think they will get business out of the process", he said.

5. Conclusion

The Partnership Strategy puts forward a structured approach to partnering and collaborating for crime prevention. It further recommends a number of initiatives to be undertaken at various levels as well as issues to be resolved to ensure successful implementation of the strategy.

One of the key areas highlighted as a challenge is the role of local government in crime prevention. Local government is responsible for forming and coordinating CSFs. CSFs are central to bringing all the stakeholders together for crime prevention and yet they remain non-functional. There is need to bring local government on board if long term-results are to be realised. How the CSPS does that is a matter of strategy and tactic as legislation and policy have so far not yielded the required support.

Official sign-off:

It is hereby certified that this Partnership Strategy and Framework:

- **Takes into account all the relevant policies, legislation and other mandates for which the Secretariat for Police Service is responsible.**
- **Consultation with the relevant stakeholders was conducted by the appointed Service Provider.**

MR. S.B. NTULI

**CHIEF DIRECTOR: INTERSECTORAL COORDINATION AND STRATEGIC
PARTNERSHIPS**

DATE:

APPROVED

MR. A.P. RAPEA

SECRETARY FOR POLICE SERVICE

DATE:

6. PART A: A GUIDE TO FORMING PARTNERSHIPS

7. PART B: PARTNERSHIP FRAMEWORK

8. PART C: PARTNERSHIP STRATEGY

9. ANNEXURE A: STAKEHOLDER ENGAGEMENTS UNDERTAKEN

Internal stakeholders: Interviews and workshop completed		
Civilian Secretariat	<ol style="list-style-type: none"> 1. SWOT workshop with Partnerships Unit 2. Director, Private Partnerships –Dr Manthiba interview 3. Chief Director Policy and Research Adv. Bilkis Omar and 2 members of team 4. Chief Director, Oversight, Monitoring and Evaluation - Takalani plus 6 members of team 5. Director, Communications – Pinda Ntsaluba 6. Director, IGR - Meshack Mogatusi 7. Director, Civil Society- Phulu Matshidze plus 2 team members 8. Chief Director, Partnerships - Benjamin Ntuli 9. Chief director Legislation, Adv Dawn Bell and 2 members of team 10. HoD – Secretary, Phumudzo Rapea 	
External stakeholders - Provinces, Police and CPFs, interviews, meeting attendance and presentations		
Northern Cape	<ol style="list-style-type: none"> 11. Community Safety, Manager: Safety promotion, 22/8 12. Community Safety, Civilian Oversight, Manager Community Police Relations -- 22/8 13. Community Safety, Civilian Oversight, Manager Monitoring and Evaluation - 22/8 14. Cluster Chair – Francis Baard –18 /09 15. HOD and Chief Director -18/09 	
North West	<ol style="list-style-type: none"> 16. Police Board (presentation and meeting attendance), 28/08 17. Secretariat, Director Crime Prevention - plus two policy and research staffers, 29/09 	
KwaZulu Natal	<ol style="list-style-type: none"> 18. Provincial CPF Chairperson, 01/09 19. Director Research, 01/09 20. Exco presentation to Community Safety & Liaison Department 21. Group interview with Civilian Sub-directorate (Chief Director plus 6 team members) 01/09 	
Eastern Cape	<ol style="list-style-type: none"> 22. Department of Community Safety, Group interview 05/09 23. Community Police Board meeting 06/09 24. CPF Matatiele Cluster Chair 06/09 25. CP Motherwell Cluster Chair 06/09 26. Provincial CPF Secretary, telephonic- 24/09) 	
Western Cape	27. HOD Gideon Morris and Chief Director Civilian Secretariat Adv Pillay – 06/09	
Mpumalanga	<ol style="list-style-type: none"> 28. CPF Chairperson 02/09 29. HoD Community Safety 03/09 30. SAPS - Acting Provincial Head, and Colonel Social Crime Prevention, 02/09 31. SA Police Reservist 03/09 	
Free State	32. FS Chief Director, Civilian Secretariat and 1 team member, 17/09	
Limpopo	<ol style="list-style-type: none"> 33. CPF Chairperson 19/09 34. HoD Community Safety 19/09 	<ol style="list-style-type: none"> 35. CSF Chairperson 19/09 36. SAPS General 20/09
Gauteng	37. CPF Chairperson 26/09	
IPID	38. IPID – Partnerships Programmes manager and 4 staff members, 22/08	
Hawks	39. Office of the DCPI Judge, Lt Col 30/08	
Business Against Crime South Africa	40. Business Against Crime, National office, current CEO and previous CEO, 19/09	
GIZ	41. Senior Advisor: Inclusive Violence and Crime Prevention Programme 25/09	
SAPS	42. Component head Maj.General Mathonsi and the social crime prevention team, 23/10	
SASSA	43. Senior manager Partnerships and Business Development, 24/10	