CIVILIAN SECRETARIAT FOR POLICE

POLICY ON THE ESTABLISHMENT OF COMMUNITY SAFETY FORUMS

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ACRONYMS

ADR – Alternative Dispute Resolution

BAC – Business against Crime

CBO – Community-based Organisations

CJS – Criminal Justice System

COGTA - Department of Co-operative Governance and Traditional Affairs

CPF – Community Police Forum

CSA – Community Safety Audit

CSF – Community Safety Forums

CSP - Community Safety Plan

DCS – Department of Correctional Services

Dev Com – Development Committee

DHA – Department of Home Affairs

DM – District Municipality

DoJCD – Department of Justice and Constitutional Development

DSD – Department of Social Development

IDASA – Institute for Democracy in South Africa

IDP – Integrated Development Planning process

IDP's – Integrated Development Plans

IGR – Inter-government Relations

IJS – Integrated Justice System

JCPS – Justice, Crime Prevention and Security Cluster

JOINTS – Joint Operations and Intelligence Structures

LCPS – Local Crime Prevention Strategy and Plan

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LM - Local Municipality

MinMec – Ministers and Members of Executive Councils

MTBPS - Medium Term Budget Policy Strategy

MTEF - Medium Term Expenditure Framework

NGO – Non-Governmental Organisations

NCPS – National Crime Prevention Strategy

NPA – National Prosecuting Authority

SAPS – South African Police Service

SGB - School Governing Body

WPSS – White Paper on Safety and Security

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1. INTRODUCTION

Community Safety Forums (CSFs) emanated from the requirements outlined in the National Crime Prevention Strategy (NCPS) of 1996, and the 1998 White Paper on Safety and Security (WPSS). Both sought to improve, amongst others, the functioning of the criminal justice system, in particular the police, in the local domain, and to enhance crime prevention activities. Whilst the NCPS and the White Paper created the opportunity for integrated approaches to preventing crime and increasing the efficiency of law enforcement, it failed to articulate the methodology and structural arrangements as to exactly how the CSF concept should be implemented.

CSFs are based on the premise that increased co-operation and interaction would improve the functioning and deliberations within the local criminal justice system and the delivery of crime prevention projects. This resulted in the CSF concept evolving as a replicable structure for integrated problem solving at local level, destined to provide means for sharing information and coordinating an inter-disciplinary approach to crime prevention. This approach is inclusive of collaboration and responses from all the departments in the Justice, Crime Prevention and Security (JCPS) cluster and other relevant organs of state.

CSFs do not aim to replace or duplicate any existing structure or forum at local level. It will solely serve as a coordinating structure for collaboration and integrated planning and implementation at local government level. Therefore, the main intention remains the replication of the co-ordination and monitoring functions of the JCPS or the Criminal Justice System (CJS) structure, to streamline and enhance integrated planning at local government level.

Since the CSF concept is closely related to Community Policing, a clear distinction needs to be drawn. CSFs are meant to facilitate the delivery of a multi-sectoral governmental approach on safety in local communities and are distinguished from CPFs through its jurisdiction and tasks. CPFs are a legal community structure

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established in terms of the South African Police Service (SAPS) Act and is mandated to facilitate community–police relations within a specific police station precinct (police station boundary) and serves as the mouthpiece of the community with the police and vice versa, on policing matters and other relevant safety issues. Members of this forum are elected during formal election processes and get their mandate from the community to execute legal powers and functions.

The jurisdiction of a CSF is aligned to the municipal and/or district municipal jurisdiction/boundary. Once formalized and established, it will facilitate and enhance co-operation, integrated planning and coordinate implementation of safety programmes and projects in the local sphere. It will consist of representatives formally nominated and endorsed by the respective department, institution or community based organisation. In this regard, CPFs will be but one of the stakeholders represented in the CSF structure. By taking over the co-ordination of crime prevention activities, for example, CSFs allow community policing to focus exclusively on police-community issues and report on successes, projects and challenges. As such, they serve as a major conduit for community participation in CSFs. The forums also assist CPFs to access government resources that previously have been beyond their reach.

CSFs are therefore meant to harness the energies of JCPS departments and relevant organs of state with a view to realizing synergies and better coordination. Some of the important principles that inform service delivery in government include the following:

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

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The context for the development of a policy framework for CSFs stems from a Cabinet instruction to the Department of Police, through the JCPS cluster to facilitate and expedite the establishment of CSFs throughout the country. Research towards the policy included an audit conducted during 2010 which revealed that a number of CSFs were established and are in existence in some of the provinces in the country. The organisational designs and responsibilities of existing CSFs, however, differ from area to area.

This policy framework aims to respond to the challenge by proposing a uniform policy approach to the establishment of CSFs.

2. THE MANDATE FROM GOVERNMENT

Currently, the South African government's strategic objective for the JCPS cluster is that *"All People in South Africa Are and Feel Safe"*. The Constitution bestows the right on all South African citizens to enjoy an accountable, effective and a service-oriented CJS. It directs the state to provide all citizens and those within the country's boundaries with adequate security from those who perpetrate crime. Various initiatives have been undertaken by the democratic government since 1994 in addressing crime, and to ensure that the CJS is transformed.

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

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The mandate from government is to formulate a policy that will see the development of CSFs in all parts of the country in order to give effect to the imperative of working in a cohesive and integrated manner.

3. THE NEED FOR COMMUNITY SAFETY FORUMS

CSFs are designed to create a platform for coordination, integration and implementation of multi-sectoral crime prevention and community safety initiatives, within the context of the National and Provincial JCPS priorities in serving as the central catalyst for joint collaboration towards a local crime prevention strategy. The CSF concept also emphasises the need to ensure synergy and alignment of all government inputs and outputs in the local domain, to fast track and improve service delivery whilst drawing on all available resources in achieving the commitments underlying the developmental perspective. Such deliberations must be undertaken within the guiding framework of the intergovernmental relations prescripts and co-operative government.

4. CONSTITUTIONAL AND LEGISLATIVE FRAMEWORK

Set out below is a synopsis of the constitutional and legislative imperatives that should guide the policy framework for planning, coordination and execution of integrated crime prevention initiatives.

4.1. Constitution of the Republic of South Africa1996

Section 40 of the Constitution states that government is constituted in the national, provincial and local spheres and that spheres are "distinctive, interdependent and interrelated." Section 41 of the Constitution goes on to state that all spheres of government and all organs of state within each sphere must preserve the peace, secure the well-being of the people of the Republic, co-operate with one another in

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mutual trust and good faith, by inter alia, assisting and supporting one another and coordinating their actions and legislation with one another.

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

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

The competencies of local government are provided for in Schedules 4 and 5 of the Constitution that relate to the administration of the local government matters which are listed in Part B of Schedule 4 and Part B of Schedule 5. These matters include areas relating to street lighting, street trading, traffic, the control of public nuisances and the consequential by-law enforcement. These are some of the matters that CSFs shall address as part of their initiatives.

Section 206(3) of the Constitution entitles each province to promote good relations between the police and the community. This cannot be achieved by the relevant provincial organ of state without the concomitant involvement of the national and local spheres of government.

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

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4.2. South African Police Service Act 1995 (on CPFs)

Amongst others, the SAPS Act provides for specific roles of the police in relation to community safety. These include:

- o Establishing and maintaining partnerships with the community;

- o Promoting communication with the community;

- o Promoting cooperation on policing with the community;

- o Improving transparency and accountability to the community;

- o Improved partnership with the community;

- o Improved service delivery at all levels; and

- o Joint problem identification and problem solving.

4.3. Inter-governmental Relations Framework Act, 2005 (Act 13 of 2005)

The Act provides for the establishment of a National Intergovernmental Forum in order to promote and facilitate intergovernmental relations. Its role is to raise matters of national interest within the functional area with provincial governments and, where appropriate, organized local government, and to hear their views on those matters. Its role is also to discuss performance in the provision of services in order to detect failures and to initiate preventive or corrective action.

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

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

4.4. Municipal Systems Act 32 of 2000

One of the objectives of the Municipal Systems Act is to provide for community participation and involvement of the local community in the affairs of the municipality. The Act mandates each local government to consultatively undertake Integrated Development Planning (IDP) for the local area. It further provides for participation by the local community in the affairs of the municipality that must take place through the councilors (s17). The IDP process is critical in that it supports the notion of integration and consultation.

These IDP's are local plans which are ultimately intended to guide the implementation of the policies and programmes informed by various National and Provincial Government policies, strategies and programmes. Crime prevention is no exception. In terms of Sections 23-37 of the Act, municipal planning must be development-oriented to ensure that it, together with other organs of state, contributes to the progressive realization of the fundamental rights contained in sections 24 (Environment), 25 (Property), 26 (Housing), 27 (Health care, food, water and social security) and 29 (Education) of the Constitution. In addition, planning must be aligned with, and complement, the development plans of other organs of state so as to give effect to the principles of co-operative governance. Each municipal council must adopt a single, inclusive and strategic plan for the development of the municipality which links, integrates and co-ordinates plans, and takes into account proposals for the development of the municipality.

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4.5. Municipal Structures Act 117 of 1998

The Municipal Structures Act emphasizes that municipal structures should account on their involvement of communities and community organizations in the affairs of the municipality. The objective includes reviewing the needs of communities.

The Constitution and the different pieces of legislation referred to herein constitute the basis for the development of the CSF policy.

5. POLICY FRAMEWORK

The following policy instruments serve as points of reference for the development of the CSF policy.

5.1. The National Crime Prevention Strategy 1996

The NCPS represents a collation of national and international experience in crime prevention. It has the following objectives:

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

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o The maximization of civil society's participation in mobilizing and sustaining crime prevention initiatives.

o Creation of a dedicated and integrated crime prevention capacity, which can conduct ongoing research and evaluation of departmental and public campaigns, as well as facilitate effective crime prevention programmes at provincial and local level.

o Emphasis on greater community involvement in crime prevention.

The NCPS is based on the following four pillars:

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

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

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

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

5.2. White Paper on Safety and Security 1998

The White Paper on Safety and Security has as its objectives:
o Strategic priorities to deal with crime

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- Role and responsibilities of various role players in the Safety and Security sphere
- The role of the Department of Safety and Security (now the Department of Police) within the constitutional framework.

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

- The internal prevention of crime i.e. within the Municipality.
- Working with the local SAPS and CPF's in setting priorities.
- Aligning resources and objectives within a crime prevention framework.
- Ensuring that development projects take crime prevention principles into account.
- Co-ordination of crime prevention initiatives operating within the municipal area to avoid duplication.
- Effective enforcement of by-laws.
- Effective traffic law enforcement.
- Assist victims of crime with information as to support services available.
- Initiate targeted crime prevention programmes.
- Local government to play a lead role in local crime prevention, promoting crime prevention through multi-agency partnerships

5.3. White Paper on Local Government 1998

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

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5.4. White Paper on Traditional Leadership and Governance

- o Promotes a strong relationship between the Institution and different spheres of government, particularly local government, to ensure service delivery.
- o Support municipalities in the identification of community needs.

5.5. White Paper on Corrections in South Africa of 2005 and the Correctional Services Act 111, of 1998

- o Propagates for a range of healthy external partnerships
- o Promotes the adoption of rehabilitation as societal responsibility
- o Promotes relationship between the DCS and the community, community based organizations, Non Governmental Organization and faith based organization.
- o The White Paper gave rise to the development of community participation policy.
- o The Act Promotes partnerships with the community as the basic tenants of rehabilitation and resulted in a Community Participation Policy which aims to involve the Community in the rehabilitation and reintegration of offenders.

6. SCOPE AND OBJECTIVES

The establishment of CSFs is intended:

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

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CSFs are based on the premise that increased co-operation and interaction will improve the functioning of the criminal justice system and the delivery of crime prevention projects. As such, community safety forums provide a means for sharing information and coordinating inter-disciplinary approaches to crime prevention.

6.1. Policy Statement

CSFs need to be established to enhance community safety in an integrated and coordinated manner to achieve and deliver on priorities identified at national, provincial and local levels. Crime stems from a host of factors which include inadequate access to basic services such as housing, education and health, social services, as well as employment. Crime hampers socio-economic development. Therefore, improved planning and co-ordination is required to enhance conditions of safety. There is also a need to strengthen partnerships and co-operation among relevant organs of state at local, provincial and national spheres of government, including community stakeholders.

6.2. Scope of the CSF policy

The scope of the policy relates to the following:

- Coordination within government and with other relevant agencies, community, civil society and other relevant stakeholders.
- Stimulating the identification and development of crime prevention measures and long term strategies for tackling the causes of crime and lack of safety
- Ensuring that community safety is a high priority for relevant departments, organizations and community formations
- Providing information, training and opportunities to share and develop good practice on crime prevention and safety

The above scope will be achieved through dealing with the following:

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- A local perspective on community safety and crime prevention
- Social crime prevention
- Crime prevention through environmental design
- Encouraging and improving citizen participation in community safety initiatives
- Promoting restorative justice
- Reducing re-offending (recidivism)
- Ensuring effective reintegration of ex-offender into the community
- Improving community cohesion
- Improving community participation in the local economy
- Addressing gender-based violence and violence against women and children
- Addressing alcohol and substance abuse
- Ensuring safer streets and safer schools
- Ensuring safer human settlements
- Ensuring access to justice
- Ensuring road transport safety and safer public transport

The above list is not exhaustive and is left to the discretion of the CSFs to add areas it deems necessary.

6.3. Objectives of a Community Safety Forum

The main objectives of a CSF are to:

- Coordinate and promote co-operation, synergise and integrate planning and budgeting between government departments on matters of community safety and security
- Facilitate the implementation of government-community partnership capabilities on matters of community safety and security
- Strategically consult and engage communities through organized structures, to participate in the development of local planning and monitoring of safety, security and development plans

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- o Strategically muster community strengths to implement programmes that enhance community safety, security and development.

7. COMMUNITY POLICING FORUMS AND COMMUNITY SAFETY FORUMS

The CSF process draws together agencies working on projects relating to the pillars of the NCPS, which together with the White Paper, has recommended integrated approaches to preventing crime and increasing the efficiency of law enforcement. There has been a lack of formal interaction between CPFs, criminal justice agencies and government departments concerned with welfare, education and local government. As such CSFs became a structure for integrated problem solving and crime prevention at local level. The approach used with the CSFs is that mechanisms for crime prevention and solutions to social problems should, within the broad parameters of national policy, be identified and implemented at local level. This would ensure that those affected could make decisions and provide feedback, thus enabling timely adaptation of programs.

CPFs broaden the nature and number of police functions as compared to mainstream policing. It emphasizes organizational change, active problem solving, and external partnerships, to address issues that concern the police, crime control and the community. CPFs shift the focus of policing by placing equal emphasis on crime control, order maintenance, and service. Thus CPF interventions appear to not address wider developmental issues like the CSF approach and are likely to raise expectations the police may be unable to meet. This could result in either greater privatisation of policing in upmarket areas or more self policing or vigilantism in poorer areas. This limitation of the CPF approach has inadvertently led to the establishment of CSFs.

CSFs allow the community to be involved not only in determining police priorities in their areas, but also in identifying crime prevention needs. Since crime is affected by

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a range of economic, social and political factors, a multi-disciplinary, integrated approach is required to address crime prevention needs in communities.

The CSF concept tackles the limitations of CPFs by using a developmental perspective to resolve a security challenge. This involves bringing together those role-players responsible for criminal justice and services that, correctly utilised, could assist in crime prevention. The approach includes ensuring synergy of crime prevention programs, and that solutions should, within the broad parameters of national policy, be identified and implemented at local level. This would ensure that those affected could make decisions and provide feedback, thus enabling appropriate adaptation of CSF programs.

CSFs therefore provide a single local forum where all relevant government departments and NGOs meet, exchange information, and work co-operatively on issues of community safety and security. CPFs thus remain important partners for the success of CSFs, as they are established legal entities with a mandate to participate in community safety and security. CPFs also serve as a conduit for community participation in community safety forums. They reduce the possibility that parallel structures for engagement could divide communities, and that the structures could be duplicated. Therefore by taking over the co-ordination of crime prevention activities, CSFs allow CPFs to focus exclusively on police-community issues, thus assisting CPFs to access limited government resources.

8. FUNCTIONS OF A COMMUNITY SAFETY FORUM

CSFs are responsible for the following key functions:

- o Ensuring that synergies are realized through cooperative and integrated functioning among government departments and relevant institutions, on issues of community safety and security
- o Facilitate the execution of regular safety audits, in partnership with civil society, and coordinate the development of a Safety Strategy and Plan

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(SSP) and its alignment with national, provincial and local priorities and plans.

o Coordinating, monitoring and evaluating the implementation of safety programs or projects.

9. POLICY IMPLEMENTATION REQUIREMENTS

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

9.1. Establishment and Location of Community Safety Forums

The Member of the Executive Council responsible for policing shall, in consultation with the mayor(s), establish a CSF that is broadly representative of local community structures and organs of state, to be located and operate within the Metropolitan, District and Local municipal boundaries. The District CSF consists of representatives from Local CSFs under its jurisdiction, and provides further coordination and technical support towards ensuring functionality and integration.

9.2. Composition of Community Safety Forums

As a broad structure for integrated local crime prevention planning, coordination and implementation, CSFs must involve participants from all three spheres of government, as well as community-based organizations and formations.

These should include the following departments (with their agencies):

o Department of Correctional Services (DCS)
o Department of Justice and Constitutional Development (DoJCD)

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- Department of Home Affairs (DHA)
- Department of Co-operative Governance and Traditional Affairs (COGTA)
- Metro, District and Local Municipalities
- South African Local Government Agency (SALGA)
- Social Cluster Departments (in all spheres of governance)
- South African Police Service
- Civilian Secretariat for Police for Police
- Provincial Departments responsible for community safety

Communities serve as critical role-players in the composition of CSFs. In order to give effect to enhancing community participation in the CSFs, the continuous presence of organized civil society and community structures is encouraged. Civil society or organized local communities that may form part of CSFs include the following:

- Existing CPFs
- Non-governmental organizations working in relevant functional areas, for example, in child protection, victim support, restorative justice or economic empowerment areas
- Faith-based organizations
- Ward councilors as ex-officio members
- Organisations representing the interests of specific groups like Women's Formations
- Traditional leaders
- Business sector
- Other organized community structures such as military veterans

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

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9.3. Work Organisation for Community Safety Forums

- *Local/District/Metropolitan Level Structures*: In order to ensure that CSFs effectively deliver on their mandate at a local, district and metropolitan level, there is a need to establish structures that will be strategically organized into sub-committees in order to achieve their objectives. The establishment and structuring of sub-committees should be done through specific programmes where the relevant department will be expected to lead, based on its portfolio or mandate. For example, in a sub-committee on transport safety, the officials from the Department of Transport will take the lead in programmes or initiatives relating to such. The CSF and the representative of the provincial department responsible for community safety will assume the responsibility of reporting on CSF activities through the existing government cluster structures at provincial and national government.

The secretariat function and coordination of these structures remains the joint responsibility of the Metropolitan, District and/or Local Municipality and that of the provincial department responsible for community safety. In the case where a local municipality does not have the capacity or means to establish and administer a CSF, the District municipality concerned, with the assistance of the provincial secretariat, _must_ intervene and take the lead on ensuring a CSF is established in such a municipality. Once the municipality concerned acquires the necessary capacity and resources, the CSF must be handed back to the respective municipality.

- *Provincial Level*: In order to ensure accountability by the local/ metropolitan and district level CSF, a provincial structure, such as the IJS Development Committee, should be established to ensure that relevant and required interventions are addressed, and the reports thereof are forwarded to the national cluster structure (the JCPS). In consultation with the IJS Development Committee, the provincial departments of Community Safety

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and COGTA should facilitate and coordinate planning, programme support, capacity building, mentoring, monitoring, oversight, and accountability.

- *National Level* – The Development Committee, in conjunction with the Civilian Secretariat for Police for Police, should provide vision, policy direction, oversight, strategic advice, co-ordination, and programme evaluation.

9.4. Roles and Responsibilities of Stakeholders

A formal statement or concrete list defining the roles and responsibilities of stakeholders is necessary to determine and clarify the understanding of the various partners on collaboration and allocation. Their roles are the following:

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

Below is a description of the minimum responsibilities of each of the stakeholders:

Department of Correctional Services:

- Facilitate social acceptance and effective reintegration of ex-offenders into their communities

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- Facilitate and manage parole release programmes (pre-release, supervision and parole) with communities
- Facilitate community service programmes
- Oversee and facilitate the management of all places of safety for petty offenders and children in conflict with the law under its jurisdiction (including outsourced functions)
- Develop and implement social crime prevention programmes in line with the mandate

Department of Justice and Constitutional Development:

- Facilitate and promote access to justice services available to the communities (e.g. Legal Aid Board and Thuthuzela Care Centres)
- Empower citizens to understand the Constitution, the laws that impact on their lives, and access to justice
- Ensure Restorative Justice and Alternative Dispute Resolution (ADR) initiatives
- Ensure that victim empowerment and support programmes are adopted and are run effectively to address victims' traumatic experiences
- Conduct *face-the-people* sessions on bail and sentencing at local level (accountability)

Department of Home Affairs:

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

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Department of Co-operative Governance and Traditional Affairs:

- Create a framework in which municipalities are compelled to establish CSFs
- Provide technical assistance to the Provincial Secretariats for Police during establishment and oversee the continuous participation and deliberations of municipalities in CSFs
- Ensure each IDP makes proper provision for local community safety initiatives and that such initiatives are budgeted for
- Assist municipalities with administration and resourcing to optimize the functionality of CSFs in meeting its objectives

Department of Social Development

- Facilitate community service programmes
- Provide probation and child justice services to persons at risk and in conflict with the law
- Take a lead on social crime prevention issues
- Develop and manage secure places of safety for petty offenders and children in conflict with the law
- Develop and implement social crime prevention programmes
- Lead victim empowerment programmes (VEP)

Other Social Cluster Departments:

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

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Local/District/Metropolitan Municipalities:

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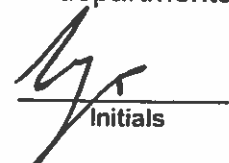- Demarcate operational boundaries for CSFs.

9.5. Civilian Secretariat for Police and Provincial Departments of Community Safety:

National Level:

- Develop and review CSF Policy and relevant Legislation
- Develop national standards and regulations for CSFs
- Monitor, evaluate and report on CSF policy implementation to JCPS

Provincial Level:

- Establish Intergovernmental Forums to enable Provincial and Local coordination of CSF work.
- Determine performance indicators for CSF structures in conjunction with COGTA, SALGA and municipalities
- Facilitate and coordinate design and integration of safety plans into IDP's jointly with local government
- Facilitate and assist with the structuring and establishment of CSFs at the local sphere and ensure alignment with the metropolitan, district and/or local municipal boundaries
- Budget for and provide assistance with administration and resources essential to ensure functionality and effectiveness of CSFs
- Monitor, evaluate and report on CSF performance to National departments

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The South African Police Service:

- Facilitate and maintain a partnership between the community and the police, including establishment of and support for the functioning of CPFs
- Support the participation of CPFs in CSFs
- Facilitate communication between the police and the community;
- Improving the rendering of police services to the community at a local level
- Joint identification of local policing priorities and co-ownership of problem-solving programmes at a local level
- Conduct periodic reporting to the community in conjunction with the CSF and CPFs structures (accountability)
- Facilitate and implement approved rural safety policies and strategies

CPFs and incorporated structures:

- Identify policing priorities with the police
- Joint identification and co-ownership of policing programmes
- Reciprocal engagement in crime combating programmes
- Ensure police accountability to the community
- Conduct other extended responsibilities on the CJS presented earlier in the document

The role of communities in Community Safety Forums

As an integral part of implementing community safety initiatives, communities, through established sectoral interests such as business and religious forums and other organized community structures, should be mobilized to take the initiative on issues pertaining to community safety and security.

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

The objective of CSFs is to coordinate, facilitate and monitor integrated planning, budgeting and utilisation of resources towards focussed and joint implementation of initiatives to achieve the national objectives and targets on government's priority outcome of *"All People in South Africa Are and Feel Safe"*. Crime prevention and community safety initiatives necessitate a strategic channelling of resources and capacities by all role players involved in the wide spectrum.

Since the CSF are not *per se* an implementing agent or institution, it is anticipated that CSFs will initially require funding for establishing infrastructure, training of people to serve as secretariat and support personnel, and for administration. Since CSFs will be located at local level, it is proposed that metropolitan, district and local municipalities *must* assist in providing appropriate infrastructure, for example, office space and where possible logistical support through the normal municipal budgeting process. Provincial Secretariats for Police and district municipalities, where necessary, must assist and support individual local municipalities with financial assistance and other resources to ensure that administration continues and infrastructure is put in place, in order for CSFs to properly function and execute their functions.

The Civilian Secretariat for Police must develop and regularly review national guidelines, in conjunction with DevComm, to facilitate the development of a uniform training programme and its roll-out for all people who will be involved in the administration and functioning of CSFs (including provincial and national departmental officials).

The funding for community safety programmes must come from the respective JCPS and Sector departments as part of their normal budgeting processes and the equitable share. At the beginning of each cycle (financial year), each relevant (JCPS or Sector) department, SOE, agency and other institution must provide and register all relevant community safety projects with the CSF which must be formally captured

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in the respective municipality's IDP with full detail, such as the project and its objective, the amount budgeted, and the resources to be deployed for implementation. The CSF must facilitate a discussion on the appropriateness of the programmes/projects and provide guidance on the integration and alignment of such projects to the respective local government priorities.

Municipalities and the Provincial Secretariats for Police are regarded as the key role-players *(implementing agents)* to guide and facilitate community safety initiatives at local level and therefore must continue budgeting for leading community safety projects and initiatives. This emphasises the need for Provincial Secretariats for Police to strengthen their budget inputs *to secure dedicated funding* from the equitable share and to create appropriate capacity to compliment municipalities in local community safety initiatives and interventions. In this regard, the assistance of Provincial Treasuries is critical to ensure that such funding is ring-fenced and must be subject to compliance, monitoring and auditing.

The CSF approach does not exempt any role-player(s) from its legal or constitutional mandate towards the local government sphere. This is equally applicable to the prescripts of governance rules and procedures within the government and/or other institution, for example, with the PFMA and MFMA, Treasury regulations, and any other financial prescript. Each role-player will remain accountable for expenditure of the programme/project as part of its normal budget planning and accounting procedures to each Accounting Officer and/or CEO.

11.   MINIMUM STANDARDS FOR CSFs

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

o   CSF must be established and aligned to district and local Municipal boundaries.

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o Stakeholder representation in the CSF must be at a strategic and decision making level

o Municipalities must, together with the provincial departments responsible for community safety, co-ordinate all CSF activities and report on implementation achievements. Should any challenges arise, it must be reported and discussed at CSF level, and if no solution is found, a report must be sent to the Provincial Department of Community Safety and the Civilian Secretariat for Police to facilitate intervention.

12. IMPLEMENTATION AND METHODOLOGY

Once this policy is approved, a strategy will be developed to set out clear directives on the following:

- The methodology to be applied for implementation
- The development of a training manual and timelines for training
- An action plan with full implementation approach, scope and timelines for the actual CSF roll-out, and
- Prescribed lines of reporting, report formats and intervals of reporting on CSF deliberations

Approved on this _08 01_ **day of** _MARCH_ _2016

MR. NPT NHLEKO, MP
MINISTER OF POLICE

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