



**DRAFT**  
**NATIONAL POLICING POLICY**

**OCTOBER 2023**

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## LIST OF ACRONYMS

ACRONYM	DESCRIPTION
1998 WPSS	1998 White Paper on Safety and Security
2016 WPP	2016 White Paper on Policing
2016 WPSS	2016 White Paper on Safety and Security
2019 Guidelines	2019 Guidelines on Enhancing SAPS Performance Indicators
AGSA	Auditor General of South Africa
CJS/ICJS	Criminal Justice System/Integrated Criminal Justice System
Constitution	Constitution of the Republic of South Africa, 1996
COVID-19	2019 Coronavirus Disease
CPFs	Community Police Forum
CPP	Community Policing Policy
CSFs	Community Safety Forum
CSPS	Civilian Secretariat for Police Service
DDM	District Development Model
EHW	Employee Health and Wellness
GPSJS	Governance, Public Safety, and Justice Survey
ICT	Information and Communication Technology
ICVPS	Integrated Crime and Violence Prevention Strategy
IIA	Initial Impact Assessment
IPID	Independent Police Investigative Directorate
JCPS	Justice, Crime Prevention and Security
M&E	Monitoring and Evaluation
MEC	Member of Executive Council
Minister	Minister of Police
MINMEC	Minister and Member of Executive Council
MPS	Municipal Police Service

ACRONYM	DESCRIPTION
NCCS	National Crime Combatting Strategy
NCPS	National Crime Prevention Strategy, 1996
NDP	National Development Plan, Vision 2030
NPAC	National Policing Advisory Committee
NPP	National Policing Policy
PNP	Policing Needs and Priorities
PSIRA	Private Security Industry Regulatory Authority
SAPS	South African Police Service
TOC	Theory of Change

## DEFINITION OF TERMS AND CONCEPTS

TERM/CONCEPT	DESCRIPTION
Civilian oversight	Effective mechanisms to support the Minister of Police in providing clear policy direction to the police and to ensure, through monitoring and evaluation, that the police served the people of the country.
Professional police	The orientation and skills set of employees, where employees view their commitment to the inhabitants of the Republic of South Africa, according to the values and requirements of the Constitution, to implementing policies, services or products in the interest of social and economic transformation, and not to private or party interests where these deviates from formal policy, and in which employees have the necessary skills and experience to undertake their work.

## EXECUTIVE SUMMARY

### INTRODUCTION

Section 206 (1) of the Constitution provides that the Minister of Police (Minister) must determine the National Policing Policy (NPP) after consulting the provincial governments and taking into account the Policing Needs and Priorities (PNP) of the provinces as determined by the provincial executives. Section 206 (2) further provides that the NPP may make provision for different policies in respect of different provinces after taking into account the PNP of the provinces. This Policy seeks to give effect to Section 206 of the Constitution and the PNPs of the nine provinces have been considered in the development thereof.<sup>1</sup>

### KEY CHALLENGES IMPEDING EFFECTIVE POLICING

Section 205(3) of the Constitution provides the South African Police Service (SAPS) with the constitutional mandate to prevent, combat and investigate crime; to maintain public order; protect and secure the inhabitants of the Republic and their property; and uphold and enforce the law.<sup>2</sup> Over the years, several policies<sup>3</sup> have been developed giving direction on the implementation of the policing mandate. Notwithstanding, the country continues to face serious challenges in the policing environment.

The key challenges hampering effective policing are as follows:

a) **High levels of crime due to high inequality and unemployment:**

The total number of reported crime decreased from 1.7 million 2016/2017 to 1.3 million in 2020/2021. The number of crimes for murder, attempted murder, sexual assault, and carjacking have increased nationally during the same period. The decline in reported crimes is not necessarily a true reflection, as many of the crime incidents are not reported to the SAPS. The findings of the 2020/2021 Governance, Public Safety, and Justice Survey revealed that only 63% of hijackings, 51% of assaults, 56% of housebreaking/burglary and 56% of home robberies were reported to the SAPS. The inability to effectively deal with the increasing crime challenges further contributes to the rising number of crimes being reported. It must however be acknowledged that crime is exacerbated by factors that extend beyond the purview of policing.

b) **Criminality and corruption:**

This occurs even at the highest echelon of the SAPS. This creates leadership instability and results in low morale amongst police members and low levels of trust by the public;

c) **Low levels of public trust of the SAPS:** The survey conducted by Afrobarometer in 2021 found that only 26% of respondents trusted the police 'somewhat' or 'a lot', which shows a decrease of 19% from the 45% recorded

in 2018. Most citizens think a significant number of police officials are corrupt, and a small number of citizens report having to pay bribes to obtain police assistance or avoid problems with the police. The Victims of Crime Survey conducted by Statistics South Africa shows that the percentage of households who were satisfied with the police services in their area decreased from 57,3% in 2016/17 to 54,2% in 2017/18;

- d) **Low employee morale:** The SAPS Organisational Climate Survey, 2021 shows that the low morale in the SAPS is primarily due to a lack of communication, poor recognition at work, lack of motivation and job satisfaction, lack of feedback, lack of adequate rewards, benefits, and promotion opportunities;
- e) **Police negligence and ill-discipline:** During 2020/21 financial year, the Independent Police Investigative Directorate (IPID) received a total of 6 122 cases which included 4 228 assault cases, 830 on complaints of discharge of an official firearm(s), 353 cases of deaths as a result of police action followed by 256 cases of torture. The number of recorded cases shows an overall increase of 9% from 5 640 in the 2019/20 financial year. The SAPS paid out R367,2 million on civil claims during the 2020/21 financial year. It must be noted that not all cases referred to IPID for investigation results in criminal and/or departmental charges.
- f) **Lack of synergy in creating safer communities** across the spheres of government, civil society, business, some ineffective Community Police Forums (CPFs) in some provinces, and the absence of Community Safety Forums (CSFs) in the majority of municipalities contribute to some level of the ineffectiveness of policing in the country;
- g) **Barriers to the reporting of crimes:** particularly cases of sexual offences and domestic violence. This includes the design and implementation of policing services, location of services and distances to major public transport, service times, availability of information, language and medium of communication at stations;
- h) **Ineffective transformation of the institutional and governance architecture for policing:** the institutional and governance challenges include partial cooperation by the SAPS, in some SAPS' resistance to subject itself to civilian oversight by the CSPS and inadequate implementation of oversight recommendations, SAPS executing non-policing functions, non-implementation of the institutional reforms for policing clearly articulated in the 1998 White Paper on Safety and Security and 2016 White Paper on Policing;
- i) **Skewed distribution/allocation of resources:** In some instances, resources within the SAPS are distributed in a way which may unintentionally undermine the minimum requirements for effective service delivery, for example, the migration of trained uniform police members into support functions takes the valuable policing resource and skills away from core policing and is detrimental to the delivery of effective and efficient policing services;

- j) **Slow progress on the modernisation of the SAPS and inadequate integration of Information and Communication Technology Systems:** The SAPS have not been able to translate information and crime data into real time operational intelligence resulting in the immense paper-based bureaucracy leading to an administratively burdened police agency. Furthermore, the SAPS crime systems are not fully integrated for the administration of justice, and effective and efficient implementation of the Integrated Criminal Justice System.

## **VISION AND OBJECTIVES**

This policy envisions that by 2030 South Africa enjoys a police service that elicits respect and that is committed to ensuring that all people in South Africa and feel safe and secure, by way of the police effectively executing their constitutional mandate. This policy further envisions a police service that is professional, well-resourced and highly skilled, and that has a firm understanding of the challenges, internally and externally, that impacts on the organisation. Grounded on building legitimacy and trust, this police service will through the provision of quality policing services play an effective role in protecting all people including vulnerable groups. The police service will be underpinned by an approach which is community-centred and rights-based, and held accountable through an effective institutional and oversight architecture.

The policy objectives are as follows:

- a) To provide the posture, philosophy and doctrine for policing in a democratic state;
- b) To provide the basis for the development of related policies on policing as per the Constitution;
- c) To facilitate the capacitation of the police service towards effective police service delivery;
- d) To improve effectiveness and efficiency in the delivery of policing services;
- e) To provide the basis for the development of different provincial policing policies aligned to the individual policing needs and priorities of the provinces.

## **KEY POLICY PROPOSALS**

In order to determine the policing philosophy, posture and approach, the NPP also seeks to enunciate the following key policy proposals for effective policing service delivery. The following four (4) pillars underpin the key policy proposals:

### **a) The creation of a professional and quality policing:**

- i. SAPS officers that are professional, knowledgeable, responsive, objective and empathetic, ethical and accountable, uphold and enforce

the law, adhere to human rights, and are also at the same time themselves protected and treated fairly as citizens;

- ii. Recruiting and selecting candidates must therefore be free from biasness and corruption to promote the legitimacy of the SAPS and promote trust;
- iii. Strengthening police culture to instill the best possible discipline and ethos associated with a professional police service aligned to the fundamentals of a democratic police service. This includes implementing and/or enforcing the SAPS Professional Code of Conduct and Practice; and
- iv. Implementing strict integrity management in support of building a professional police service.

**b) The provision of efficient and effective policing service delivery:**

- i. Adopting and promote community-centred and integrated policing approach;
- ii. Effective crime prevention, combatting and investigation to reduce the high level of crime and create safer environment for development;
- iii. Fast tracking the use of advanced technology in fighting crime and criminality. This includes a coordinated implementation of the Integrated Justice System;
- iv. Strengthening specialised policing units to manage public disorder, organised violent crimes, commercial crimes, gender-based violence and high risk incidences;
- v. Addressing barriers to the reporting of crimes (especially sexual offences and gender-based violence);
- vi. Developing criteria (norms and standards) for recruitment, selection and appointment including the development of a two-stream system of recruitment (i.e. basic and officer streams) in order to attract competent, skilled professionals to contribute to effective policing;
- vii. Making effective and efficient use of resources to address criminality; and
- viii. Provision of effective victim support services in in line with the Victims Charter.

**c) Improving the legitimacy and community-police trust relations:**

- i. Building sustainable community-police relations and partnerships towards fighting crime and violence;
- ii. Full implementation of the Community Policing Policy (CPP) especially on the establishment of functional Community Police Forum (CPF); and



- iii. Strengthening of the oversight functions of CPF to improve policing service delivery and accountability.

**d) Building a strong and ethical leadership, management and governance architecture:**

- i. A diverse SAPS led by competent leadership and management at all levels of the organisation with the required skill set, knowledge and appreciation to police different communities each with its unique safety challenges; and
- ii. Adjusting and updating legislations to ensure alignment between the NPP and other legislations.

The implementation of these policy proposals will ensure effective policing and contribute towards the realisation of the developmental goals of the country. Furthermore, these policing policy directives provides the Ministry of Police with the opportunity to enhance policing and policing oversight for a safe and secure South Africa.

**CONCLUSION**

Significant progress has been made in transforming policing in South Africa, with a number of important reforms put in place over the years. The next step for the SAPS is the consolidation and strengthening of these processes.

This policing policy embraces democratic policing principles for people to be and feel safe and must be underpinned by police dedication to the service.

## 1. INTRODUCTION AND BACKGROUND

### 1.1 Policy Issue Identification

The Constitution of the Republic of South Africa, 1996 (Constitution) sets the premise for democratic policing, with the right to freedom and security enshrined in the Bill of Rights. Chapter 11 of the Constitution, in particular, outlines the principles that govern national security in South Africa. Section 199(5) of the Constitution states that security services must act, and must teach and require their members to act in accordance with the Constitution and the law.

Section 206 of the Constitution provides that the Minister of Police (Minister) must determine the National Policing Policy (NPP) after consulting the provincial governments and taking into account the Policing Needs and Priorities (PNP) of the provinces as determined by the provincial executives. It further provides that the NPP may make provision for different policies in respect of different provinces after taking into account the PNP of the provinces.<sup>4</sup>

The NPP provides national policy direction for the police service in the country towards building safer communities. By articulating the posture, philosophy and doctrine necessary for an effective police service, the NPP highlights the qualities and values needed in a professional police officer and a professional police service. The NPP emphasizes how these qualities and values can serve to build a police that is legitimate and trusted by its citizens.

### 1.2 Policy Context and Environment, Links to other Policies

Section 205(3) of the Constitution provides the South African Police Service (SAPS) with the constitutional mandate to prevent, combat and investigate crime, maintain public order, protect the inhabitants of the Republic and their property, and uphold and enforce the law.<sup>5</sup> The principles of democratic policing require that this mandate be fulfilled in accordance with respect for civil rights, and with values of openness, transparency and accountability.<sup>6</sup>

Since the dawn of democracy, several policy and legislative instruments as well as policing strategies were developed geared toward the implementation of the policing mandate. The South African Police Service Act, 1995<sup>7</sup> was promulgated to provide for the establishment, organisation, regulation and control of the SAPS, in line with the provisions of the interim Constitution of the Republic of South Africa, 1993. The SAPS Act set the legal parameters for the transformation trajectory for policing founded on the principles of democratic policing, transparency and accountability to civilian authority and intra-oversight.

The National Crime Prevention Strategy, 1996 (NCPS) was introduced and served as the flagship strategy for policing until the adoption of the White Paper on Safety and

Security, 1998 (1998 WPSS). The NCPS and 1998 WPSS articulated government's response to addressing crime and violence in an integrated and proactive approach.

In 2002, the SAPS introduced the National Crime Combating Strategy (NCCS), considered as the first step towards a policing model and the most effective method of policing in the country.<sup>8</sup> During the implementation period of the NCCS, the murder rate decreased from 47.6 to 30.8 per 100 000 of the population between 2000 and 2010.<sup>9</sup> The NCCS was implemented until 2010 and was never reviewed.

In 2012, Government introduced the National Development Plan (NDP) as the long-term vision and blueprint for tackling the country's challenges. Chapter 12 of the NDP focuses specifically on building safer communities, with policing placed at the centre of achieving the following vision:

*"In 2030, people living in South Africa feel safe at home, at school and at work, and they enjoy a community life free of fear. Women walk freely in the streets and children play safely outside. The police service is well-resourced and professional, staffed by highly skilled officers who value their work, serve the community, safeguard lives and property without discrimination, protect the peaceful against violence, and respect the rights to equality and justice."*<sup>10</sup>

Around this time, the SAPS were facing challenges in the management and operational environments. These included high levels of crime, shortage of skilled professionals in policing<sup>11</sup>, poor discipline, criminality and corruption including at the highest echelon of management in the SAPS, as well as instability and political interference in the police senior management.<sup>12</sup>

The review of both the 1996 NCPS and 1998 WPSS commenced around 2012 and culminated in the approval by Cabinet in 2016 of the WPP and WPSS. The need for two distinct policy documents was due to the absence of a comprehensive policing policy, and the need to ensure the safety agenda was all encompassing; that the whole of government and society approach to crime and violence prevention was well articulated in a different policy document.

The Constitution, 1998 WPSS and 2016 WPP<sup>13</sup> provide the basis for the development of this NPP. Some of the policy proposals contained in the WPP have since found expression in a number of subsequent policy documents and legislation including the amendments to the South African Police Service Act, 1995. The institutionalisation and implementation of the 2016 WPSS has taken traction with the development of the 2022 Integrated Crime and Violence Prevention Strategy (ICVPS), to ensure each department and sphere of government fully comprehend their roles and responsibilities in the implementation of safety programmes.

Cabinet has approved the ICVPS as a whole of government and whole of society approach to crime and violence prevention, and replaces the NCPS. This will

contribute positively to the reduction of crime and violence, and lessen the pressure on policing resources and allow reprioritisation to core policing functions.

The SAPS Act, 1995 which pre-dates the 1996 Constitution is currently being reviewed. Substantive institutional issues including the sustained high levels of crime and violence and the crisis in policing, including weak institutional mechanisms, have informed the development of the NPP and will find expression in the SAPS Amendment Bill.

See Annexure A for strategic documents relevant to the NPP.

### **1.3 Brief Overview of the Policy Process Followed**

The development of the NPP commenced with requests to the Provincial Secretariats/ Departments of Community Safety, regarding their Policing Needs and Priorities (PNP). The Initial Impact Assessment (IIA) Report as set out in the National Policy Development Framework (NPDF), 2020 was undertaken with engagements with the Policy and Research Services in The Presidency, which granted permission for the development of the Draft NPP. Literature reviews were done with sources inclusive of policy and legislative frameworks, PNP, research and academic reports in the safety, security and policing environments. The State of Democratic Policing study conducted by the CSPS in 2017/18 and other CSPS research serves as the diagnostic towards the development of the NPP. Further consultations are necessary with all stakeholders in particular the Provincial Executives to finalise the NPP and submit to Cabinet for approval.

## **2. PROBLEM STATEMENT**

### **2.1 Underlying Policy Statement**

The NPP provides national policy direction for the police service towards building safer communities in the country through democratic policing. This requires an effective and efficient institutional architecture, as well as strong oversight mechanisms, necessary for the delivery of policing services to the people.

The advent of democracy necessitated that the South African Police (SAP) be transformed into an institution with a 'service' ethos – to serve the people of the Republic of South Africa. This transformed South African Police Service (SAPS) was to be informed by the principles enshrined in the 1996 Constitution, with the stature, culture and ethos of the SAPS characterized by democratic policing approaches.

Democratic policing means that the police uphold the rule of law, are accountable and act in a manner that is procedurally fair and in service of the public.<sup>14</sup> This requires the SAPS to be professional and trusted by the people, with police officers who value their

work, adhere to human rights, and serve their community fairly and equally, in service of equality, justice and development.<sup>15</sup>

The NPP acknowledges the need for a highly-skilled, professional police service that is under-pinned by high standards of professionalism, impartiality and accountability, reinforced by streamlined and integrated approaches to policing to enhance operational effectiveness. As such the NPP provides the policy environment for the SAPS to set the standard for all policing.

The NPP further recognizes that the SAPS alone cannot be responsible for safer communities. A 'whole of government and whole of society' integrated approach is required, with strengthened inter-governmental coordination and collaboration.

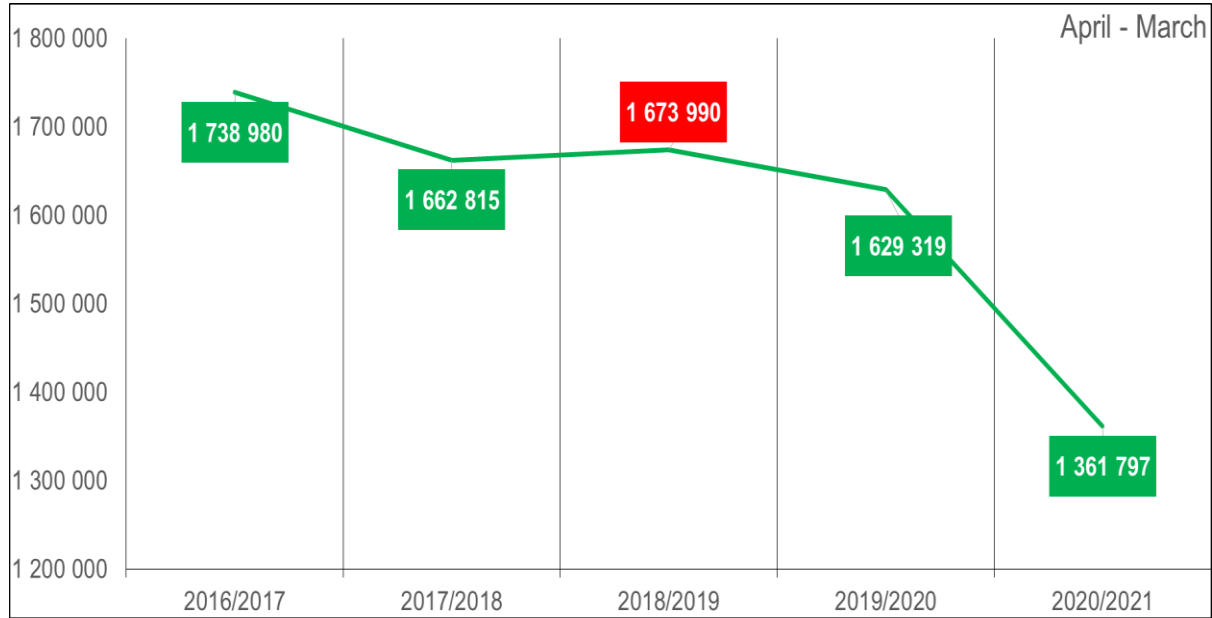
## **2.2 Nature, History and Scope of the Problem**

Research studies have identified a plethora of challenges in policing which are attributed to a multiplicity of factors in the macro and micro environment – within the political, economic, social, technological, environmental and legislative areas.<sup>16</sup> Key among these are the institutional and governance problems coupled to the persistent high levels of crimes, poor discipline, criminality and corruption, leadership instability, political interference<sup>17</sup> and a shortage of skilled professionals.<sup>18</sup> While crimes can be attributed to various factors and are not necessarily the sole responsibility of the police, the police service has a critical role to play in preventing and combating crime.<sup>19</sup>

## **2.3 Crime Challenges**

Crime and violence has had a significant impact on the overall development trajectory in the country. While the levels of reported crimes in the past five years shows a downward trend, the figures are still unacceptably high – at an average of 1.6 million crimes per year - as reflected in Figure 1 below.<sup>20</sup>

**Figure 1: Number of reported crimes for the past five (5) financial years<sup>21</sup>**

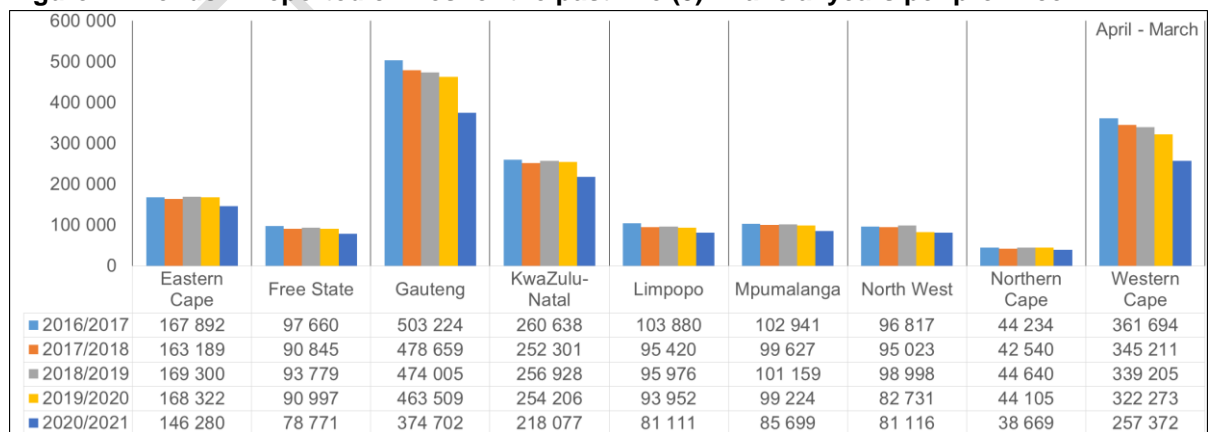


Source: SAPS Crime Statistics: 2020/2021

Reported crimes declined from 1.7 million in 2016/2017 to 1.4 million in 2020/2021 with a slight increase in 2018/2019. The sharp decrease from 2020/2021 to 1.3 million can be attributed to the 2019 Coronavirus Disease (COVID-19) lockdown put in place to limit the movement of people and to limit the spread of the COVID-19 virus. Despite the lockdown, the levels remain unacceptably high highlighting that even a regulated lockdown was unable to curb crimes in the country.

Since the advent of democracy, crimes such as murder, cybercrime, fraud, corruption and organised crime have become more prevalent. The provincial crime trends confirm the national crime trends in respect of decreases in all the provinces between 2016/2017 and 2020/2021 financial years as shown in Figure 2 below.

**Figure 2: Trends in reported crimes for the past five (5) financial years per province<sup>22</sup>**



Source: SAPS Crime Statistics: 2020/2021

The trends according to the types of crimes show that from the 2016/2017 to 2020/2021 financial years, murder, attempted murder, sexual assault, and carjacking have increased nationally (See Annexure B for the crime trends). The number of

reported murders increased from 19 016 to 19 972 between the 2016/2017 and 2020/2021 financial years. KwaZulu-Natal and Western Cape Provinces contributed to the increases while the rest of the provinces recorded decreases.<sup>23</sup>

The increase in the number of attempted murders can be attributed to increases reported in the Free State, KwaZulu-Natal, Mpumalanga and Western Cape provinces. The number of sexual offences decreased nationally apart from Gauteng province which recorded an increase. Sexual assaults decreased in Northern Cape and Western Cape, while all other provinces recorded increases. Although stock theft has decreased nationally, the Eastern Cape, Gauteng, Limpopo and Western Cape recorded increases during the period under review.

It must be noted that the declining trends in certain crime categories/types do not always indicate a decrease in the crime but a possible decline in the reporting of the crimes possibly due to a lack of trust in the police to effectively address the crimes.

The 2020/2021 Governance, Public Safety, and Justice Survey (GPSJS) highlighted that with the exception of murder, many other crime types were not reported to the SAPS. For example, the survey results revealed that only 63% of hijackings, 51% of assaults, 56% of housebreaking/burglary and 56% of home robberies were reported to the SAPS.<sup>24</sup>

The percentage of individuals who felt safe walking alone at night decreased from 41,9% in 2019/20 to 39,7% in 2020/21, with females forming a larger proportion of those who felt unsafe walking alone at night in their neighbourhoods. Residents from rural areas had a greater feeling of safety walking alone in their areas when it is dark than residents from urban areas.

Alcohol consumption, drugs and substance abuse form a large part of the factors contributing to crimes and violence. More than 80% of all persons, irrespective of their sex, stated that addictions and substance and alcohol abuse are the cause of violence against women and children.<sup>25</sup>

The PNP<sup>26</sup> reports show that violent crimes such as murder and attempted murder, sexual assault and common assault in both the urban and rural areas are a serious concern and a priority for the provinces. The provinces continue to reprioritise resources towards addressing these crimes.

The Western Cape, Gauteng, KwaZulu-Natal and the Free State have specific types of serious crimes which are more prevalent than others, such as murder, cybercrimes, armed robberies, assaults, sexual offences, possession of illicit drugs, burglaries and hijackings. Rural provinces highlight stock theft, farm killings and gender based violence as their crime challenges. Provinces such as KwaZulu-Natal, Free State and Northern Cape highlight rapes and domestic violence amongst their priority crimes.



## 2.4 Organisational Challenges

The transformation process for policing was meant to position policing institutions to comply with the democratic values and principles governing the public service and the broader theoretical construct of democratic policing. Delivering on the policing mandate hinges on the presence of competent leadership and management at all levels of the policing; accountability being central to democratic policing.

Policing in the country has been plagued by abuse and mismanagement due to amongst others, poor management, corruption and police brutality. For instance, by March 2021, the accumulated total number of civil claims totaled 52 203, with contingent liability amounting to R59,8 billion.<sup>27</sup> The SAPS paid out R367,2 million on civil claims during the 2020/2021 financial year.

The Reports of the Auditor-General of South Africa (AGSA) highlight similar issues regarding finance and governance in policing, which are often not addressed, resulting in an unqualified audit outcome with findings in the 2020/2021 financial year, and a qualified audit with findings in the 2019/2020 financial year. The AGSA Report shows repeat negative audit outcomes in both the predetermined objectives (reported performance not reliable) and compliance with legislation (supply chain/procurement management) for both financial years.<sup>28</sup>

During the 2020/2021 financial year, the IPID received a total of 6 122 cases against the police members, which included 4 228 cases of assault, 830 cases on the discharge of an official firearm, 353 cases of deaths as a result of police action followed by 256 cases of torture. The number of recorded cases shows an overall increase of 9% from 5 640 in the 2019/2020 financial year.<sup>29</sup> Notwithstanding, the appreciation that not all cases reported to IPID have resulted in disciplinary cases and/or criminal cases against the SAPS.

The percentage of households who were satisfied with policing services in their area decreased from 57,3% in 2016/17 to 54,2% in 2017/18.<sup>30</sup> The levels of trust in the SAPS was disappointingly low as seen from the survey conducted by Afro barometer in 2021,<sup>31</sup> which found that only 26% of respondents trusted the police 'somewhat' or 'a lot', which is a decrease of 19% from the 45% recorded in 2018. Most citizens think most police officials are corrupt, and a small number of citizens reported having to pay bribes to obtain police assistance or avoid problems with the police.<sup>32</sup>

The morale of police members is low due to a lack of communication, poor recognition at work, lack of motivation and job satisfaction, lack of feedback, not enough rewards and benefits, and lack of promotions and opportunities.<sup>33</sup> The findings are a recurrence from the 2017 Organisational Climate Survey conducted by the SAPS.

The impact of globalisation and the rapid advances in the development of Information and Communication Technologies (ICT) have created the space for the establishment of intricate criminal networks. The costs of these crimes to business and economic



growth and stability are far-reaching.<sup>34</sup> While there has been progress in the modernisation of policing amid the challenges associated with transitioning to the technologies of the 3<sup>rd</sup> Industrial Revolution, the modernisation of the SAPS remains slow. The SAPS has challenges associated with translating information and crime data into real time operational intelligence, with the result that the immense paper-based bureaucracy leads to an administratively burdened police agency.<sup>35</sup> The SAPS will continue to face serious challenges to transition to advanced technologies associated with the 4<sup>th</sup> Industrial Revolution and beyond without a clear and resourced strategy.

Other factors which have resulted in deficiencies in the delivery of policing services include the following:<sup>36</sup>

- a) The SAPS approach to planning which seeks to enforce compliance with policy and procedure characterised by command and control, rather improving effectiveness and efficiency;
- b) Respect for human rights not being a professed priority for the SAPS and it standing tangentially to its policing operations and strategy as evidenced through the excessive use of force;
- c) The massive attrition of rape cases from when the complaint is laid to ultimate conviction. Empathy skills training do not appear to form a major focus on police induction of further training;
- d) The impact of police training, its appropriateness for democratic policing, competency assessment and the dire need for continuous refresher training;
- e) The way in which resources are distributed in a way which undermines minimum service delivery, for example, some stations have allocations that are so low as to be totally ineffective; we were requested to quantify this with stats;
- f) SAPS failing to recognize that improved reporting rates are strong indicators of trust. Some SAPS indicators contain perverse incentives encouraging non-reporting of crime, or the withdrawal of cases;
- g) The lack of trust in the SAPS EHW despite the SAPS having a well-developed Employee Health and Wellness Programme (EHW);

### 3. PROVINCIAL POLICING NEEDS AND PRIORITIES

The PNPs determined by the provincial governments were considered in the determination of the NPP. The high-level PNPs of the provinces are as follows:

- Address high crime levels especially violent crimes such as murder, attempted murder, gender-based violence, domestic violence, assaults, stock theft, organised crimes, cybercrimes, use, abuse and trading of drugs and alcohol, gang-related crimes, copper theft, abalone poaching, burglary at residential premises, including serious crimes committed in police custody;
- Address from a policing perspective, the broad causal factors such as unsustainable high levels of inequality in terms of access to resources and

service, and the diminished life chances of many South Africans, which are factors contributing to crime in the country;

- Strengthen the capacity of the SAPS by redirecting the allocation additional human and physical resources including police reservists, and ensure effective deployment of resources into the operational environment, by police management;
- Adequate capacitation of the detective service function to improve on detection rates for effective service delivery;
- Strengthen the capacity of the specialised units;
- Improve policing of the railway environment;
- Proper management of sick leave;
- Upgrade and build new police infrastructure for example, police stations to improve community access to policing services;
- Improve the SAPS Basic and Advanced Training and Development Programme;
- Improve police visibility and police response times to crime incidents;
- Fast track the full implementation of the Investigation Case Docket Management System and create adequate storage space for dockets;
- Professionalise the police and police members including decisively addressing issues of corruption;
- Address backlogs in the Forensic Services Laboratories;
- Improve the quality of SAPS' victim support and counselling services;
- Improve the policing of illegal firearms and ammunition;
- Facilitate better collaboration and cooperation between the SAPS and other law enforcement authorities;
- Ensure the creation of safer spaces such as transport hubs, taxis, buses, rail, streets, parks, public toilets, public buildings and schools, and other public spaces; and
- The need for proper and sufficient road infrastructure.

See Annexure C for the detailed PNPs per province.

## 4. POLICY VISION AND OBJECTIVES

### 4.1 Vision

This policy envisions that by 2030 South Africa enjoys a police service that elicits respect and that is committed to ensuring that all people in South Africa and feel safe and secure, by way of the police effectively executing their constitutional mandate. This policy further envisions a police service that is professional, well-resourced and highly skilled, and that has a firm understanding of the challenges, internally and externally, that impacts on the organisation. Grounded on building legitimacy and trust, this police service will through the provision of quality policing services play an effective role in protecting all people including vulnerable groups. The police service

will be underpinned by an approach which is community-centered and rights-based, and held accountable through an effective institutional and oversight architecture.

The policy objectives are:

- a) To provide the posture, philosophy and doctrine for policing in a democratic state;
- b) To provide the basis for the development of related policies on policing as per the Constitution;
- c) To facilitate the capacitation of the police service towards effective police service delivery;
- d) To improve effectiveness and efficiency in the delivery of policing services;
- e) To provide the basis for the development of different provincial policing policies aligned to the individual policing needs and priorities of the provinces.

#### **4.2 Rationale for a policy intervention and policy options**

The constitutional, policy and statutory imperatives and material<sup>37</sup> aspects of policing in the country inform the development of the NPP as the policy intervention towards professionalizing the police and creating safer communities. The advent of democracy in South Africa necessitated the need to transform state institutions, amongst which included the South African Police (SAP). The reform agenda for the security sector was underpinned by the need to fully recognize human rights and democratic principles in discharging their mandates. Various policies have been developed to reform and transform the SAPS into a government institution focusing on delivering services to the inhabitants of the Republic of South Africa. These policies include the National Crime Prevention Strategy, 1998 WPSS, and the current 2016 WPP approved by Cabinet. These policies remain the policy instruments that guide the implementation of the policing mandate. The current service delivery and organisational challenges have been due to a number to the ineffectual implementation of these policies, notwithstanding, other socio-economic factors.

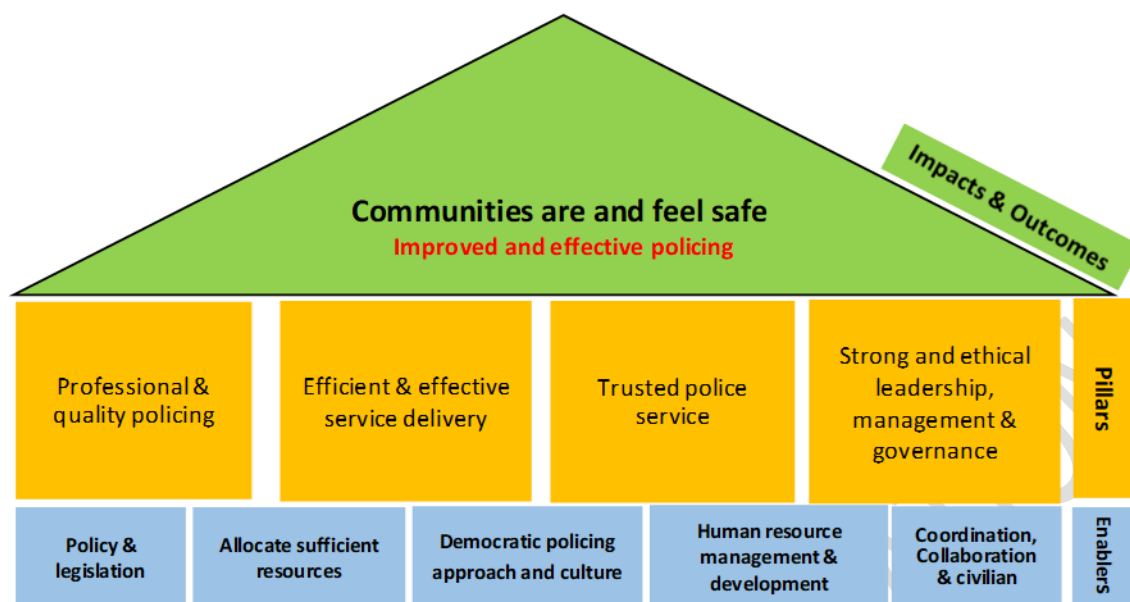
This NPP considers the above-mentioned policies and will be the policy instrument for government to ensure professionalism in the SAPS and improved effectiveness and efficiency in the delivery of policing services which will contribute to overall development of the country.

#### **4.3 Policing Theory of Change and Expected Outcomes**

Overall development in the country will not to be achieved as long as there are high levels of crime and violence and people do not feel safe. While safety is not the responsibility of the police alone but requires interventions by the whole of government and municipalities in particular, the execution of the policing mandate is key to ensuring safety.

Aligned to the NPDP, 2020 definition of theory of change, this section articulates the process of planned change, from the assumptions that guide its design, the planned outputs and outcomes, to the long-term impacts it seeks to achieve.<sup>38</sup> The Service Delivery Approach for Policing in Figure 3 below has been developed and illustrated to depict the change government and communities want to see along with the building blocks required to achieve the desired outcomes.

DRAFT-FOR CONSULTATION

**Figure 3: Approach for Policing**

To ensure the safety of communities in the country, the SAPS must review, strengthen and develop proper and fully resourced operational policing strategies, to improve policing to be more effective, and to contribute towards reduced crimes, through the four (4) pillars, namely:

- a) Professional and quality policing;
- b) Effective and efficient service delivery;
- c) Trusted police service; and
- d) Strong and ethical leadership and management, are realized.

The police service requires an enabling environment to effectively execute the policing mandate. These include implementing democratic policing approaches, amendments to policy and legislation, sufficient physical resources, efficient management of human resources, continuous development and skilling, partnerships, and effective governance and civilian oversight, as well as collaboration, coordination, monitoring, evaluation and reporting.

Policing must be enhanced by professionalism in all areas of policing, through strong leadership and management, recruitment and selection, training and development, continuous refresher training, and implementing effective operational policing strategies and plans to deal with crime and violence.

This NPP provides the overarching policy framework for policing in South Africa. The NPP also serves as the instrument that guides the Minister of Police and MECs in the exercise of their respective political and policing functions, and the National Commissioner in terms of the management and control of the SAPS.

It is envisioned that this policy will provide an overarching framework that will guide the development of a professional, modernized, well respected and trusted police service that is both effective and efficient and able to fulfil its policing mandate; resulting in increased trust in the police.

Developing an accountable, professional, competent and highly skilled police service as defined in the NDP, forms the key thrust of the NPP as it was set out in the WPP. South Africa is entitled to a police service that delivers high quality services while maintaining high standards of professional conduct and discipline, and that exhibits exemplary leadership and management.

The NPP provides for the CSPA fulfilling its role which includes supporting the Minister of Police to execute his political responsibilities relating to the on-going transformation of SAPS. As the focal point in terms of strategic policy advice and support, effective implementation requires the repositioning of the SAPS to fully execute the functions and capabilities allocated by the Minister as outlined in this policy.

## **5. POLICY AREAS FOR IMPLEMENTATION: FOUR (4) PILLARS FOR POLICING**

This section articulates the policy areas needed for the effective delivery of policing services. Embedded in these policy areas is the philosophy, doctrine and posture for policing in the country, informed by the need to reposition the SAPS as a policing service that is professional, human-rights centred and serves fairly, equally and in a manner that is just.

### **5.1 Professional and quality policing**

The orientation of the police service must be underpinned by a firm commitment to give effect to the constitutional objectives of policing and to the values and principles of democratic policing, which requires that the police uphold the rule of law, are accountable and act in a manner that is procedurally fair and in service of the public.<sup>39</sup>

- **Upholding and enforcing the law and rights based**

To ensure consistent and continuous refinement of the posture of policing, police members must adhere to all legislation and prescripts in the execution of their duties, specifically when using force and coercion. Police officials must know when to use force, against whom to use it and how much force to use, in order to remain within the bounds of the law.

The right to public protest is a basic human right and the SAPS are inundated with calls to respond to public protests which are not always peaceful and sometimes result in violent incidents.

It is most often during these incidents, where police action is subjected to increased levels of scrutiny; requiring that police officials must know when and how to use force, against whom to use it and how much force to use, in order to remain within the bounds of the law.

- **Knowledgeable police**

SAPS officers must have distinctive qualities to carry out their work. They must be knowledgeable; be equipped with and have the skills necessary to execute their policing function. Recruiting and selecting candidates must be free from biasness and corruption to promote the legitimacy of the SAPS and promote trust; organisational learning and capacity development are central, and police managers should engage with international and local knowledge and data to target, test and track police practice, identify successes and challenges and use lessons to improve policing. The police must maintain order, safety, and trust, so that the public attribute their ability to live without fear to the quality of police services they receive.

- **Ethical and accountable police**

The police should behave in an ethical manner in adherence to the applicable laws and their prescribed SAPS Professional Police Code of Conduct and Practice. Internal accountability mechanisms are effective and complemented by strong external checks and balances. Transgressors should be held accountable with the aim of modifying unlawful behaviour and institutional practices, and where necessary apply punitive sanctions. Professional police uphold institutional integrity, are knowledgeable about the law and their roles, carry out their functions competently, and understand their responsibility to serve communities.

The professional and personal integrity, as well as the individual and collective conduct of appointed members of the police agency should be above reproach. The overarching policing philosophy must be geared towards entrenching the essential features of democratic policing in the every-day approach to crime and violence prevention, and community safety. The demand is for honest, efficient and professional policing.

- **Responsive, objective and empathetic police**

Police officers should be able to demonstrate empathy and communicate respectfully and professionally with victims and perpetrators of crime and members of the public in general.

Democratic policing is dependent on having police officers with the necessary qualities to effectively and professionally execute policing duties. The police officers should be career professionals and loyal public servants, respectful and accepting of public service values and principles, accountability mechanisms and policing systems.<sup>40</sup>



Police should be responsive to the policing needs of the public and victims of crime and employ community-centred practices guided by the rule of law. It is the duty of local police leadership to ensure a complete and adequate response to local policing demands while balancing agreed national with local policing priorities. This is a task which must be undertaken in partnership with local communities through formal and informal community structures.

Police must treat all people fairly and respectfully. Police conduct must be objective and not favour individuals or groups. Much of a police officer's daily tasks involve dealing with issues other than formal policing. Policing requires a police officer who is able to properly use discretion in providing an appropriate service response, conversant and familiar with his or her local policing precinct, able to proficiently use technology and has more than basic conflict resolution and community engagement skills. In the absence of the above, a resourceful officer is expected to cultivate the skills and develop the tools needed to do the policing work. Such resourcefulness is particularly needed as certain police functions and roles require specialised knowledge, skills, competencies and resourcing.<sup>41</sup>

- **Police as citizens**

The rights of police officers should be protected and respected by society in general without prejudice, and treated fairly. The creation of a safe and healthy working environment for police members is crucial to improve the morale and encourage effective execution of their policing duties.

The well-being and morale of police members is of the utmost importance to ensure the safety of all people in South Africa.<sup>42</sup> Police management must encourage the immediate uptake and utilisation of Employee Assistance Programmes (EAP) as a way of mitigating the negative impact on work performance. The organisational sub-cultures that exist in the policing environment around making effective use of counselling services both internally in the SAPS and externally, must be addressed to ensure improved uptake of the benefits associated with the EAP.<sup>43</sup>

## **5.2 Efficient and effective service delivery**

- **Community policing**

Police effectiveness is about what and how much police have accomplished in the eyes of the public.<sup>44</sup> Attaining sustainable community safety must be further underpinned by a firm commitment by the police to forge and sustain collaborative partnerships with community stakeholders. Community policing is central to democratic policing. By working with communities and building trust between the police and communities, displaying professionalism in discharging policing functions,



and respect for the rule of law are crucial ingredients to effective policing and crime prevention.

Community Policing is an approach to policing which recognises the shared responsibility of the police and community in ensuring a safe and secure environment for all citizens.<sup>45</sup> The CPP supports the enhancement of community policing and foster collaborative, partnership-based, local level policing and problem solving, with the aim of improving the trust of the community and to promote community participating in social crime prevention initiatives.

South Africa is a dynamic, vibrant society of diverse communities, each with their unique safety and security challenges and needs. The central theme in the community-centred approach is a police service that is responsive to the vulnerabilities and policing needs of local communities. This demands a police service that not only reflects this diversity, but also has the skill set, knowledge and appreciation to police different communities each with its unique safety challenges. A community-centered approach that focusses on the vulnerabilities, risk and safety needs of the diversity of communities reduces crime and the fear of crime while restoring a sense of order. This demands a service which is predicated on credible community police relations, agreed lines of communication, and clearly articulated relationships between communities and the police.<sup>46</sup>

The SAPS should entrench a culture and ethos that supports the delivery of high levels of service while maintaining high standards of conduct. The police must continue to place communities at the center of its approach to policing; drawing all citizens through sustained, coordinated partnerships aimed at developing shared solutions to crime problems. A citizen-centered police service must be a priority to servicing the needs of all people – while doing so displaying an unwavering commitment to protecting human rights.<sup>47</sup>

Creating an environment that facilitates building sustained community support and participation must be the cornerstone of democratic policing. Civil society organisations and civic participation are essential elements of a safe and secure society. Crime prevention must be a collaborative process and requires that the SAPS work closely with community structures such as the Community Police Forums (CPF), Community Safety Forum (CSF), Faith-Based Organisation, Non-Profit Organisation, civil society, private sector, private security, neighbourhood watches amongst others as part of the social crime prevention initiatives. The SAPS must ensure that there is benefit towards crime prevention through their collaboration with crime prevention focused community structures, and regularly communicate its outreach programmes including the implementation of the “Community-in-Blue” Concept emanating from the Community Policing Strategy to build sustainable collaboration and partnerships with communities.

The involvement of youth in community policing remains a key component to sustainable crime prevention efforts because they are more vulnerable to join criminal syndicates and are exposed to crime in their communities.

The participation of the youth ensures strengthened delivery of crime prevention initiatives and improved community police relations, as well as a mechanism for the youth to deal with possible adversities that would make them more vulnerable to crime. This involvement requires support and participation from various other key stakeholders that will encourage collective planning and the sharing of resources for crime prevention.<sup>48</sup>

The NPP will contribute to the national priority of social cohesion and safer communities. Contributing to the creation of a safe environment for citizens and other persons to live in harmony and in conditions suitable for human settlement. Community involvement around shared values and goals is also vital for social cohesion. It is for this reason that the proper functioning of CPFs is vital as it provides communities, with often diverse members, to pull together and intervene in criminal activities for the good of their communities.

- **Integrated policing**

Democratic policing creates the opportunity for integrated policing aimed at transforming policing and introducing improved safety and crime prevention at all spheres of government. There is an inter-dependency between policing and the other JCPS related functions such as the justice, prosecutions, and corrections.

For crime prevention, this inter-dependency extends beyond the JCPS to other sectors and systems such as municipalities, sports, culture, and education, amongst others in preventing crimes. Other departments and spheres of government must recognize and fulfil their roles in preventing crime and violence. The National Security Strategy (NSS) asserts that successfully combating crime in South Africa is not dependent on effective policing alone, but relies heavily on the existence of a comprehensive national response that involves coordinated government action to address the root causes of crime across government spheres and broader society.<sup>49</sup>

Through integrated policing, national government provides a framework to encourage and support crime prevention and implementation must take place mostly at local level. The Policy Framework on Establishing an Integrated Model of Policing (Policy Framework) sets key parameters for the integration, cooperation and collaboration between all law enforcement agencies with the particular aim of improving uniformity, consistency, efficiency and effectiveness. This integration and collaboration will not only enhance operational effectiveness, but will also significantly increase overall levels of safety.

The partnership and coordination approach of the Municipal Police Service (MPS) and the SAPS will ensure a greater impact on the prevention of criminality. The limited

human capacity of the MPS and the limitation on the crime prevention role will allow a greater focus on by law enforcement and traffic enforcement, particularly given the legislative requirement that states that traffic law enforcement may not be compromised in favour of the other two mandates. The greater emphasis must be placed on maximizing the utilisation of law enforcement resources for effective and efficient policing.

MPS are well placed at municipal level to proactively address crimes through the rigorous enforcement of their other two mandates - traffic enforcement and by-law enforcement. By ensuring that traffic laws and by-laws are observed, MPS will contribute to instilling a culture of lawfulness. The MPS can effectively contribute to visible policing and are in a position to observe violations of by-laws and less serious crimes.

- **Crime prevention and combatting**

The occurrence of crime is mainly as a consequence of failure to proactively address socio-economic issues and effectively implement crime prevention measures within and beyond the Justice, Crime Prevention and Security (JCPS) Cluster. Although crime prevention extends beyond the scope of the police, it remains a core objective of the SAPS - the need for proactive policing approaches and visible policing to address crimes. Effective crime prevention programmes must be implemented by the SAPS through collaboration and cooperation with other stakeholders to ensure that the propensity to commit crime is reduced or eliminated.

The SAPS must undertake a review of its other operational strategies to ensure efficiencies in combating crime<sup>50</sup> to effectively execute their policing mandate, and contribute to the following:

- a) An efficient, responsive and professional Integrated Criminal Justice System (ICJS);
- b) Establishment of sustainable forums for co-ordinated and collaborative action on community safety;
- c) Public and community participation in development, planning and implementation of crime and violence prevention programmes and interventions;
- d) Public and private partnerships to support safety, and crime and violence prevention programmes and interventions;
- e) Access to comprehensive crime and violence prevention and safety and security services;
- f) The design of a comprehensive framework promoting and upholding the rights of victims of crime and violence;
- g) Comprehensive services delivered to victims of crime and violence; and
- h) Active participation by communities in victim support interventions.<sup>51</sup>

The implementation of this multi-agency approach to crime prevention necessitates the SAPS to serve as a partner in the broader effort to promote development. The National Joint Operational and Intelligence Structure (NATJOINTS) remains a central platform in promoting cooperation and collaboration in crime prevention interventions across the spheres of government.

The implementation of visible policing interventions must effectively enable police stations to institute and preserve the safety and security of people. The SAPS must prioritise the provision of proactive and timeous responsive policing services to reduce the high levels of crimes to ensure safety and trust of citizens.

The SAPS, must further introduce police patrols by foot, motorcycles and bicycles, specifically in high density areas. This approach can improve police visibility and give police the added advantage to respond swiftly particularly in densely populated areas. This type of patrolling requires police members who are physically fit to chase and apprehend criminals without endangering others.

An exchange of quality and timely information is at the core of joint problem identification and problem solving, and collective planning for sustainable safety delivery. Communities are entitled to the release of comprehensive and timely information by local police station management. Access to such information serves to reassure and allay community fears and concerns; and allows communities to play a more active role in resolving local policing challenges, and to work jointly at developing strategies aimed at creating safe and secure environment to achieve their full potential.

- **Crime Investigation and Detection**

The SAPS has the explicit mandate to investigate crime from both a proactive and a reactive approach. The SAPS crime detection services must enable detectives to conduct quality investigations including the collection of quality evidence that will effectively contribute to the successful prosecution and conviction of offenders. The quality of detection work has a high potential to improve trust between the SAPS and the citizens, and improve the reporting of crimes.

The SAPS should measure direct outputs in relation to the effectiveness in investigating crimes, i.e. the extent to which a crime which is brought to the attention of the police is resolved appropriately through quality investigations, primarily through convictions, expressed as a percentage of reported crime.

The management of detectives and investigations is dependent on a combination of skills including management skills, investigative ability, and relevant knowledge of the investigative spectrum from the initial crime scene management to post-charge case management. The Detective Commanders should understand detective work, possess exceptional skills, be experts such that they are specialists in crime detection

and investigations to provide exceptional strategic leadership in solving crimes and bringing perpetrators to court for prosecution. The role of detective management must be defined clearly in operational strategies and performance management systems, linked to a clear set of objectives, targets and set performance indicators.<sup>52</sup>

The detective service function requires a dedicated focus on capacitating and equipping detectives with the necessary skills, protection and resources to effectively detect and investigate crime. The ability to detect risks, threats and vulnerabilities and a dedicated crime detection capacity dealing with criminal incidences must be supported by a dedicated crime and intelligence analysis capability. Coupled to this is the need for a dedicated capacity to investigate criminal incidents and to collect, collate and present evidence to secure the prosecution of criminals. The need for a renewed focus on strengthening the capacity and training of detectives and specialised investigators particularly in the field of forensics, ballistics and crime scene investigations. Training in detection forms an integral part of detection of crime and must as such not be reactive or a quick solution to deal with immediate crises.<sup>53</sup>

The Detective Academy must be capacitated with fit for purpose infrastructure and trainers to produce detective graduates armed with high quality skills and knowledge to conduct effective crime investigations. Those who are identified to undergo the detective training programme should be fit and proper in line with the strict qualifying criteria to be developed by the National Policing Advisory Committee, notwithstanding the basic requirement to have the operational and practical policing experience.

The detective training requirements to enhance investigation must be aligned to the following:

- a) Training to be part of a professional education standards and in line with Sector Education and Training Authority (SETA) approaches.
- b) Training programmes must be constantly reviewed and updated to meet operational needs due to the dynamic nature of policing and crime modus operandi.
- c) Detective skills audit should be undertaken annually to establish the level of investigative competency within the detection services, and develop training provision plans and conduct refresher<sup>54</sup> training where necessary.
- d) Trainers should possess both operational and theoretical knowledge of policing and the specific training programme they deliver/present to the detective-trainees.
- e) Crime scene management and psychology should be presented as part of the basic police-training curriculum for new police trainees/recruits.
- f) Detectives and detective-trainees must be trained in the use of technology as a tool to support effective crime detection and investigation.
- g) Identified seasoned/experienced detectives should undergo specialist training in the fields, including but not limited to sexual related offences, domestic violence, crimes against vulnerable people, organised and commercial crime,

cyber-crime to ensure the existence of specialised expertise to effectively detect and investigate these crimes.

h) Continuous refresher training for all detectives.

- **Intelligence-based Policing**

The effective execution of the SAPS constitutional mandate, i.e. crime prevention, combatting and investigation, must be informed by proper intelligence. The SAPS must gather data and crime data with the assistance of police members, crime intelligence gatherers, informants, and community members, and collate, evaluate, analyse, coordinate and disseminate it to support crime prevention and investigations operations.

Information and intelligence are the useful mechanisms for detectives in the detection and investigation of crime. The information assists detectives to make arrests and solve crimes, to determine if a specific crime is on the increase, in which part of the policing precinct the crime is occurring, who is most likely committing it and where the offenders can be found. The ability to detect risks, threats and vulnerabilities must be supported by a dedicated crime and intelligence analysis capability especially at police station level.

The complex demands placed on modern policing have resulted in law enforcement agencies globally seeking out new and innovative ways of combating crime. The growing sophistication of international criminal networks, cybercrime and high rates of violent crime in South Africa in particular are some of the factors that continue to place new challenges on the SAPS.

Making the necessary inroads into dealing with the complex nature of crime and criminality in South Africa must be supported by policing that is guided by a detailed analysis of intelligence and crime risk. The SAPS must have a dedicated capability to provide the quality and type of crime analysis and analytical products that would allow tactical and strategic response to a range of crime challenges in the most effective and efficient manner. The SAPS must strengthen the crime analysis capacity and research capability to ensure prompt and real-time provision of intelligence products to operational policing units. Furthermore, the SAPS must also ensure the timely release and publication of crime statistics in order to inform decision making for effective policing, as part of the spectrum of crime intelligence.

The slow progress on the modernisation of the SAPS is concerning and must be fast-tracked in order to ensure the transmission and translation of data and information into real time operational intelligence. This will result in the reduction of the immense paper-based bureaucracy in the SAPS. The SAPS should be information driven, analytically sound, as well as evidence and intelligence based.

An intelligence-driven policing approach forms the backbone of the duty to detect and deter crime. Collated and verified crime information informs, among others, targeted police patrols, operational planning and efforts to improve and strengthen crime investigation, reduction and prevention. Generating the kind of information needed to better understand the type of crime, violence, threats and vulnerabilities that disparate communities face must be supported by a community-centered approach to policing.<sup>55</sup>

- **Technology in policing**

Technology must be fully embraced to support policing and allow for improved efficiency in terms of crime investigation and the analysis of current and future crime trends and modus operandi. Technology solutions must enhance the optimal functioning of the SAPS and integrate seamlessly with the systems of departments in the JCPS Cluster. Technology must support proactive policing and allow for improved efficiency in terms of crime investigation and the analysis of current and future trends. Proper maintenance and enhancement of ICT systems must be carried out regularly to ensure optimal use and interoperability across departments and functions in the CJS.

The advent of technology brought both opportunities and challenges in operational policing approaches and models. Technology provides an opportunity to improve effectiveness and efficiency in the delivery of policing services, coupled with high costs, the need for new infrastructure, and re-trained human resources. While there has been progress in the modernisation of the SAPS amid the challenges associated with transitioning to the technologies of the 3<sup>rd</sup> Industrial Revolution (3IR), the modernisation of the SAPS is slow to progress. This implies that the SAPS will face serious challenges to transition to advanced technologies associated with the 4<sup>th</sup> Industrial Revolution (4IR) and beyond.

e-Policing is the use of Information Communication Technology in police work to improve effectiveness and efficiency in the delivery of policing services. e-Policing is also the transaction of services and information between the police and citizens through electronic means, for example, the Internet, telecommunication, including other forms. e-Policing seeks to support frontline officers and assist in local problem-solving initiatives resulting in reduced incidents of crime.

The e-Policing Policy supports the modernisation of the SAPS by means of fully adopting and utilising the currently available ICT technologies of the 3IR. This is to make the SAPS more effective and efficient in delivering services.

Untapped opportunities do exist, which if used properly can transform the SAPS into a 21<sup>st</sup> century police service. The SAPS of the 21<sup>st</sup> century must be information and evidence driven, analytically sound, and intelligence-based in its operations. It must be able to translate information and crime data into real time operational intelligence and ensure its technologies are integrated internally and externally with systems of



departments in the JCPS Cluster to make them collectively more effective and efficient.

Generating and sharing the kind of information needed to achieve meaningful reductions in crime must be underpinned by dedicated systems, operations and processes that work seamlessly with other role players within the criminal justice value chain. Effectively reducing and combating crime in the context of 21<sup>st</sup> century policing requires constant innovation and adaption of advanced technologies and approaches, and a SAPS that remains a step ahead in its crime combatting, prevention and investigation approaches. The implementation of the e-Policing Policy will improve the efficiency of policing efforts of building safer communities and contribute positively to the attainment of the socio-economic goals of the country.

- **Specialisation**

Specialised police units must be established to address specific areas such as public order or disorder, gangsterism, firearms, serious organised and violent crimes, commercial crimes, responding to gender-based violence and dealing with high-risk incidences. The specialised units demand targeted and continuous training, specialised skills, appropriate resourcing, unambiguous and transparent management and control, and considered leadership and planning.

The SAPS must strengthen and fully capacitate the specialised units (e.g. Murder and Robbery, Public Order Policing (POP), Directorate for Priority Crime Investigation (DPCI), Family Violence, Child Protection and Sexual Offences Unit(FCS), Anti-Gang, Taxi Violence, Serious Commercial and Organised Crime, Cold Case Investigations, Forensic Investigation, K9, Rapid Rail Police, Flying Squad) in order to complement the normal policing and crime prevention interventions. There must be a dedicated capacity to identify, counter and deal with selected organised and transnational crime, corruption and serious national priority crimes based on sound analysis of crime threats, patterns and trends, intelligence forecasting and information-sharing, and integrated transversal planning as a requirement.

Gender Based Violence and Femicide, and domestic violence remain amongst the high priorities for policing. The SAPS must provide victim support services especially directed at the needs of the vulnerable communities. Special efforts have to be directed towards supporting women, children, persons with disabilities, older persons and Lesbian, Gay, Bi-Sexual Transgender and Intersex (LGBTIQA+) communities. The capacitation of the FCS Unit will contribute positively to eradicating the violence pandemic on the vulnerable communities.

The DPCI must continue to prevent, combat and investigate national priority offences, focusing on serious organised crime, serious commercial crime and serious corruption in the public and private sectors. The DPCI is duly institutionalised through legislation to execute its statutory functions, and must remain autonomous in terms of operational



independence, and be given adequate budget, a dedicated competent staff component, structured and institutionalised relationships both within and across jurisdictional and state boundaries to fulfil its mandate without fear or favour.

- **Training for purpose**

There must be concerted efforts by the SAPS to recruit police members that are dedicated to fulfilling the constitutional mandate of the SAPS. Recruitment and training must be aligned to the objects of the SAPS. Training must therefore encompass the lawful and appropriate use of less-lethal equipment in crowds. Law enforcement officials should also be properly trained on protective equipment and clearly instructed that such equipment should be used exclusively as defensive tools. SAPS should monitor the effectiveness of the training in the prevention of abuse or misuse of weapons and tactics. Refresher training in all areas must be provided on a continuous basis. The two-stream system for police recruitment must be developed and implemented in order to create a high calibre of officers and recruits who can be trained for effective and professional policing.<sup>56</sup>

- **Allocation of resources**

The ineffective delivery of policing services has been an issue for many years. Various reasons can be postulated for the inefficiencies, but the challenge remains the ability to balance resources with policing demands including challenges related to the high levels of crimes, service delivery needs, increasing expectations from communities, as well as weak fiscus. Various studies point directly to the poor allocation of resources.<sup>57</sup> Allocation of resources must be informed by policing policy priorities articulated in this NPP, NDP and MTSF. This requires consideration of provincial needs and priorities and ensuring alignment between the priorities for policing at a national scale with the needs of individual provinces.

Police effectiveness should be about what and how much police have accomplished in the eyes of the public, with efficiency on the utilisation of policing resources. The resources allocated to the SAPS must be used more effectively and efficiently to allow for more strategic deployment of the police. Policing precinct with the high crime rates especially high murder rate must be prioritised in terms of resource allocation.

The current resource allocation strategy and approach used by the SAPS, which fails to sufficiently quantify murder rates and to estimate the extent of underreporting, while weighting factors which tend to favour formal areas, should be reviewed to align to the new policy direction.

The distribution of a large proportion of resources to management needs to be interrogated to see if efficiencies can be attained to ensure that a large proportion of personnel are employed in policing than administrative work.<sup>58</sup>

- **Support for victims**

The provision of victim support services is a key element in the execution of policing in order to reduce secondary victimisation and to enable victims to provide details that will assist in investigations of crime. The provisions of the Service Charter for Victims of Crime must be implemented to ensure the following:

- a) Promoting and upholding the rights of victims of crime and violence;
- b) Comprehensive services delivered to victims of crime and violence;
- c) Integrated service delivery to victims of crime and violence;
- d) Barriers faced by vulnerable groups are addressed;
- e) Victims' voices are heard and considered;
- f) Victim services are adequately resourced; and
- g) Active participation by communities in victim support interventions is encouraged.

### **5.3 A trusted police service**

The public should trust the police in all matters and perceive them as accessible and approachable. The best measure of whether the police are democratic must be determined by whether or not the public trusts the police. Trust should be the outcome if all other components of democratic policing are achieved. In the absence of transparency and accountability it is near inconceivable that the public can trust the police, and low or absent trust will result in low or absent legitimacy. Ethical and accountable police should bring about trust and legitimacy from the public. Police maintain order, safety, and trust, so that the public attribute their ability to live without fear to the quality of police services they receive.<sup>59</sup>

The effectiveness of the police should be measured in relation to the extent to which they effectively contribute to securing the inhabitants of South Africa while upholding the law, including the law governing their actions. This is best measured through changes in the murder rate and levels of trust.

An improvement in reporting rates are strong indicators of trust, and thus increases in crime should be considered a positive performance indicator of public trust.<sup>60</sup>

The ability for SAPS to build trust and confidence from communities requires police members that respect the law and apply it within the constitutional realm of democratic policing. A solid relationship between the SAPS and CPFs will enjoy joint problem identification and problem solving by the police service and the community and ultimately result in reduced crime and increased trust in the police. A trusted service is one that is transparent and accountable to the community it serves, and where the

public work together with the police by amongst others sharing of critical information and the development of joint solutions to community crime challenges.

The CPP supports the enhancement of community policing to foster collaborative, partnership-based, local level policing and problem solving, with the aim of improving the trust of the community and to promote community participating in the fight against crime. A community-centered approach that focusses on the vulnerabilities, risk and safety needs of the diverse South African communities reduces crime and the fear of crime while restoring a sense of order, and it can rebuild the bond between citizens and government. This demands a service which is predicated on credible community police relations, agreed lines of communication, and clearly articulated relationships between communities and the police.<sup>61</sup>

The collective effort of police leadership must ensure that all barriers to reporting of crime are systematically addressed to ensure a complete response to all victims of sexual abuse and domestic violence. This has the greatest potential to improve public trust and confidence in the police.<sup>62</sup>

The implementation of civilian oversight institutions and governance mechanisms in policing are about strengthening the delivery of policing services, integrating the police into a democratic society, strengthening mutual trust between the public and the police.

In order to improve the safety and well-being of all people and garner trust in the police, the police must execute their tasks in ways that contribute to social cohesion and solidarity, they must treat all those with whom they engage with fairness and respect, and should in their actions, demonstrate respect for public space and the rule of law, even when not engaged in other tasks. Trust between the SAPS and the public is a crucial aspect with respect to effective policing and should be the ultimate guide to effectiveness in the SAPS. If the public has a high level of trust in the SAPS, it is highly likely that the public will strongly support the police in the execution of their policing functions, and likely increase the reporting of crimes to the police. The SAPS should conduct periodic perception and victim surveys to measure police-public trust.<sup>63</sup>

#### **5.4 Strong and ethical leadership, management and governance**

Delivering on its constitutional mandate hinges on the presence of competent leadership and management at all levels of the organisation. The leadership and operational culture of the police must be reviewed and strengthened to instill the best possible discipline and ethos associated with a professional police service aligned to the fundamentals of democratic policing. The SAPS must build the required capacity and skills to become more competent, professional and efficient in delivering policing services to communities. Professional SAPS should have police officers who respect

the law, abide by the Constitution, are effective and efficient, and display a professional approach in the execution of the policing mandate.

Professionalism cannot be achieved without strengthening accountability at all levels. Building a professional police service requires strictly and decisively dealing with and rooting out corruption. Dealing with this requires a coherent organisational response through, among others, ensuring that general disciplinary hearings occur fairly and regularly. Leadership and management must implement a multifaceted approach to integrity management in support of building a professional police service.

Effective transformation of policing requires full implementation of the institutional, governance and accountability mechanisms, stable leadership and management, and for the police to acknowledge and collaborate with civilian oversight institutions such as the CSPA and IPID.<sup>64</sup>

The institutional arrangements for policing in the country clearly delineates the roles between civilian authority and that of the SAPS being the agency to deliver policing services. The institutional arrangements for the transformation of the SAPS must be reviewed and analysed in the context of the need for transparency, accountability and good governance.

## 6. ROLES AND RESPONSIBILITIES

The police proposals require clear delineation of the roles and responsibilities of the various actors in the delivery of policing services while recognising that their functions are closely and continuously inter-related.

- **Minister of Police**

The Minister is responsible for policing in the Republic of South Africa. The Minister is responsible to determine plans and set national policing policy, while exercising political oversight on the implementation of the policing policy by the SAPS with the support of the entities within the Ministry for Police. The Minister takes into account the policing needs and priorities of the provinces as determined by the provincial executives and directs the National Commissioner of Police accordingly. The Minister is supported by the Civilian Secretariat for Police Service in giving effect to his/her responsibilities and obligations.

- **Secretary for Police Service**

Section 208 of the Constitution makes provision for the establishment of the CSPA to function under the direction of the Minister of Police. The Civilian Secretariat for Police is headed by the Secretary of Police who must be a public servant directed by the

Minister to function as Head of Department and Accounting Officer. The Secretary must be a civilian who comes from outside the ranks of the South African Police Service. The Civilian Secretariat for Police Service Act, 2011 gives effect to the establishment of a CSPS. The objects of the Civilian Secretariat for Police are to:

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

- **National Commissioner of the SAPS**

Section 205 of the Constitution provides that the SAPS must be structured to function in the national, provincial and, where appropriate, local spheres of government. It further provides that national legislation must establish the powers and functions of the SAPS and must enable the SAPS to discharge its responsibilities effectively, taking into account the requirements of the provinces. The SAPS Act, 1995, serves as the national legislation contemplated in the Constitution to govern the statutory powers and functions of the National Commissioner of the SAPS.

The National Commissioner of the SAPS must exercise control over and manage the SAPS in accordance with this NPP and the directions of the Minister. Furthermore, the National Commissioner of the SAPS must manage the overall functioning and operations of the SAPS, and advises the Minister on operational and administrative policing matters.

- **Provincial Government**

The Constitution, SAPS Act, 1995 and Civilian Secretariat for Police Service Act, 2011 govern the respective statutory powers and functions of the Provincial Executives and Provincial Secretariats in respect of the policing function. Provincial governments, in particular, the MECs responsible for policing, play critical role in the monitoring of execution of the policing function at the provincial and local spheres of government to ensure police accountability in respect of adherence to government policy, the achievement of policing priorities and objectives.

Section 206(4) of the Constitution provides that the Provincial Executives are responsible for policing functions vested in the Constitution, functions assigned to it in terms of national legislation, and allocated to it in the NPP including the determination of the policing needs and priorities of the provinces. In terms of Section 206(3) of the Constitution, each province is entitled to:

- monitor police conduct;
- oversee the effectiveness and efficiency of the police service, including receiving reports on the police service;
- promote good relations between the police and the community;
- assess the effectiveness of visible policing;
- liaise with the Minister with respect to crime and policing in the province;
- investigate, or appoint a commission of inquiry into, any complaints of police inefficiency or a breakdown in relations between the police and any community; and
- make recommendations to the Cabinet member responsible for policing.

The obligations of the MEC responsible for policing, carried on behalf of the provincial government, should be executed in conjunction with the Minister through the Ministerial Executive Committee to ensure effective collaboration, coordination and synergy on policing matters. The Minister remains the custodian of determining the national policy and legislation in respect of policing but the Provincial Executives may develop province specific policies, legislation and strategies in support of and not contradictory to the NPP. This is in line with the intent of the Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005), which establishes a framework for the national government, provincial governments and local governments to promote and facilitate intergovernmental relations, and to provide for mechanisms and procedures to facilitate the settlement of intergovernmental disputes.<sup>65</sup>

The monitoring and civilian oversight role played by the provincial executives is considered an important generator of information that shall inform the inputs of provincial governments into the process of determining policing priorities and objectives. It is required of provinces to align with the national planning process to strengthen and facilitate cooperation and intergovernmental relations.<sup>66</sup>

- **Local Government**

Section 205(1) of the Constitution provides that the national police service must be structured to function in the national, provincial and, where appropriate, local spheres of government. Section 206(7) of the Constitution provides that national legislation must provide a framework for the establishment, powers, functions and control of MPS. The South African Police Service Act, 1995 serves as the national legislation for the purposes of Section 206(7) of the Constitution, and will be amended where necessary to give full effect to the establishment, powers, functions and control of MPS given the recognition and consensus on the single policing service.



Local government is responsible for promoting a safe and healthy environment within its financial and administrative capacity and in line with national, provincial and local priorities owing to the unitary nature of the South African State. Section 152(1) of the Constitution provides the objects of local government as follows:

- Provide democratic and accountable government for local communities;
- Ensure the provision of services to communities in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- Encourage the involvement of communities and community organisations in the matters of local government.

The 2022 ICVPS serves as the implementation mechanism for the 2016 WPSS. The ICVPS ensures that the basics are in place in every aspect of a person's life in order to circumvent the possibility of the occurrence of crime and violence in South Africa. The ICVPS acknowledges active public and community participation as a critical pillar to ensuring reduced risk to crime and violence. Local policing must thus ensure strengthen relations with communities and advocates for the representation of communities.

Improved levels of safety and security is not the sole responsibility of policing but is reliant on the focused and coordinated efforts of all sectors, and importantly, of all levels of government as well as the whole of society. The District Development Model (DDM) provides a platform for the improvement of levels of service delivery at local level, including a renewed focus on the development and implementation of Community Safety Plans and audits, supported by a coherent local crime prevention framework.

Local government and municipalities in particular must develop and incorporate crime and violence prevention in their Integrated Development Plans within the context of the DDM planning processes. All municipalities must ensure the availability of adequate capacity and resources to drive implementation of the ICVPS to ensure community safety.

## **6.1 Performance Reporting and Accountability**

The high-level functions of the role players in the governance structures at both the political and bureaucratic levels are as follows:

- **Cabinet**

Cabinet constitutes the executive arm of the state and plays a crucial role in considering, approving and overseeing the implementation of key government policy.

The Minister is expected to report to Cabinet on the effective implementation of the NPP and other related policing functions.

- **Parliament**

Parliament serves as the legislative arm of government consisting of public representatives who develops and passes law, and hold the executive accountable. Parliament holds the Minister accountable for the execution of the policing mandate.

- **Ministerial Executive Committee (MINMEC)**

The Minister and Member of the Executive Committee (MEC) of the respective province responsible for community safety constitute the MINMEC Forum. The MINMEC Forum serves as a platform to ensure effective coordination and problem solving on policing and community safety issues across the country. Furthermore, the MINMEC Forum will play a pivotal role in ensuring policing oversight through regular monitoring and reporting on progress, identifying potential blockages and instituting corrective measures for effective policing. The Technical MINMEC Forum will provide the necessary support to the MINMEC to ensure reporting and informed policy and strategic decision making for improve policing.

- **Justice, Crime Prevention and Security (JCPS) Cluster**

The JCPS Cluster must take the lead as the engine to coordinate and lead crime and violence prevention interventions. The JCPS Cluster has to lead other clusters in ensuring the strengthening the coordination and streamlining of relevant departmental activities for the integration and implementation of crime and violence prevention programmes.<sup>67</sup> The JCPS Cluster departments should: <sup>68</sup>

- a) Ensure an efficient, responsive and professional criminal justice sector by:
  - i. Implementing effective restorative justice programmes and interventions.
  - ii. Adopting a single vision, mission, set of objectives, priorities and performance measurement targets for the CJS.
  - iii. Strengthening monitoring and evaluation of the Integrated Justice System.
  - iv. Prioritising improved performance of the courts.
  - v. Improving diversion programmes, rehabilitation and reducing recidivism.
  - vi. Improving access to justice with a particular focus on vulnerable groups, and the rural communities.
- b) Adopt a holistic approach to crime prevention and community safety by ensuring that efforts are coordinated and seamlessly integrated;
- c) Direct efforts towards the reduction of crime and violence; and



- d) Mobilise communities and establishing strategic partnerships in the reduction of crime and violence.

- **Departmental Executive Committee**

The Departmental Executive Committee consisting of the Minister (Chairperson), Secretary for Police Service, National Commissioner, Head of IPID and Head of PSIRA is responsible for overseeing the effectiveness and efficiency of the implementation of the policing function and taking decisions to improve policing intervention. The Committee may invite officials to the meetings as and when necessary.

- **Heads of Department Forum**

The Heads of Department Forum is a coordinating forum responsible for overseeing the effectiveness and efficiency of the implementation of the policing function and taking decisions to improve policing intervention and advice MINMEC Forum. The Forum consist of the Secretary for Police Service (serves as the Chairperson), National Commissioner and Heads of Provincial Departments for Police. The Forum may invite officials to the meetings as and when necessary.

- **Senior Management Forum**

The Senior Management Forum consisting of the Secretary for Police Service and National Commissioner (Co-Chairpersons), Deputy Directors-General in the CSPS and Deputy National Commissioners in the SAPS is responsible for overseeing the effectiveness and efficiency of the implementation of the policing function and taking decisions to improve policing intervention. The Forum may invite officials to the meetings as and when necessary.

## 7. COMMUNICATION

Communication strategy constitutes different elements such as the goals of communicating, the desired target market, and a plan of action<sup>69</sup>. Communication strategy empowers an organization to have a scheme of planning for sharing information effectively.

A critical success factor in the implementation of this NPP rests on the buy-in and support of all role players. It is thus of crucial importance that the necessary platforms for communication in a collaborative process are created and sustained. To assume that role players are well aware of the objects and action required for policing cannot be normalised. The CSPS must lead the communication of messages emanating from the implementation of the policing mandate supported by the SAPS through bringing operational policing dimensions.

In managing community perceptions of crime, the Corporate Communication Strategy for the Department of Police must enable the establishment of a distinction between actual levels of the various categories of crime, including specifically violent crime and perceptions about these crimes. The Department of Police and Government Communication and Information System will form collaboration to maximize the limited capability and capacity in disseminating policing messages.

## 7.1 Transparency and Information Dissemination

Transparency in as far as the dissemination of information is concerned must be reflective of relevant public service policies and legislations that regulate proper information sharing processes and procedures. These include but are not limited to:

- a) **Minimum Security Information Standards, 1996** which places the onus on the Department of Police to put in place minimum information security measures sensitive or classified information to protect national security.
- b) **The Protection of Personal Information Act 4 of 2013** which aims to promote the protection of personal information processed by public and private bodies to introduce certain conditions to establish minimum requirements for the processing of personal information. It further aims provide for the establishment of an Information Regulator to exercise certain powers and to perform certain duties and functions in terms of this Act.<sup>70</sup>
- c) **The Promotion of Access to Information Act 2 of 2000** purposed to actively promote a society in which the inhabitants of the Republic of South Africa have effective access to information to enable them to more fully exercise and protect all of their rights.<sup>71</sup>

## 8. Risk Assessment and Mitigation Strategy

The acknowledgement that there are broadly good policies and poor implementation necessitate that all implementation impediments should be proactively diagnosed and measures put in place to manage the risks. The existence of these risks implies that mechanisms should be put in place to mitigate these risks. Table 1 below reflects the potential risks and possible mitigation measures to support effective implementation of this policing policy.

**Table 1: high-level strategic risks and mitigation measures**

Potential Risks	Mitigation Measures
<ul style="list-style-type: none"> <li>Poor leadership and commitment at both the political and administrative level</li> </ul>	<ul style="list-style-type: none"> <li>NPP to be approved by Cabinet.</li> </ul>
<ul style="list-style-type: none"> <li>No implementation plan</li> </ul>	<ul style="list-style-type: none"> <li>Develop an Implementation Plan with costing including clear key performance areas, indicators, expected outputs and outcomes.</li> </ul>
<ul style="list-style-type: none"> <li>Inadequate SAPS human resource capacity and physical resources due to constrained fiscus</li> </ul>	<ul style="list-style-type: none"> <li>Develop a Resource Strategy</li> <li>Reprioritise financial resources to focus on policing functions.</li> </ul>

## 9. POLICY MONITORING, EVALUATION AND REVIEW

The implementation of the policing policy should be guided by a solid implementation strategy and plan with clear priorities, deliverables and high level activities. These implementation instruments are to guide the policy monitoring and evaluation, the result which will be used for decision making in the Department of Police.

### 9.1 Monitoring and Evaluation (M&E)

The policing policy is crucial for the creation of safer communities and improved social cohesion but it does not guarantee positive outcomes unless proper institutional and operational mechanisms are put in place to ensure effective implementation. Implementation results are not automated but requires the development of operational strategies, and proper M&E mechanisms to enable the collection and analysis of data throughout the policy lifecycle. The M&E approach on the implementation of the policing policy will be guided by the following:

- a) **Government-wide M&E System:** provides an integrated, encompassing framework of M&E principles, practices and standards throughout government, and function as an apex-level information system which draws from the

component systems in the framework to deliver useful M&E products for its users;<sup>72</sup>

- b) **National Evaluation Policy Framework:** provides minimum standards for evaluations across government, and promotes quality evaluations, which can be used for learning to improve the effectiveness, efficiency, relevance, coherence and impact of government interventions;<sup>73</sup>
- c) **The Revised Framework on Strategic Plan and Annual Performance Plans:** sets out a framework to align strategic and annual performance planning with emphasis on the outcomes oriented M&E approach led by the Department of Planning, Monitoring and Evaluation<sup>74</sup>; and
- d) **Policy Framework on Managing Programme Performance Information:** Clarifies definitions and standards for performance information in support of regular audits of such information where appropriate; improve integrated structures, systems and processes required to manage performance information; define roles and responsibilities for managing performance information; promote accountability and transparency by providing Parliament, provincial legislatures, municipal councils and the public with timely, accessible and accurate performance information.<sup>75</sup>

The CSPS will develop the M&E Framework in collaboration with the SAPS to ensure proper performance planning, monitoring and reporting, and accountability in the Department of Police. The M&E Framework will be aligned and linked to the policy instruments listed above, including the institutional arrangements and governance structures as outlined in this policy.

As part of the broader programme performance management, the 2019 Guidelines to enhance SAPS performance indicators<sup>76</sup> (2019 Guidelines) will be used by the CSPS to develop and adopt performance indicators to measure the impact of policing efforts towards creating safer communities. The 2019 Guidelines provides performance measurement indicators for policing which should be incorporated into the planning and performance measurement for the Department of Police.

## 9.2 Reviewing and Amending Legislation and Regulations

Policy finds expression in legal tools and regulations that guides and informs the normative practice in policing. The policing policy may necessitate a review of existing legislation, Specific areas for research in the immediate term would include research into new technologies, response and calls for services and efficiency of internal and external communications including public education, intergovernmental relations and police-community engagements.

The review of the existing legislative and regulatory framework for policing will be evidence based with guidance from The Presidency to ensure compliance to the 2020 NPDP. The implementation of the NPP in the Department will require a phased-in approach over the MTSF and MTEF to ensure proper adoption and implantation of

this policy along with the proper monitoring and evaluation of its implementation.

### **9.3 Policy Review**

The NPDF, 2020 provides a multiplicity of approaches in the review of public policy, in this case, the NPP. The review of public policy may be based on evidence generated through the implementation of the monitoring and evaluation plan, information gathered throughout the policy development process, programme performance information generated through the implementation of the Annual Performance Plan or based on Ministerial reviews often informed by the political manifesto or political decisions.

The NPP, as a public policy, provides the government's statement of intent on how the issues relating to policing will be addressed leveraging on opportunities that exists in both the macro- and micro-environments. The NPP is not static and must be regularly reviewed through broad consultations with stakeholders to adapt to the changing circumstances in the political, economic, social, technological, environment and legal in the country, continent and global environment. The NPP will remain in force subject to periodic amendments and reviews, or when varied by successive administration in the Republic of South Africa.

## **10. CONCLUSION**

Significant progress has been made in transforming policing in South Africa, with a number of important reforms put in place over the years. The next step for the SAPS is the consolidation and strengthening of these processes.

This policing policy embraces democratic policing principles for people to be and feel safe and must be underpinned by police dedication to the service.

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## **ANNEXURE A: STRATEGIC LINKS TO THE NPP**

Policing and approaches to policing remain dynamic South Africa's developmental State. Developments in policing since the advent of democracy have included policies that seek to address crime from an integrated approach, recognising that the police cannot solely address challenges of crime and violence, and that a proactive and developmental approach is required to deal with the socio-economic factors contributing to crime and violence. Various policies are linked to the policing function and further provide specific proposals for policing (see Annexure A for list of the policies and strategies). The key policies and strategies are linked to and guide certain aspects of policing for a better future of South Africa and its inhabitants.

### **National Crime Prevention Strategy, 1996 (NCPS)**

The National Crime Prevention Strategy (NCPS) was based on a fundamentally new approach by government, namely an integrated violence and crime prevention approach. In particular, it required the development of wider responsibility for crime prevention and a shift in emphasis from reactive "crime control"; which deploys most resources towards responding after crimes have been committed, towards proactive "crime prevention" aimed at preventing crime from occurring. The NCPS is founded upon four pillars under which co-ordination and integration of activities relating to crime and violence prevention must take place: (i) criminal justice process; (ii) reduction of crime through environmental design; (iii) public values and education; and (iv) trans-national crime.

### **White Paper on Safety and Security, 1998 (1998 WPSS)**

The 1998 White Paper on Safety and Security (WPSS) provided the means of realising the country's vision of improving the safety of the inhabitants of the Republic of South Africa. At the heart of the 1998 WPSS was the challenge of enhancing the transformation of the SAPS to enable it to function effectively within the democratic State and enhancing social crime prevention activities to reduce the occurrence of crime and violence. This required focusing on issues relating to the role of the SAPS in a constitutional democracy, their legitimacy and the delivery of effective policing service, and a dedicated focus on preventing the inhabitants of the Republic of South Africa from becoming victims of crime.

### **National Crime Combating Strategy, 2002**

The SAPS developed and introduced the National Crime Combating Strategy (NCCS) in 2000 as the first step towards development of a democratic policing model, and giving rise to the most effective method of policing in the country.<sup>77</sup> The NCCS used a geographic approach, informed by crime analysis to identify hot spots to allow targeted deployment, for crime prevention and combating programmes.

The NCCS included five pillars: intelligence gathering, analysis and co-ordination; a proactive and high visibility approach; combat and reaction approach; reactive approach through detection, including an organised crime approach; and communication and liaison.<sup>78</sup>

### **Integrated Social Crime Prevention Strategy, 2011**

The Integrated Social Crime Prevention Strategy (ISCPS) sought to address crime by dealing with the social issues that contribute to specific types of crime and violence. The ISCPS targeted vulnerable groups in society, including “*the poorest of the poor, marginalised and disadvantaged groups*”, comprising children, youth, adults and older persons.<sup>79</sup> The ISCPS advocate for a coordinated and collaborative approach to crime prevention.

### **Policy and Guidelines: Policing of Public Protests, Gatherings and Major Events, 2012**

The policy provides a framework for policing of public protests and related major events. The policy:

- a) Promotes ideal crowd control and management capacity in the policing environment in order to secure public trust and maintenance of safety during public gatherings;
- b) Provides a framework and facilitate the development of appropriate guidelines on the use of force in relation to crowd control and management that adheres to international accepted standards;
- c) Establishes the principle of intervention in managing public protest in order to proportionate the minimum force appropriate for the type of threat posed by public protests; and
- d) Facilitates the introduction of appropriate training initiatives.

### **Reservist Policy, 2012**

The policy provides the guidelines for the establishment, administration, control and management of the Police Reservists System as a force multiplier and introduces imperatives towards uniformity in implementation and approach in command and control. The policy:

- a) Facilitates the proper establishment of a proper system of recruitment, utilisation and deployment of reservists in the fight against crime; and
- b) Improves the management, command and control and regulation of working conditions to secure harmonious and good working relationship between members of the reservist and permanent members of the SAPS.

## **National Development Plan, 2012**

Chapter 12 of the National Development Plan (NDP) puts a responsibility on government to develop and implement measures to building safer communities. The high-level priorities to realise safer communities include the following:

- a) Strengthening the Criminal Justice System (CJS);
- b) Making the police service professional by linking the police code of conduct and code of professional police practice, as well as addressing deficiencies in the SAPS recruitment process to attract competent and skilled professionals;
- c) Demilitarising the police service by entrenching the principles and ethos of democratic policing, selecting and training police members and officers to be professional and impartial, responsive to community needs, competent, confidence inspiring and;
- d) Building safety using an integrated approach through mobilising state and non-state capacities and resources at all levels, including citizen involvement and co-responsibility.

## **National Security Strategy, 2013**

The National Security Strategy (NSS) recognises the threat posed to the people of South Africa by violent and organised crime, and points out the negative impact of this, among others, on people's sense of safety and security, and the economy. The NSS asserts that successfully combating crime in South Africa is not dependent on effective policing alone, but hinges on a comprehensive national response that involves coordinated government action to address the root causes of crime and violence.

The NSS addresses the negative impact of perceptions around crime on the collective psyche of the inhabitants of the Republic of South Africa and the country's international reputation. The strategy recognises linkages between crime combating and border and air security, the activities of the private security industry, domestic stability challenges, counter-corruption work, managing illegal migration, and efforts to eradicate the illicit economy.<sup>80</sup>

## **Policy on Improving the Quality and Functioning of the Detective Service, 2015**

The policy sought to improve the quality and functioning of the detective service by looking at aspects like professionalism, improved human and physical resources, high quality skills and the need to work in an integrated and coordinated manner within government, the SAPS, and private and public sector. This policy supports the NDP and 2016 WPP proposals to improve the delivery of services to citizens, and aid the fight against crime.

## **Policy on the establishment of Community Safety Forums, 2016**

The Community Safety Forums (CSFs) should be established to enhance community safety in an integrated and coordinated manner to achieve and deliver on the priorities identified at the national, provincial and local levels. Crime stems from a variety of factors including inadequate access to basic services, such as health, housing, education and social 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 amongst organs at national, provincial and local spheres of government, including community stakeholders.

## **Policy on Reducing Barriers to the Reporting of Sexual Offences and Domestic Violence, 2016**

This policy aims to support governmental efforts to address matters relating to sexual offences and domestic violence and to enhance the delivery of services to victims within available resources. This policy expands on the existing regulatory framework by:

- a) Strengthening efforts to prevent and deter sexual offences and domestic violence by broadening and deepening the collection of information about such crimes;
- b) Increasing victims' access to justice by reducing barriers to the reporting of sexual offences and domestic violence;
- c) Detailing performance measures that enable SAPS managers and Civilian Secretariat for Police Service (CSPS) staff to assess adherence to the policy in order to build on good practice and take steps to correct any deficiencies; and
- d) Establishing uniform norms, standards and mechanisms for the co-ordination and implementation of the Criminal Law (Sexual Offences and Related Matters) Amendment Act, 2007 (Act No. 32 of 2007) (SORMA); promoting the development and strengthening of co-ordinated services, and providing resources for the effective implementation of SORMA and the National Policy Framework for the Management of Sexual Offence Matters, 2012.

## **White Paper on Policing, 2016**

The primary objective of the 2016 White Paper on Policing (WPP), was to provide an overarching framework for a more democratic approach to policing that is aligned to the norms and values enshrined in the Constitution. The focus of this policy is on the core areas of policing and law enforcement, with a particular aim of reducing crime, strengthening community-police relations, and professionalising the police.

## **White Paper on Safety and Security, 2016**

Responses to crime and violence in South Africa are located in two complimentary approaches, that of law enforcement which responds primarily post the fact in detecting, investigating, bringing to trial and if guilty, imposing sanction. The other, is that of longer term developmental approaches to building safer communities which aim to address the factors that place people at risk of becoming either perpetrator or victim.<sup>81</sup> The 2016 White Paper on Safety and Security (WPSS) recognizes that crime and violence prevention is not the sole responsibility of the police and thus focuses on the prevention of crime and violence in an integrated approach across all spheres of government.

## **Integrated Criminal Justice System, 2017**

The Integrated Criminal Justice System (ICJS) review was proposed in 1998 with the objective of transforming the Criminal Justice System “into a modern, efficient, effective and integrated system”. The SAPS, Departments of Justice and Constitutional Development, Correctional Services are the primary drivers of the ICJS, with support from Legal Aid South Africa, the National Prosecuting Authority and the National Department of Health. A seven-point plan with the following components was agreed upon – as amended in 2015:

- a) Alignment through a single vision and mission for the criminal justice system leading to a single set of objectives, plans, priorities and performance measurement targets for the criminal justice system;
- b) Establish through legislation or by protocol a new and realigned single criminal justice system coordinating and management structure that flows in a seamless manner from the Cabinet to each court to improve the end-to-end coordination of the criminal justice system in conjunction with the current National and Provincial JCPS structures;
- c) Practical short and medium term proposals to improve the all-round performance of courts;
- d) Improved component parts of the criminal justice system with a focus on areas with serious shortcomings;
- e) Provision of an integrated and seamless national criminal justice information system to facilitate more informed strategies, plans and decision making as well as to facilitate better day-to-day operational management;
- f) Provision of technology solutions aimed at modernising operations, reducing costs and eliminating waste; and
- g) Involvement of the population at large in the fight against crime.<sup>82</sup>



## **Professional Use of Force Policy and Guidelines for the SAPS, 2018**

The policy is meant to improve the performance of the SAPS by professionalising the use of force. The policy objectives are to:

- a) Institutionalise the professional use of force as one of the foundation stones of policing in South Africa;
- b) Provide the basis for strengthening measures within the SAPS so as to better support the professional use of force; and
- c) Provide an integrated framework for use by the SAPS to inform SAPS members about the standards to adhere to in the use of force.

## **Policy Framework on establishing an Integrated Model of Policing: Single Policing Service, 2019**

The strategic thrust of this Policy Framework is to align the SAPS to the rest of the public service by actively pursuing and inculcating a culture of integrated service delivery and sound governance through the institution of norms, standards, and where appropriate, regulations. The Policy Framework sets the key parameters for the integration, cooperation and collaboration of the SAPS, Municipal Police Services (MPS), and - *where relevant* - traffic police, with the particular aim of improving uniformity, consistency, efficiency and effectiveness within the law enforcement value-chain.

The policy aims to address some of the inconsistencies associated with the fragmented nature of policing at national, provincial, and local levels. The inconsistencies include the lack of uniform implementation of national policing standards across the board. In essence, the Policy Framework provides a basis for the standardisation of policing approaches in order to maximise effective policing, ensure efficiency and value for money.

The objectives of the Policy Framework are to:

- a) Institute systems, structures and processes for integration and cooperation between the various policing agencies;
- b) Ensure uniformity through the development of norms and standards;
- c) Clarify and streamline operational command and control; and
- d) Provide a basis for the relevant legislative amendments to be made in order to fully establish a Single Police Service.

## Community Policing Policy, 2020 (CPP)

Section 206(3)(c) of the Constitution entitles the provinces to promote good relations between the police and the community. Community policing is an approach to policing which recognises the shared responsibility of the police and community in ensuring a safe and secure environment for all citizens. The CPP supports the enhancement of community policing to foster collaborative, partnership-based, local level policing and problem solving, with the aim of improving the trust of the community and to promote community participating in the fight against crime.

## Integrated Crime and Violence Prevention Strategy, 2022

The ICVPS is a strategy which emanates from the review of the 1998 WPSS as well as the 1996 NCPS. It acknowledges the interdependent relationship between interventions addressing socio-economic factors including poverty, inequality, unemployment, social welfare, health and education; the building of an effective state; state security and policing (addressed in other policy instruments), as essential components of the comprehensive response to building safer communities.

The following documents address some of the key strategic links to the NPP

Focus Areas	Policy/ Research Instrument	Responsibility/ Lead Department
A Professional Police	<ul style="list-style-type: none"> <li>- White Paper on Policing (2016)</li> <li>- Use of force Policy</li> <li>- State of Democratic Policing Report</li> <li>- Victim's Charter</li> </ul>	CSPS/SAPS
Improvements to the Criminal Justice System	<ul style="list-style-type: none"> <li>- Integrated Crime and Violence Prevention Strategy</li> <li>- The CJS 7 Point Plan: IJS and CJS Revamp and Modernisation</li> <li>- Criminal Law Forensic Procedures Act 37 of 2013</li> <li>- National Directives and Instructions on Conducting a Forensic Examination on Survivors of Sexual Offence Cases in Terms of the Criminal Law (Sexual Offences and Related Matters) Amendment Act, 2007</li> <li>- National Policy Framework for Child Justice Act of 2010</li> </ul>	JCPS cluster
Effective and professional	<ul style="list-style-type: none"> <li>- White Paper on Policing (2016)</li> <li>- Single Police Service</li> <li>- National Rural Safety Strategy</li> <li>- State of Democratic Report</li> <li>- Transformation Task Team Report</li> <li>- Panel of Experts report</li> <li>- Discipline Management Report</li> <li>- E-Policing Policy Framework</li> <li>- E-Policing Policy</li> </ul>	CSPS/SAPS
Violence against Women and Children	<ul style="list-style-type: none"> <li>- Integrated Programme of Action Addressing Violence Against Women and Children</li> <li>- National Strategic Plan on Gender Based Violence and Femicide</li> <li>- Policy on Reducing Barriers to Reporting Sexual Offences and Domestic</li> </ul>	SAPS DSD

Focus Areas	Policy/ Research Instrument	Responsibility/ Lead Department
Victim Support and Services	<ul style="list-style-type: none"> <li>- National Implementation Plan for the Service Charter for Victims of Crime of 2007</li> <li>- Service Charter for Victims of Crime and Violence of 2004</li> <li>- Reducing Barriers to Reporting Sexual Offences and Domestic Violence</li> <li>- Minimum Standards for Victim Friendly Rooms</li> <li>- National Policy Guidelines for Victim Empowerment of 2009</li> </ul>	DSD
Social Crime Prevention	<ul style="list-style-type: none"> <li>- Integrated Crime and Violence Prevention Strategy</li> <li>- Integrated Social Crime Prevention Strategy</li> <li>- National Anti-Gangsterism Strategy of 2015</li> </ul>	JPCS Cluster SAPS DSD PCC
Substance Abuse	<ul style="list-style-type: none"> <li>- National Drug Master Plan</li> <li>- National Strategy for the Prevention and Management of Alcohol and Drug Use Amongst Learners of 2013</li> </ul>	DSD/SAPS/DBE
Community Participation	<ul style="list-style-type: none"> <li>- Community Police Forum Policy</li> <li>- Community Safety Forums Policy of 2011</li> <li>- Community Policing Policy</li> <li>- GVB Policy, Minister's six point plan and DVA (CSPS report, Compliance to DVA report –Biannual.</li> </ul>	CSPS/SAPS DCoG

## ANNEXURE B: PROVINCIAL AND NATIONAL CRIME TRENDS PER TYPE OF CRIME BETWEEN THE 2016/2017 AND 2020/2021 FINANCIAL YEARS

PROVINCIAL CRIME TRENDS FOR THE PAST FIVE (5) FINANCIAL YEARS PER TYPE OF CRIME (2016/2017 - 2020/2021)										
Type of Crime	Eastern Cape	Free State	Gauteng	KwaZulu-Natal	Limpopo	Mpumalanga	North West	Northern Cape	Western Cape	National
<b>Murder</b>	3 628 - 3 713	950 - 834	4 101 - 4 079	4 014 - 4 825	813 - 717	954 - 935	901 - 734	344 - 287	3 311 - 3 848	19 016 - 19 972
<b>Sexual Offences</b>	8 050 - 7 445	3 488 - 2 971	9 566 - 9 749	8 484 - 8 201	3 862 - 3 720	3 216 - 3 134	4 326 - 3 262	1 587 - 1 295	7 115 - 6 437	49 660 - 46 214
<b>Attempted Murder</b>	2 110 - 2 104	694 - 727	4 872 - 4 312	3 914 - 4 391	829 - 741	951 - 1 016	898 - 799	550 - 474	3 387 - 4 143	18 205 - 18 707
<b>Assault GBH</b>	23 241 - 20 238	11 702 - 9 550	39 684 - 33 605	26 824 - 23 531	12 948 - 9 976	10 896 - 9 682	12 731 - 11 003	8 173 - 6 356	24 417 - 19 452	170 616 - 143 393
<b>Common Assault</b>	11 100 - 11 399	13 568 - 12 184	42 083 - 42 621	22 285 - 21 480	8 373 - 7 645	7 712 - 7 857	7 021 - 8 098	4 440 - 4 301	39 868 - 33 857	156 450 - 149 442
<b>Common Robbery</b>	3 707 - 2 736	2 192 - 1 410	17 367 - 13 436	7 305 - 5 459	3 228 - 2 216	2 950 - 1 860	2 589 - 2 007	1 506 - 1 170	12 574 - 7 354	53 418 - 37 648
<b>Robbery with aggravating</b>	13 688 - 11 458	5 147 - 3 992	53 793 - 44 109	22 327 - 20 964	6 745 - 6 105	6 702 - 7 004	7 017 - 5 733	1 505 - 1 426	24 032 - 19 050	140 956 - 119 841
<b>Rape</b>	6 836 - 6 114	2 702 - 2 258	7 700 - 7 525	7 032 - 6 685	3 321 - 3 126	2 708 - 2 611	3 615 - 2 661	1 143 - 908	4 771 - 4 442	39 828 - 36 330
<b>Sexual Assault</b>	753 - 891	474 - 489	1 277 - 1 750	1 039 - 1 172	240 - 358	264 - 362	319 - 356	235 - 207	1 670 - 1 440	6 271 - 7 025
<b>Carjacking</b>	955 - 966	234 - 199	8 610 - 8 458	3 029 - 2 669	459 - 426	810 - 967	390 - 366	29 - 20	2 201 - 2630	16 717 - 16 731
<b>Robbery at residential premises</b>	2 171 - 2 101	875 - 710	8 731 - 6 933	4 255 - 4 820	1 181 - 1 108	1 138 - 1 271	1 290 - 1 034	142 - 151	2 560 - 2 742	22 343 - 20 870
<b>Robbery at non-residential premises</b>	2 369 - 1 954	973 - 796	7 187 - 5 992	2 951 - 3 303	1 750 - 1 560	1 764 - 1 662	1 493 - 1 172	304 - 225	1 889 - 1 567	20 680 - 18 231
<b>Stock theft</b>	6 023 - 6 399	3 677 - 3 317	987 - 1 020	5 959 - 6 059	1 956 - 1 970	2 867 - 2 706	3 192 - 2 693	1 356 - 1 221	885 - 925	26 902 - 26 310
<b>Drug related crimes</b>	17 710 - 9 780	11 314 - 3 379	62 837 - 28 034	50 429 - 19 505	14 393 - 5 904	11 519 - 4 517	11 972 - 3 511	5 136 - 2 108	107 379 - 44 621	292 689 - 121 359

Source: SAPS Crime Statistics: 2020/2021

\* RED NUMBERS indicates an increase in recorded crimes between 2016/2017 and 2020/2021 financial years

## ANNEXURE C: POLICING NEEDS AND PRIORITIES OF PROVINCIAL DEPARTMENTS OF COMMUNITY SAFETY

EASTERN CAPE	FREE STATE	GAUTENG
<ul style="list-style-type: none"> <li>a) Serious and violent crime in line with the outcome 3 of the national priorities and the Medium Term Strategic Framework;</li> <li>b) Crimes against women, children and other vulnerable groups;</li> <li>c) Addressing of the weaknesses in the forensic, investigation and detective divisions within the SAPS;</li> <li>d) As per the Provincial Safety Strategy, the province has also considers increased community participation; improved accountability and reduced corruption; drug reduction and reduced access to knives and guns as a priority;</li> <li>e) Human (warm bodies) and physical (vehicles, computers, radios) resources;</li> <li>f) Job training as though some clusters were happy with the quality of officials, others strongly felt that the SAPS officials are not sufficiently equipped to carry out policing requirements;</li> <li>g) House robberies and the recovery of stolen goods;</li> <li>h) Policing of public spaces particularly during the night time; and</li> <li>i) Mechanisms to strengthen SAPS feedback to communities.</li> </ul>	<ul style="list-style-type: none"> <li>a) Reducing the levels of contact crime, contact and property related crime and other crimes;</li> <li>b) Effective policing of Gender-Based Violence;</li> <li>c) Strengthen collaboration with other key stakeholders in the fight against crime; and</li> <li>d) Strengthen the human and physical resource capacity for improved policing service delivery.</li> </ul>	<ul style="list-style-type: none"> <li>a) Provision of adequate resources including infrastructure:                             <ul style="list-style-type: none"> <li>• Procure additional vehicles for the police stations in the province and recruit more police officers to bolster the detective components in the police stations;</li> <li>• Engage the municipalities to fix the roads especially in areas where there are potholes and uneven roads as they cannot gain access, the purpose being to speed up reaction time; and</li> <li>• Engage the Department of Public Works to undertake an inspection and assess which police stations need to be renovated.</li> </ul> </li> <li>b) Address the increase in the rate of crime such as attempted murder, murder, aggravated robbery and common robbery are increasing:                             <ul style="list-style-type: none"> <li>• Encourage frequent police patrols (especially during the night) and institute measures to monitor if police patrol as per their mandate and hotspot data;</li> <li>• Encourage community involvement in fighting crime through creation of neighbourhood watch committees and CPFs. The importance of these community structures should be communicated to the residents; and</li> </ul> </li> </ul>

		<ul style="list-style-type: none"> <li>• Promote a collaborative effort from all LEAs to ensure that all LEAs are involved in responding to complaints, not only the police. It is therefore recommended that the Department of Community Safety introduces a centralised technologically advanced alerting system that will not only be limited to the SAPS but all LEAs.</li> </ul> <p>c) Providing feedback on reported cases:</p> <ul style="list-style-type: none"> <li>• Develop systems to monitor progress on the cases reported;</li> <li>• Feedback on the status of cases must be made compulsory;</li> <li>• Improve feedback mechanisms so that the victims know what is being done about their cases; and</li> <li>• A computer system that provides community safety personnel with essential case-related information, including dates of case reports and automated reminders to attend to cases, should be implemented. This will assist in speeding up the process of attending to cases. However, the success of this recommendation is highly dependent on increased numbers of human resources and the relevant equipment to execute such tasks.</li> </ul> <p>d) Enhancing police visibility (to address lack of police visibility, lack of awareness of police activities in communities , limited access to a police station and police corruption):</p> <ul style="list-style-type: none"> <li>• Where there are no police stations, efforts should be made to have temporary structures for residents to have easy access to police services;</li> <li>• Police activities should be communicated effectively in all communities using any, or a combination, of the following radio, community meetings, social media and television;</li> </ul>
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		<ul style="list-style-type: none"> <li>• Improve ways of mobilising residents to participate more in community activities;</li> <li>• Create more awareness and communication around activities aimed at fighting crime to encourage participation; and</li> <li>• The department should consider publicising the achievements made in fighting corruption within Law Enforcement Agencies for residents to see that something is being done in fighting corruption.</li> </ul> <p>e) Improve knowledge on community structures (to address low awareness of community structures):</p> <ul style="list-style-type: none"> <li>• Leaders of different community structures must have regular contact with residents to create more awareness around them and also build rapport; and</li> <li>• Encourage community involvement in fighting crime through creation of neighbourhood watch committees and CPFs. The importance of these community structures should be communicated to the residents.</li> </ul> <p>f) Improve community-police relations (to address lack of police and community relationship):</p> <ul style="list-style-type: none"> <li>• Transparency in how police address or attend to residents' issues should be prioritised; and</li> <li>• Involvement of residents in matters that affect them should be encouraged.</li> </ul>
<p><b>KWAZULU-NATAL</b></p> <p>a) Address crimes such as, Assault GBH, Burglary in Residential Premises, Rape, Stock Theft and Murder;</p> <p>b) Increase human resource by filling all existing vacancies and to provide adequate physical</p>	<p><b>LIMPOPO</b></p> <p>a) Establish adequate human resources capability;</p> <p>b) Ensure sound performance management;</p> <p>c) Invest in human capital development;</p>	<p><b>MPUMALANGA</b></p> <p>a) Address the following priority crimes:</p> <ul style="list-style-type: none"> <li>• Burglary residential;</li> </ul>



<p>resources like vehicle suitable for terrain per policing area. The fixed establishment should be revisited;</p> <p>c) Review and closely monitored the turnaround time on vehicles sent to police garage and police garages for service and maintenance or boarding. The SAPS vehicle mechanical services should be decentralised and have a new strategy in vehicle maintenance;</p> <p>d) Improve police station infrastructure namely upgrade, refurbish buildings, proper fencing of stations and access control in all police stations to improve policing of those area. The police station infrastructure should be informed by research and community needs based approach and police station accessibility to the community;</p> <p>e) Improve police visibility on hotspot areas at night, weekends and after hours' operations with flashing blue light patrols;</p> <p>f) All specialised units should be accessible by and available to all Districts in order to assist the police stations in the Districts as and when a need arises. This will also improve turnaround time and quick feedback to victims of crime;</p> <p>g) Improve partnership with community and other stakeholders to improve policing. This can be done by amongst others providing CPFs with funding for the projects and programs, stipends and working tools like office space, office equipment and cellular phones with airtime;</p> <p>h) Improvement of communication network such as telephone lines and computer lines at the police station level;</p> <p>i) Prioritisation of Gender based violence cases in courts;</p> <p>j) Removal of illegal firearms by awarding the informers;</p> <p>k) Include professional training courses for SAPS members; and</p> <p>l) Conduct workshops and seminars to influence behavioural change by police members.</p>	<p>d) Manage and coordinate physical resources;</p> <p>e) Manage procurement of goods and services;</p> <p>f) Improve visible policing;</p> <p>g) Reduce levels of serious crime through crime prevention initiatives;</p> <p>h) Address contributors of crime;</p> <p>i) Effective custody management;</p> <p>j) Enhance partnership policing;</p> <p>k) Effective boarder policing;</p> <p>l) Policing incidents of public disorder;</p> <p>m) Improve case docket management;</p> <p>n) Enhance the capacity as well as leadership;</p> <p>o) Enhance the investigation of stock theft;</p> <p>p) Enhance the investigation of vehicle related cases;</p> <p>q) Ensure improved crime scene management;</p> <p>r) Enhance human resource capacity and performance management;</p> <p>s) Oversee education, training and development of all personnel;</p> <p>t) Improve, implement and maintain planned IS/ICT infrastructure;</p> <p>u) Promote the positive image of saps through communication; and</p> <p>v) Improve financial management system.</p>	<ul style="list-style-type: none"> <li>• Assault with the intent to inflict grievous bodily harm;</li> <li>• Drug related crimes;</li> <li>• Robbery with aggravating circumstances;</li> <li>• Burglary at non-residential premises;</li> <li>• Theft;</li> <li>• Common assault;</li> <li>• Malicious damage to property; and</li> <li>• Theft of motor vehicle and motorcycle.</li> </ul> <p>b) Reviewing the allocation of resources especially personnel and vehicles to address the need for the full implementation of sector policing;</p> <p>c) Implement measures in dealing with misuse of police resources;</p> <p>d) Improve turnaround time in attending crime scenes and addressing areas where police attend after an hour or more or do not attend at all;</p> <p>e) Address to the response time in answering the telephone as over 50% of calls are answered after 16 seconds up to more than 60 seconds. The issue of 10111 should be looked into especially in Secunda and Nelspruit;</p> <p>f) Improve the waiting time waiting time at the CSC to ensure that clients do not wait for receive a service for longer than necessary;</p> <p>g) Address the issue of communication by speaking the official language when serving clients;</p> <p>h) Investigating officers should provide feedback and progress to the complainants;</p> <p>i) Improve police visibility on patrols. More police patrols should be conducted at the streets, and shopping complex and malls which has become a haven of crime, these patrols should be conducted from 18:00 to 05:59 at night and during the weekend;</p> <p>j) Re-establish nonfunctional Community Policing Forums and strengthen and capacitate those that</p>
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		<p>are functional by among others providing resources and ongoing training as well as providing them with ways on building partnership with stakeholders to fight against crime and involving more;</p> <ul style="list-style-type: none"> <li>k) Re-establish specialized units for drugs, gangs and murders;</li> <li>l) Conduct workshops to the community on witness protection services;</li> <li>m) Provide workshops to communities on victim referral and counselling services that are available;</li> <li>n) Provide workshops to SAPS officials who deal directly with victims about the services they need to provide victims and referrals;</li> <li>o) Conduct more operations to deal with high levels of drugs, closing down of non-compliant and illegal liquor as substance abuse is the main cause of crime; and</li> <li>p) Conduct awareness campaigns about the consequences of individual and public negligence which creates an opportunity for crime.</li> </ul>
<p><b>NORTHERN CAPE</b></p> <ul style="list-style-type: none"> <li>a) Improve resource allocation equity by prioritising the police stations to support police operations. Currently, resource allocation is prioritized for provincial levels and lower ranking stations are neglected. Resources included, human resources, vehicles, IT equipment, vehicle radios and other technology;</li> <li>b) Appointment of competent and well-trained members and officers with the necessary skills and expertise to execute the policing mandate. The police training needs should include a particular focus on public relations as well as ensuring knowledge of Criminal Law, Criminal Procedure Act, Human Rights and the principles of Ubuntu;</li> <li>c) Improve the morale of police members by fully implementing the recommendations from the SAPS Organisational Climate Studies;</li> </ul>	<p><b>NORTH WEST</b></p> <ul style="list-style-type: none"> <li>a) Improving the regulations of firearms focusing on stolen, lost and illegal firearms, and the processing of applications for firearm licences;</li> <li>b) Reduce the availability of liquor by focusing on the number of illegal liquor outlets closed;</li> <li>c) Reduced levels of crime by focusing on reducing the number all contact and all serious crimes;</li> <li>d) Reduced levels of Gender Based Violence and Femicide (GBVF) through strengthened partnerships focused on stations rendering a victim friendly service to victims of GBVF;</li> <li>e) Strengthened community partnerships focused on the functionality of Community Police Forums;</li> </ul>	<p><b>WESTERN CAPE</b></p> <ul style="list-style-type: none"> <li>a) Address the high crime levels especially violent crime like murder, attempted murder, gender-based violence, domestic violence, assault, stock theft, organised crime, cybercrime, drug and alcohol use, abuse and trading, gang-related crimes, copper theft, abalone poaching, burglary at residential premises, including serious crimes committed in police custody;</li> <li>b) Address the unsustainable high levels of poverty, unemployment, inequality and the diminished life chances of many South Africans, which are factors contributing to crime in the country;</li> <li>c) Strengthen the capacity of the SAPS by allocating additional human and physical resources including police reservists, and ensure effective deployment of resources by police management;</li> </ul>

<p>d) Improve community relations by building trust on the work of the police. The police should provide quick and immediate response to complaints that encompasses effective and proper investigation of criminal cases, effective communication between the SAPS and communities, effective community structures and regular interaction with communities by way of izimbizo;</p> <p>e) Urgent eradication of drug and alcohol abuse; and</p> <p>f) Implementation of the Safer City Strategy particularly in high crime areas.</p>	<p>f) Increased police visibility by implementing the Safer Cities Framework and the Community-in-Blue Concept;</p> <p>g) Reduced incidents of public disorder and improved crowd management;</p> <p>h) Reduced levels of serious crimes by means of increase detection rates for contact and all identified serious crime;</p> <p>i) Improve infrastructure by finalising the police stations under construction, and building new police stations that have been identified; and</p> <p>j) Improve the allocation of human resources by increasing the number of police officials as there is a huge shortage in the detectives and visible policing environments.</p>	<p>d) Adequately capacitate the detective service function to improve on investigations and detection rates;</p> <p>e) Improve the policing of the railway environment;</p> <p>f) Proper management of sick leave;</p> <p>g) Upgrading and building of new police stations to improve community access to policing services;</p> <p>h) Improve the SAPS Basic and Advanced Training and Development Programme;</p> <p>i) Improve police visibility and police response time to crime incidents;</p> <p>j) Fast track the implementation of the full Investigation Case Docket Management System and create adequate physical storage space for dockets;</p> <p>k) Professionalise the police and police members including decisively addressing issues of corruption;</p> <p>l) Address backlogs in the Forensic Services Laboratories;</p> <p>m) Improve the quality of SAPS victim support/counselling service;</p> <p>n) Improve policing of illegal firearms and ammunition;</p> <p>o) Strengthen collaboration and cooperation between SAPS and other law enforcement agencies;</p> <p>p) Establish and/or strengthen specialised units;</p> <p>q) Create safer spaces at the transport hubs, taxis, buses, rail, streets, parks, public toilets, public buildings and schools, and other public spaces; and</p> <p>r) Construct proper and sufficient road infrastructure.</p>
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## Endnotes:

- <sup>1</sup> Section 206(1)(2) of the Constitution of the Republic of South Africa, 1996
- <sup>2</sup> Section 205(3) of the Constitution of the Republic of South Africa, 1996
- <sup>3</sup> National Crime Prevention Strategy, 1996, White Paper on Safety and Security, 1998 and 2016 White Paper on Policing
- <sup>4</sup> Section 206(3) of the Constitution of the Republic of South Africa, 1996
- <sup>5</sup> Section 205(3) of the Constitution of the Republic of South Africa, 1996
- <sup>6</sup> Accountability aims to prevent the police from misusing their powers, to prevent political authorities from misusing their control over the police, and more importantly, to enhance public confidence and (re)establish police legitimacy (UNODC, 2011).
- <sup>7</sup> South African Police Act, 1995 (Act No. 68 of 1995) as amended
- <sup>8</sup> [https://www.saps.gov.za/resource\\_centre/publications/lt\\_gen\\_sithole\\_research\\_colloquium.pdf](https://www.saps.gov.za/resource_centre/publications/lt_gen_sithole_research_colloquium.pdf)
- <sup>9</sup> <https://www.macrotrends.net/countries/ZAF/south-africa/murder-homicide-rate>
- <sup>10</sup> National Planning Commission, 2011: National Development Plan, Vision 2030. The Presidency.
- <sup>11</sup> National Planning Commission, 2011: Diagnostic Overview
- <sup>12</sup> Civilian Secretariat for Police Service, 2018: Report on the State of Democratic Policing in South Africa
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- <sup>14</sup> State of Policing Report. 2018. Civilian Secretariat for Police Service.
- <sup>15</sup> National Planning Commission, 2011: National Development Plan, Vision 2030. The Presidency.
- <sup>16</sup> Civilian Secretariat for Police Service, 2018: Report on the State of Democratic Policing in South Africa
- <sup>17</sup> Ibid.
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- <sup>19</sup> Civilian Secretariat for Police Service, 2022: Integrated Crime and Violence Prevention Strategy
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- <sup>21</sup> South African Police Service, 2021: SAPS Crime Statistics for 2020/2021 financial year. (<https://www.saps.gov.za/services/crimestats.php>)
- <sup>22</sup> Ibid
- <sup>23</sup> Ibid
- <sup>24</sup> Statistics South Africa, 2022: 2020/2021 Governance, Public Safety, and Justice Survey
- <sup>25</sup> Ibid
- <sup>26</sup> Policing Needs and Priorities (PNPs) Reports are compiled by the Provincial Secretariats every two to 5 years.
- <sup>27</sup> [https://www.saps.gov.za/about/stratframework/annual\\_report/2020\\_2021/annual\\_report\\_2020\\_2021.pdf](https://www.saps.gov.za/about/stratframework/annual_report/2020_2021/annual_report_2020_2021.pdf)
- <sup>28</sup> Auditor-General of South Africa, 2021 accessible at <https://www.agsa.co.za/Reporting/PFMARports/PFMA2020-2021.aspx>
- <sup>29</sup> Independent Police Investigative Directorate, 2021. Annual Report 2020/2021 accessible at [http://www.ipid.gov.za/sites/default/files/documents/IPID%27s%20Annual%20Report%202020\\_21.pdf](http://www.ipid.gov.za/sites/default/files/documents/IPID%27s%20Annual%20Report%202020_21.pdf)
- <sup>30</sup> Statistics South Africa, 2018. Victims of Crime Survey 2017/2018
- <sup>31</sup> The Afrobarometer team in South Africa, led by the Institute for Justice and Reconciliation and Plus 94 Research, interviewed 1,600 adult South Africans in May-June 2021. A sample of this size yields country-level results with a margin of error of +/-2.5 percentage points at a 95% confidence level. Previous surveys were conducted in South Africa in 2000, 2002, 2006, 2008, 2011, 2015, and 2018.
- <sup>32</sup> Afrobarometer Survey, 2021 accessible at <https://afrobarometer.org/node/6000>
- <sup>33</sup> South African Police Service, 2017. Organizational Climate Survey – SAPS Members' Morale
- <sup>34</sup> White Paper on Policing, 2016
- <sup>35</sup> Civilian Secretariat for Police Service, 2017. Analysis of Resource Allocation in the SAPS Report
- <sup>36</sup> Civilian Secretariat for Police Service, 2018: Report on the State of Democratic Policing in South Africa.
- <sup>37</sup> e.g. High levels of crime, low levels of trust in police, corruption by police, ill-discipline, institutional deficiencies, low detection rates, slow modernisation and use of technology in policing.
- <sup>38</sup> Department of Planning, Monitoring and Evaluation. 2020. National Policy Development Framework.
- <sup>39</sup> State of Policing Report. 2018. Civilian Secretariat for Police Service.
- <sup>40</sup> Ibid
- <sup>41</sup> Ibid.
- <sup>42</sup> White Paper on Policing, 2016
- <sup>43</sup> Ibid.
- <sup>44</sup> State of Policing Report. 2018. Civilian Secretariat for Police Service.
- <sup>45</sup> Civilian Secretariat for Police Service. 2016. White Paper on Policing. Pretoria, South Africa.
- <sup>46</sup> White Paper on Policing, 2016
- <sup>47</sup> Civilian Secretariat for Police Service. 2016. White Paper on Policing. Pretoria, South Africa.
- <sup>48</sup> Civilian Secretariat for Police Service. 2016. White Paper on Policing. Pretoria, South Africa.
- <sup>49</sup> South Africa. White Paper on safety and Security, 2016. Pretoria: Civilian Secretariat for Police Service.
- <sup>50</sup> See 2018 State of Policing Report on roadblocks and search and seizures.
- <sup>51</sup> See the 2022 ICVPS for more on this approach.
- <sup>52</sup> Civilian Secretariat for Police Service. 2016. The Policy on Enhancing the Quality and Functioning of the SAPS Detective Services.
- <sup>53</sup> Civilian Secretariat for Police Service. 2016. The Policy on Enhancing the Quality and Functioning of the SAPS Detective Services.

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- <sup>54</sup> e.g through in-service and on-the-job training.
- <sup>55</sup> Civilian Secretariat for Police Service. 2018. Report on the State of Democratic Policing in South Africa. Pretoria. South Africa.
- <sup>56</sup> Civilian Secretariat for Police Service. 2016. The Policy on Enhancing the Quality and Functioning of the SAPS Detective Services.
- <sup>57</sup> The Civilian Secretariat for Police Services. 2017. [http://www.policesecretariat.gov.za/downloads/reports/ANALYSIS\\_OF\\_RESOURCE\\_ALLOCATION\\_IN\\_THE\\_SAPS.pdf](http://www.policesecretariat.gov.za/downloads/reports/ANALYSIS_OF_RESOURCE_ALLOCATION_IN_THE_SAPS.pdf)
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- <sup>61</sup> White Paper on Policing, 2016
- <sup>62</sup> Ibid.
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