CIVILIAN SECRETARIAT FOR POLICE SERVICE

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FOREWORD: WHITE PAPER ON SAFETY AND SECURITY

It gives us pleasure to present the 2016 White Paper on Safety and Security. The White Paper provides the policy architecture for dealing with crime and violence in South Africa over the medium term. Emanating from a review of the 1998 White Paper on Safety and Security, the 2016 White Paper provides a blueprint for pursuing holistic and integrated approaches to planning and implementing safety, crime and violence prevention interventions. Drawing on the experiences and lessons learnt since 1998, the White Paper outlines the need to address decisional and implementation bottlenecks through the institutionalisation of implementation and oversight structures and mechanisms across the three spheres of government.

This institutional architecture must support policy coherence, vertically and horizontally, to enhance the delivery of high quality services at local level. More than two decades into democracy the country remains confronted by complex and interwoven crime risks and challenges – factors that limit the growth potential of this country. The 2016 White Paper provides the opportunity and framework for building safe and resilient communities through embedding systems and processes that will advance the goal of ensuring the safety of all as the basis for 'human development, improved quality of life and enhanced productivity'.

The White Paper thus seeks to realise the vision espoused in the National Development Plan (NDP). It reaffirms that building safer communities is a collective responsibility of both the state and its citizens, and is located within the broader developmental agenda of government. The focus of the White Paper is crime and violence prevention, which is a necessary precondition for increasing people's feelings of safety, and building safer communities. Interventions targeted at the three levels of prevention – primary, secondary and tertiary – must be complemented by dedicated programmes that seek to address the macro-structural factors that contribute to growing levels of poverty, inequality and joblessness.

The White Paper recognises that the delivery of essential services takes place at local level and as such highlights the critical role that cities must play in building safe and resilient communities. In creating livable cities, it is important that people on the ground are actively involved in identifying safety challenges, and developing appropriate solutions. Developing an active citizenry for sustainable safety is therefore underpinned by the co-creation of solutions from the ground up, with a particular focus on ensuring the inclusion of marginalised communities. Community Safety Forums (CSFs) are expected to play a leading role in this regard; creating a platform for dynamic and permanent processes for discussion and engagement that supports the co-production of ideas and solutions.

The localisation of ideas and interventions is thus a central focus of this White Paper. Ensuring the coherent and seamless planning and implementation of programmes and projects will require capacitation and dedicated resourcing of local governments. Unlocking the transformative potential of local government to create safe and socially cohesive cities will be made possible through active support from national and provincial government in terms of technical support, budgets and resources. In this regard, the White Paper draws attention to the need to enhance the capacities of local government to strengthen urban governance for effective, coordinated service delivery. While it is incumbent on national and provincial

government to provide the necessary budget and resources, local government must, where relevant, develop creative solutions around budgetary and other resource constraints.

Measuring progress and assessing impact over the medium term will be supported through the establishment of sustainable, well-resourced implementation and oversight mechanisms which will coordinate, monitor, evaluate and report on the implementation of crime prevention priorities across the three spheres of government. These systems and processes are designed to ensure better alignment of policy priorities across government, and strengthen accountability of departments. Assessing impact requires institutionalising a knowledge-based approach. As such, the White Paper places special emphasis on the importance of generating credible data as a basis for proper analysis. Attention is therefore placed on building the capacity of local governments to generate, collate, analyse and disseminate data that will support the development and implementation of evidence-based interventions. Importantly, these data systems and processes must integrate seamlessly across the three spheres of government.

Achieving measurable reductions in crime and violence will require the commitment of a myriad of role-players, all coming together to advance shared goals and objectives. We appreciate the enormity of the task at hand, but believe strongly that "together we can do more". We thus call on all role-players in the criminal justice and other sectors to commit to ensuring the full implementation of this White Paper. By transforming the relationship and interface between the three spheres of government, coordinated and collaborative planning can become a reality.

It is our vision and belief that the provision of services in this manner will contribute positively to creating safe and resilient cities, and we believe that this White Paper provides that necessary policy interventions to achieve this.

Approved/~~Not Approved~~

MS. MM SOTYU, MP
DEPUTY MINISTER OF POLICE
Date: 23/11/2016

Approved/~~Not Approved~~

MR. NPT NHLEKO, MP
MINISTER OF POLICE
Date: 23/11/2016

CIVILIAN SECRETARIAT FOR POLICE SERVICE

2016 WHITE PAPER ON SAFETY AND SECURITY

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ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CFR	Central Firearms Registry
CJS	Criminal Justice System
COGTA	Department of Co-operative Governance and Traditional Affairs
CPFs	Community Police Forums
CRC	Convention on the Right of the Child
CRPW	Convention on the Right of Persons with Disabilities
CSFs	Community Safety Forums
CYCCs	Children and youth care centres
ECD	Early Childhood Development
FAS	Foetal Alcohol Syndrome
FASD	Foetal Alcohol Spectrum Disorders
FCA	Firearms Control Act
GBV	Gender based violence
GHS	General Household Survey
IDPs	Integrated Development Plans
IGR	Inter-Governmental Relations
IGRFA	Intergovernmental Relations Framework Act
ILO	International Labour Organisation
IMAGE	Intervention with Microfinance for AIDS and Gender Equity
IPV	Intimate personal violence
ISCPS	Integrated Social Crime Prevention Strategy
IUDF	Integrated Urban Development Framework
JCPS	Justice Crime Prevention Security Cluster
KPIs	Key Performance Indicators
LGBTI	Lesbian, gay, bisexual, trans-gender and intersex
MSA	Municipal Systems Act
MECs	Member of the Executive Council
MTSF	Medium Term Strategic Framework

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NCPS	National Crime Prevention Strategy
NDP	National Development Plan
NSS	National Security Strategy
OHCRC	High Commissioner for Human Rights
RDP	Reconstruction and Development Programme
SAHRC	South African Human Rights Commission
SAMJ	South African Medical Journal
SAPS	South African Police Services
UK	United Kingdom
UN	United Nations
UNHCR	UN High Commission on Refugees
UNICEF	UN Children's Fund
UNODC	UN Office on Drugs and Crime
US	United States
VAW	Violence against women
VAWC	Violence against women and children
Victims Charter	Service Charter for Victims of Crime and Violence
VPUU	Violence Prevention through Urban Upgrading Project
WHO	World Health Organisation

Foreword by Minister of Police

1.   VISION

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

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

The vision of the White Paper is aligned to the National Development Plan (NDP) and the rights and values enshrined in the Constitution of the Republic of South Africa (Act 108 of 1996).

2.   POLICY STATEMENT

The purpose of developing a new policy on safety, crime and violence prevention is to promote an integrated and holistic approach to safety and security, and to provide substance and direction to achieving the NDP's objective of 'Building Safer Communities'. The White Paper will facilitate, where necessary, new legislative and institutional arrangements necessary for the operationalisation of its objectives, including:

- Clarification of the roles and responsibilities of individual government departments and different spheres of government;
- Mechanisms for co-operation between government departments and different spheres of the state for integrated planning and service delivery;
- Monitoring and evaluation systems;
- Resources; and

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- Accountability.

The White Paper will provide direction to government departments in the development and alignment of their respective policies, strategies and operational plans to the goal of achieving safer communities. In addition, the White Paper will provide governance and oversight tools against which departments can be measured and held accountable.

3.   OBJECTIVES

The objectives of the White Paper on Safety and Security are to:

- Provide an overarching policy for safety, crime and violence prevention that will be articulated in a clear legislative and administrative framework in order to facilitate synergy and alignment of policies on safety and security; and
- Facilitate the creation of a sustainable, well-resourced implementation and oversight mechanism, which will co-ordinate, monitor, evaluate and report on implementation of crime prevention priorities across all sectors.

4.   MOTIVATION

Since 1994, government policy in relation to safety and security has been articulated in two key documents, the National Crime Prevention Strategy (NCPS), adopted in 1996, and the 1998 White Paper on Safety and Security. In addition to these key policy frameworks, Government has responded with a series of initiatives to address challenges within the criminal justice cluster.

A review of the 1998 White Paper on Safety and Security in 2010 identified the need for two distinct policy interventions; that is, a White Paper that would focus on the policing environment, and a White Paper that would focus on an

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integrated and developmental approach to crime and violence prevention, recognising the fact that safety extends far beyond the purview of the police.[1]

Direct responses from the criminal justice system and broader security apparatus are necessary to deal with crime and state security, (including global threats of 'terrorism', transnational, organised crime, as well as cyber-crime), and should form part of the Government's state and security agenda,[2] as well as its policing strategies. However, reactive policing approaches to crime are only partially effective in the prevention of crime and violence. As demonstrated by research, an over-reliance on criminal justice approaches risks the prioritisation of increasingly repressive and punitive responses to crime that are ultimately reactive and limited in their ability to achieve longer term results. The reactive nature of the criminal justice system needs to be complemented by long-term developmental strategies to reduce incidents of people in conflict with the law and to increase levels of safety in communities, such as those espoused in this White Paper.

Safety and security is not only a fundamental responsibility of the state,[3] as provided in Chapter 11 of the Constitution, but also a fundamental human right in terms of Chapter 2 of the Constitution[4] and 'a necessary condition for human development, improved quality of life and enhanced productivity'.[5] The Bill of Rights affirms the democratic values of human dignity and equality,[6] and recognises the right of every person to freedom and security of the person,[7] and the right of every child to be protected from neglect, abuse, degradation and exploitation.[8] Furthermore, the right to safety is also articulated in Section 24 of the Constitution in the right to a safe environment that is not harmful to health or well-being.

5.   FOCUS OF THE WHITE PAPER

The focus of this White Paper is crime and violence prevention, which a necessary precondition for increasing people's feelings of safety and building safer communities. The White Paper recognises the importance of initiatives that aim to reduce poverty, inequality, and unemployment, as well as those

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that aim to enhance the effectiveness of the state. These interventions are integral to addressing risk factors identified in this White Paper.

The White Paper seeks to realise the vision espoused in the NDP. The adoption of the NDP by Cabinet in 2012 provides a blue print for South Africa to eliminate poverty and reduce inequality by 2030.[9] The NDP articulates a vision for a safe and secure South Africa, and identifies building safer communities as central to achieving an integrated and developmental approach to safety and security, which involves all government departments and tiers of government. These departments will, in executing their respective legal mandates, collectively and individually contribute to a safe and secure environment for all South Africans.

The White Paper reaffirms that building safer communities is a collective responsibility of both the state and its citizens, and is located within the broader developmental agenda of government, as set out in the NDP and the Medium Term Strategic Framework (MTSF 2014-2019). In this regard, the White Paper affirms the need for an active citizenry, civil society, and private sector to contribute to the on-going efforts of government in safety, crime and violence prevention.

6.   APPROACH OF THE WHITE PAPER

This approach advocated in the White Paper is premised on addressing the risk factors discussed herein ; intervening in the individual, familial, community and structural domains in order to build resilience; putting in place protective measures; supported by broader structural and environmental change, to promote safer communities. The approach requires effective and integrated planning and implementation by government, informed by a sound knowledge base and active community participation.

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6.1   Developmental approach

6.1.1 Socio-ecological model

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

Interventions also need to be embedded within broader and complementary initiatives that are aimed at reducing crime and violence.

When addressing the risk factors for crime by enhancing parenting practices, improving access and investment in education, reducing access to alcohol, illegal substances and weapons, and increasing employment opportunities – it is important to simultaneously build the resilience of individuals, families and communities to crime and violence. Resilience is the 'process of, capacity for, or outcome of, successful adaptation, despite challenging or threatening circumstances'.[10] It is important therefore, that safety strategies, particularly those aimed at addressing crime and violence, must include mechanisms which build the capacity of individuals and institutions to deal with the adversity that may make them more vulnerable to crime.

In developing strategies to deal with crime and violence, risk and protective factors must be disaggregated by target groups. Risk factors for crime and violence include those set out in the table below.

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Table 1: Risk factors for crime and violence

Individual	Risk Factors
	Gender and gender non-conformity
	Age
	Low social status related to class, race, ethnicity
	Poor nutritional, pre-natal and health care
	Disability
	Low self-esteem/ lack of empathy
	Substance abuse (eg alcohol and drugs)
	Lack of access to education/ poor quality education
	Early onset of conduct /behavioural problems
	Affiliation to anti-social peer groups (eg gangs)
	Unemployment
	Social exclusion (eg school drop outs, homelessness)
	Sexual orientation
	Masculinity norms and ideas that legitimise dominance and control over women
	Violence, abuse, mistreatment, neglect
	Dysfunctional families
Relationship	**Risk factors**
	Family violence and conflict
	Harsh, authoritarian parenting
	Absent/low levels of parental involvement
	Neglect, abuse and mistreatment
	Caregivers or siblings in trouble with the law
	Teenage parenthood
	Violence, abuse, mistreatment, neglect in the home
	Affiliation to anti-social male peer groups/gangs
	Gender inequalities
Community	**Risk factors**
	Family/community attitudes condoning violence
	High levels of neighbourhood crime and violence (eg

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	presence of organised crime and gangs)
	Lack or poor access to quality education, training opportunities, employment
	Easy availability of drugs, alcohol, firearms
Macro/structural	**Risk factors**
	Structural inequalities (social, economic, political)
	Demographic factors (youth bulge)
	Social norms condoning inequality and violence
	Institutional fragility (e.g. poor, discriminatory or uneven provision of services, weak criminal justice system, weak governance, weak or absent control of arms and drug trade)
	Poor delivery of public services (e.g. health, education, policing and social services)
	Poor social and living conditions (food insecurity, informal settlements, overcrowding, poor infrastructure and poor public transport)
	Lack of access to /poor delivery of basic services (e.g. housing, water and sanitation)
	Unemployment
	Poor planning for urbanisation

(See Annexure A for more detail)

6.1.2 Primary, secondary and tertiary prevention

The White Paper advocates interventions at primary, secondary and tertiary prevention levels. '[T]he site of primary prevention [is] the general public or environment, the site of secondary prevention are those regarded as being 'at risk' of offending or criminal victimisation; and the site of tertiary prevention are those who have already succumbed to either criminality or victimisation.'[11] It is only through a combination of all three prevention areas – primary, secondary and tertiary – that safer communities can be achieved.

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6.2 Intersectoral co-operation and collaboration towards effective integrated planning and service delivery

The approach advocated by the White Paper recognises the importance of inter-sectoral consultation, co-operation and collaboration, effective and integrated service delivery, and community engagement and accountability; at a local, provincial and national level - as an imperative for building safer communities. In addition to the criminal justice system, the roles of the health, social development and education systems are important in addressing risk factors that contribute to crime and violence. Short-term measures, such as those undertaken by the South African Police Services (SAPS) and the broader criminal justice system, need to be augmented with long-term prevention approaches that generate positive social change, in order to reduce levels of crime and violence.[12]

6.3 Knowledge-based approach

The White Paper advocates a knowledge-based approach, implying that interventions and programmes employed must be based on demonstrated and proven results. The availability of data is a critical component of planning and evaluating strategies and interventions. The collection of reliable data to inform evidence-based interventions is an essential component of the crime and violence prevention approach advocated in this White Paper.

6.3.1 Evidence-based interventions

Strategies and interventions must be evidenced-based and informed *'by a broad, multidisciplinary foundation of knowledge about crime problems, their multiple causes and promising and proven practices'*.[13] A comprehensive strategy must draw on approaches and interventions that have been rigorously evaluated and shown to be effective in achieving specific crime, violence prevention, or safety outcomes.

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

(See Annexure A for more detailed information of interventions with demonstrated results)

6.3.2   Information and data management systems

The ability to effectively plan and monitor implementation of the White Paper and assess delivery is predicated on reliable data.[14]

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

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- Data must be disaggregated to facilitate analysis and identification of drivers and risk factors.

On-going data that can be disaggregated by age, gender, relationship, geography, and a range of other measures, is essential to accurately develop and adapt relevant local, provincial and national policies, strategies and plans.[15] Official data collected from other sources (i.e. public health information from hospitals, clinics, mortuaries and emergency and trauma units on injuries, accidents and deaths, drug and alcohol use and mortality) provide important data to inform the analysis of crime and violence. This data should reflect not only direct safety indicators, but also include progress on addressing risk and protective factors, as indicated above.

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

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

- Data systems must be integrated and accessible.

Data systems must allow for integrated analysis and effective monitoring. This is critical in identifying blockages and gaps in service delivery, and ensuring integrated service provision. Such systems will allow for the flow of data across departments and spheres of government, facilitating and supporting reporting arrangements.

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Data should be accessible to bona fide research and civil society and community organisations. Protocols must be established to facilitate the integration, management, distribution, analysis and sharing of data.

(See Annexure A for more detailed information)

6.4   Active, public and community participation

The NDP recognises active citizenry and co-ordinated partnerships as key components to a sustainable strategy for citizen safety.[16]

The White Paper recognises the importance of state parties working with non-state bodies to establish safety needs and develop strategies to address them. It proposes the development of sustainable forums for coordinated and collaborative community participation; public participation in the development, planning and implementation of interventions; and public and private partnerships to support safety, crime and violence prevention. [17]

Civic structures that are inclusive of all sectors of society including different faiths, youth, business sector, elderly persons, women and other marginalised or disadvantaged groups, are an important mechanism to facilitate citizen involvement.[18]   The core mandate of Community Safety Forums (CSFs) is to facilitate community participation in safety, crime and violence interventions, as envisaged in the Community Safety Forum Policy. The core objectives of Community Police Forums (CPFs) are to facilitate community participation, including reciprocal responsibilities in respect of crime fighting programmes; ensuring police accountability to the community; joint identification and co-ownership of policing programmes and identifying policing projects with the police.[19] In addition to these structures, there is a range of mechanisms such as the Integrated Development Plan (IDP) forums, ward committees, school governing bodies, health committees, amongst others, that are important mechanisms to facilitate engagement by the state with communities.

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Active citizen involvement should be meaningful and extend to active participation in crime and violence prevention through needs assessments and safety audits, development of strategies and implementation of plans, and monitoring and evaluation of impact.

Co-operation and partnerships with private sector institutions are another important feature of public participation and active citizenry. Businesses have a dual responsibility; that is, firstly to ensure effective crime and violence prevention practices within the work environment and uphold legal and ethical business practices; and secondly, to support crime prevention efforts in the broader community.

7.   KEY COMPONENTS OF THE WHITE PAPER

7.1   Themes

The White Paper recognises the centrality of crime and violence prevention, and is informed by six key themes.

7.1.1 Effective criminal justice system:
- Efficient, responsive and professional criminal justice sector.
- Effective diversion, rehabilitation and reintegration programmes.
- Effective restorative justice programmes and interventions.

7.1.2 Early intervention to prevent crime and violence, and promote safety:
- A healthy start for infants and children, including the first 1 000 days of life, pre-school and school children, and their parents, caregivers and guardians.
- A safe and supportive home, school and community environment for children and youth.
- Context-appropriate child and youth resilience programmes.
- Substance abuse treatment and prevention.

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Government Gazette
Staatskoerant

AIDS HELPLINE: 0800-0123-22 Prevention is the cure

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

7.1.3 Victim support:

- Comprehensive framework for promoting and upholding the rights of victims of crime and violence.
- Delivery of high quality services for victims of crime and violence.

7.1.4 Effective and integrated service delivery for safety, security and violence and crime prevention:

- Access to essential crime and violence prevention and safety and security services.
- Professional and responsive service provision.

7.1.5 Safety through environmental design:

- The integration of safety, crime and violence prevention principles into urban and rural planning and design, that promotes safety and facilitates feelings of safety.

7.1.6 Active public and community participation:

- Sustainable forums for co-ordinated and collaborative action on community safety.
- Public and community participation in the development, planning and implementation of crime and violence prevention programmes and interventions.
- Public and private partnerships to support safety, crime and violence prevention programmes and interventions.

7.2   Core principles

Underpinning the themes are the general principles of:

- Equality, in access, protection, and service.

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- Commitment to high quality service.

- Integrated planning and implementation.

- Evidence-based planning and implementation.

7.3 System level requirements

The themes of the White Paper are dependent upon certain system level requirements, which are necessary to facilitate implementation of the White Paper and delivery of programmes and interventions. These include:

- Allocation of sufficient budgets and resources to safety, crime and violence prevention;

- Alignment of legislation and policies to the White Paper;

- Development and alignment of strategies to the White Paper by all government department and spheres of government, and incorporation of these into strategic plans, annual performance plans, norms and standards;

- Establishment and resourcing of permanent implementation structures;

- Institutionalisation of inter-governmental co-operation systems and mechanisms (horizontal and vertical);

- Evidence-based planning and implementation;

- Alignment of programmes and interventions to the approach and themes advocated in the White Paper; and

- Active public and community participation.

8. UNDERSTANDING SAFETY, CRIME AND VIOLENCE PREVENTION IN SOUTH AFRICA

The nature of crime and violence in South Africa is complex. Available demographic data provides some insight into the profile of the population and macro-structural and socio-economic conditions which impact on risk.

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Available crime statistics and research also provide indicators of the nature and trends in reported crime and violence. This data provides useful insight into the scope of the challenges facing communities.

(More detailed information is contained in Annexure B)

8.1   Country profile

-        **Population**

The 2015 mid-year population estimates reported the population size of South Africa at 54 956 900 people, with most populous provinces being Gauteng at 24%, Kwa Zulu Natal at 19,9%, Eastern Cape at 12,6%, and Western Cape at 11,3% of the total population.

South Africa has a young population, with the largest group being between the ages of 0 to 4 with over 58% of the population below the age of 30.[20] The proportional representation of children is consistent in all areas, with the exception of Kwa-Zulu Natal and Gauteng, where there are significantly fewer children (*see figure 9 in Annexure B*).

Figure 1: Population size by age and gender
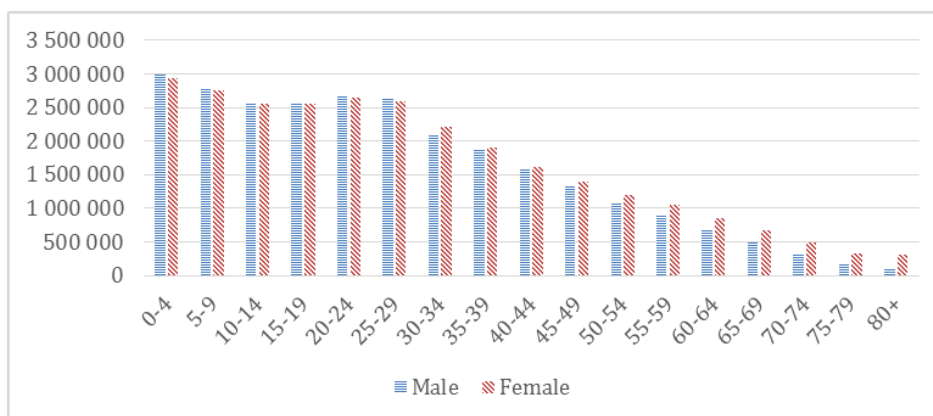
Source: Statistics South Africa 'Mid-Year Population Estimates' (2015) Table 15 p 16.

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Young people are the most at risk of victimisation, as well as of offending. In 2014, over 24 per cent of the sentenced proportion of inmates, and over 40 per cent of those in remand, fell within the defined age range for juveniles (between the ages of 18 and 21 years).[21] The rate of 'non-natural' deaths of young people provides a good indication of the degree to which they are disproportionately affected by violence (see figure 2 below).

As figure 2 (below) indicates, for both sexes the 15–19 age group are most affected by non-natural causes of death (34.5 per cent of all deaths due to non-natural causes).[22] Assault is the most common cause of death, accounting for 11.2 per cent of non-natural deaths in this age group. In all age groups males are seen to have an overall higher proportion of deaths due to non-natural causes (14.9 per cent male deaths due to non-natural causes, compared to 5.1 per cent for females).[23]

Figure 2: Rates of natural and non-natural death by age
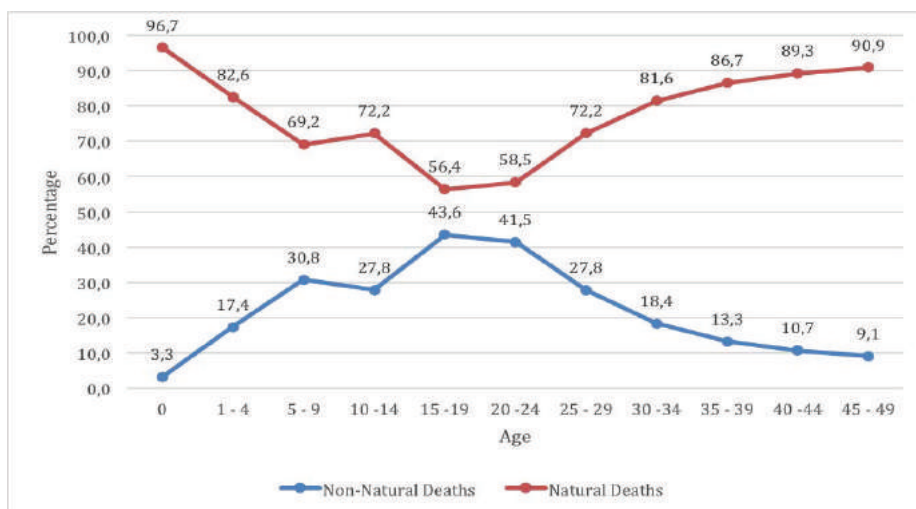
Source: Statistics South Africa 'Mortality and causes of death in South Africa' (2013).

This demographic profile on age resonates with the importance and ability of early intervention, multi-systemic and cognitive therapy, ECD interventions and school-based programmes, to reach a significant percentage of the population at risk.

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- **Urban / rural expansion**

South Africa has a proportionately higher urban population compared to general global figures.[24] Read with crime statistics, discussed later in this section, this is an important variable when designing appropriate interventions.

- **Economic and employment indicators**

Unemployment rates remain significantly high, at 24.3 per cent (2015) demonstrating an increase since 2011 (with a slight decrease in the 1st quarter of 2014).[25] Across the board, women experience higher rates of unemployment than men regardless of race and level of education, with black African women experiencing the highest rates of unemployment, irrespective of their levels of education (ranging from 16.1 per cent for women who have tertiary degrees up to 32.0 per cent for women who have earned less than matric).[26] The gender gap in unemployment is largest amongst black Africans and Indians/Asians with tertiary education.[27]

- **Access to housing and basic services**

12.9 per cent of the South African population live in informal dwellings, with the highest proportion being in the North West (21 per cent of the province's population), then Gauteng (19.2 per cent of the province's population), and Western Cape (14.8 per cent of the province's population).[28]

4.9 per cent of households in South Africa have no access to toilets / use bucket toilets with the highest proportion located in the Northern Cape (9.1 per cent of province's households), then Eastern Cape (8.5 per cent of province's households) and then Free State (7.9 per cent of province's households).

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- **Social protection**

The more rural provinces of Limpopo (59.2 per cent of the province's population), Eastern Cape (58.4 per cent of the province's population) and Free State (54.4 per cent of the province's population) have a much higher proportion of households benefiting from social grants than the more urban provinces such as Western Cape (36.9 per cent of the province's population) and Gauteng (28.5 per cent of the province's population).[29] The Care Dependency Grant (CDG) is the social grant most widely received across the whole country.[30]

More children live with single mothers (38.8 per cent) than with both parents (34.8 per cent) and only 3.4 per cent live with single fathers.[31] The Western Cape has a significantly larger proportion of children living with both parents than any other province (55.6 per cent of province population), and Limpopo has the highest proportion of children living in child-headed homes (1.3 per cent of province's population).[32]

A large proportion (64.5 per cent) of children in South Africa live in low-income households.[33] This figure tends to be higher in more rural provinces, such as Eastern Cape, Limpopo and Kwa-Zulu Natal; and there is a definite correlation between the percentage of children living in a household without an employed adult and those living in low-income households.[34]

(See Annexure B for more detailed information on macro structural and socio economic indicators)

8.2   Relationship between poverty, inequality and crime

The impact of structural violence[35] must be acknowledged in a discussion of crime and violence.

Historically, South Africa has experienced high levels of structural violence under colonial and apartheid rule. Inferior education and health systems,

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limited career prospects, and migrant labour systems have inflicted family stress and social health problems.[36] Structural violence has continued post Apartheid due to persistent inequality in which structural inequalities remain embedded.

The relationship between poverty, inequality and crime and its impact on safety outcomes is acknowledged in the NDP, noting that safety and security are *'directly related to socio-economic development and equality'*, and requires an environment '*conducive to employment creation, improved educational and health outcomes, and strengthened social cohesion*'.[37]

Drawing a simple causal relationship between crime, violence and poverty, however, is misleading, as the relationship between crime, violence, poverty, deprivation and inequality, is more complex. Although there is little evidence demonstrating that poverty causes crime, there is substantial evidence demonstrating that those who live in poverty are more vulnerable to, and affected by, crime and violence.[38] This is evident in the risk factors for crime and violence. People living in communities characterised by a lack of services, with little or poor access to water and sanitation, child-care and health facilities, educational and employment opportunities, or who are marginalised or excluded, are at the most vulnerable to falling victim to crime and violence and most at risk in engaging in crime. They are also the least able to access the criminal justice system or victim support services, and are therefore, most at-risk, most vulnerable to, and most affected by high levels of crime and violence.

The developmental approach to crime and violence prevention espoused herein, that addresses risk at an individual, relationship, community and macro/structural level, allows for a better understanding of both the levels of crime and violence (detailed above), and identifies the most appropriate interventions for preventing both crime and violence.

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8.3   Crime trends and analysis of risk groups and risk factors

According to recent crime statistics released by SAPS in September 2015, South Africa has experienced an increase in the number of violent crimes since 2013/2014. The number of reported murders, attempted murders, assaults, GBH (grievous bodily harm), and aggravated robberies are on the rise, while the number of reported sexual offences and common assaults appear to be on the decrease. Although statistics are important for analysing crime trends, as well as vulnerabilities of particular groups and risk factors, it is imperative to mention that a decrease in the number of reported crimes does not necessarily reflect a decrease in the number of incidents of crime. This is especially important to keep in mind when it comes to assessing the prevalence and extent of common assault and sexual offences in South Africa, which are two categories of crime that have notoriously low levels of reporting.[39]

Furthermore, even though statistics are important for purposes of measuring the prevalence of crime and violence, the lack of available disaggregated statistics (i.e. information relating to gender, race, age, nationality, relationship etc. of victims and perpetrators), makes it difficult to understand trends in crime, specifically the impact of certain crimes on different risk groups and the influence of certain factors on incidents of crime and violence.

That said, empirical research, supported by available statistics, suggests that certain groups of people are more vulnerable to certain types of crime and violence than others, and that certain factors (see specific risk groups and risk factors in Annexure C), make people more susceptible to becoming both victims and perpetrators of crime and violence. The identified at-risk groups include young men, women, children, people with disabilities, older persons and LGBTI persons; while key risk factors include the relationship between guns and violence, substance abuse and crime, exposure to anti-social peer groups and lacking community social cohesion.

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8.3.1 RISK GROUPS

- **Young Men**

Young men are the primary perpetrators of violence and victims of homicide.[40] The highest homicide rates in South Africa (184 per 100 000; nine times the global average) are seen in men between the ages of 15 and 29 years.[41] The homicide rate for South African males is six times higher than for South African females. [42] Research has confirmed that masculine norms, confrontational and aggressive attitudes amongst young men are leading factors in the perpetration of crime and violence.[43] Furthermore, identities and aspirational views to be *'ready for a fight'*, *'show no fear or pain'* and *'play it cool'*[44] reinforce the view that violence is a legitimate response to conflict.[45]

- **Violence against Women**

Violence against women includes, but is not limited to domestic violence, sexual violence by non-partners, marital rape, date rape, stalking, sexual harassment, sexual exploitation, domestic homicides and harmful traditional practices.[46] While it is difficult to provide accurate data of violence against women in South Africa, a study conducted in 2012 found that 77 per cent of women in Limpopo, 51 per cent in Gauteng, 45 per cent in the Western Cape and 36 per cent of women in KwaZulu-Natal, had experienced some form of violence (intimate and non-intimate) in their lifetimes.[47] Despite legislative enactments aimed at eradicating GBV and enhancing the protections afforded to women, violence against women in South Africa has been described as '*socially normalised, legitimised, and accompanied by a culture of silence and impunity*'.[48] Moreover, more women are killed by their current or ex-intimate male partner in South Africa than in any other country with a rate of 8.8 per 100 000 women.[49]

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- **Violence against Children**

Violence against children is defined as: '*all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child*'.[50] A study conducted in 2015 found that, of 4 095 young people, one in five (19.8 per cent) have experienced sexual abuse in their lifetime, and 7.9 per cent reported some form of neglect at some point in their lives. [51] Violence against children has significant long-term effects. [52] Evidence suggests child maltreatment leads to a cycle of violence with children exposed to violence at a young age more likely to become a perpetrator or a victim to violence in later life.[53]

- **Persons with Disabilities**

Persons with disabilities are at a higher risk of experiencing violence than their non-disabled peers, often because their physical and mental conditions limit their personal autonomy and make it difficult for them to defend themselves against harm or communicate incidents of violence or abuse.[54] The forms of violence people with disabilities experience varies according to age, context, and socio-economic factors, with disabled children and women being most prone to sexual and physical abuse, as well as extensive forms of neglect. [55] Furthermore, the under-reporting of abuse of persons with disabilities makes it extremely difficult to gauge the extent and prevalence of the problem. [56]

- **Elderly Persons**

Older persons are particularly vulnerable to a number of crimes due to age, infirmity, personal, and socio-economic circumstances, including the intentional or reckless infliction of pain or injury; the use of violence or force for participation in sexual conduct or conduct contrary to their wishes; the

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intentional imposition of unreasonable confinement; or the intentional or deliberate deprivation of food, shelter, or health care; and theft and extortion.[57] Comprehensive interventions that provide increased support and oversight, public education, and that address the systemic issues that make older persons vulnerable, are central to structural, individual, relationship and community to reduce the risk of abuse.[58]

- **Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) Persons**

LGBTI people are particularly prone to discrimination, persecution and violence due to harmful socially constructed norms on masculinity and femininity, and discriminatory religious and cultural beliefs about gender and sexual orientation.[59] For many LGBTI persons, violence begins at home and in schools, and then progresses into the community, workplace and society as a whole.[60] Lesbian women are particularly affected by the general populations' overall conservative values and views towards homosexuality, with many lesbian women being subject to corrective rape and other forms of physical and sexual violence.[61] In addition, gay men, as well as transgender and intersex persons are often ostracised and subject to various forms of crime and violence by their families, communities and the society at large, with very little support and intervention from the state, particularly law enforcement.[62]

8.3.2 RISK FACTORS

- **Firearm Violence**

A WHO report on violence prevention states that around one in every two homicides is committed with a firearm, with firearm homicides accounting for 33 per cent of all homicides in South Africa.[63] This report draws strong links between the ease of access to firearms as well as excessive alcohol use and multiple types of violence.[64] Such links are especially apparent in South

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Africa. According to the United Nations Office on Drugs and Crime (UNODC) 2013 report, 35 per cent of murders in South Africa were committed with a firearm.[65] South Africa's rate of firearm deaths is one of the highest in the world and a third of all homicides are a result of the use of firearms.[66]

- **Alcohol and Substance Abuse**

South Africa's overall alcohol consumption is consistent with global averages.[67] However, South Africa has among the highest consumption levels in Africa, with a clear correlation between violence, specifically intimate partner violence (IPV), and alcohol consumption.[68] Foetal alcohol syndrome (FAS) is also a growing concern in South Africa, with the World Health Organisation (WHO) citing the Western Cape to have the highest reported rate of FAS in the world.[69]

- **Anti-Social Peer Groups**

Although gangsterism is a significant problem in South Africa, violence that is perpetrated by anti-social peer groups is not limited to named gangs.[70] Anecdotal evidence suggests that the youth in particular are highly involved in anti-social peer groups and gangsterism, and there is frequently an overlap between gang activity and delinquency in general.[71] For many people, involvement in gangs and anti-social peer groups is a family norm, and children join to become career criminals as a way of meeting their economic needs.[72] Gang activity is particularly destructive because it threatens the wellbeing of whole communities by decreasing freedom of movement and association and is usually the most destructive for the poor and vulnerable.[73]

- **Lack of Social Cohesion**

Despite significant progress since 1994, South African society remains extremely divided.[74] There are strong links between the absence of social cohesion and heightened levels of interpersonal violence within

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communities. [75] Community dynamics may foster or impede a series of protective factors, especially in relation to interpersonal violence, such as the healthy attitudes of parents towards child-bearing and child-rearing; [76] stimulating learning and social environments; as well as the availability of adult role models, adult monitoring and supervision of children. [77] Social cohesion is an important part of not only dealing with the challenges of unemployment, poverty and inequality, but also of addressing issues of safety and security.[78]

(See Annexure C for a more detailed analysis on crime trends, risk groups and factors for crime)

9.   POLICY ARCHITECTURE IMPACTING ON THE WHITE PAPER ON SAFETY AND SECURITY

In the development of this White Paper, a range of legal and policy instruments were consulted, including the NDP, National Security Strategy (NSS), Rural Safety Strategy, Integrated Social Crime Prevention Strategy, the White Paper on Families, Criminal Justice System (CJS) Revamp, CSF Policy, ECD Policy, NCPS, 1998 White Paper on Safety and Security, National Service Charter for Victims of Crime and Violence and the Draft Integrated Urban Development Framework (IUDF).

A significant number of policy and strategy interventions address issues of safety and security, and crime and violence prevention. This White Paper on Safety and Security provides for the opportunity to locate these initiatives in an overarching, comprehensive framework for safety, security, crime and violence prevention, providing for greater synergy, co-operation and integration of planning and service delivery.

(See Annexure D for a full list)

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9.1 National Development Plan 2030

The NDP proposes an integrated approach to resolving the root causes of crime that involves an active citizenry and inter-related responsibilities and co-ordinated service delivery from state and non-state actors.[79] Chapter 12 of the NDP identifies '*building safer communities*' as a key objective.

In order to achieve this vision, the NDP recognises the need to have a well-functioning criminal justice system involving key role-players, including the police, prosecuting authority, the judiciary, as well as the correctional services system.[80] Accordingly, the NDP identifies the following six key priorities to achieving a crime-free South Africa:

- Strengthening the criminal justice system.
- Professionalising the police service.
- Demilitarising the police service.
- Increasing the rehabilitation of prisoners and reducing recidivism.
- Building safety using an integrated approach.
- Increasing community participation in safety.[81]

In addition to creating an effective, responsive and professional criminal justice system, the NDP motivates for an integrated approach to building safer communities that recognises the root causes of crime and responds to its social and economic factors.[82] In this regard, the NDP places significant emphasis on the role of local government in understanding the safety needs of individual communities, and integrating safety and security priorities into their development plans.[83] The NDP pays particular attention to the safety needs of women, children, the girl-child and youth, and makes specific recommendations relating to the conducting of community safety audits, introducing learner safety programmes in schools, implementing the Rural Safety Strategy, expediting the re-establishment of the Sexual Offences courts, reporting on the status of environmental designs aimed at addressing

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the safety of those who are most vulnerable, mobilising urban youth to secure safety areas, increasing support to non-governmental organisations and community-based organisations, enhancing efforts to reduce alcohol and substance abuse, and improving rehabilitation of offenders and reduction of recidivism.[84]

9.2   Criminal Justice System Revamp (2007)

The 2007 CJS Revamp proposed a seven-point plan to transform the criminal justice system. The seven-point plan, which was adopted by Cabinet and endorsed by the NDP, calls on all players in the criminal justice sector to execute the following:

- Adopt a single vision and mission, and create a single set of objectives, priorities and performance-measurement targets leading to the Justice Crime Prevention Security Cluster (JCPS).
- Establish, through legislation or by protocol, a new and realigned single coordinating and management structure for the system.
- Make substantial changes to the present court process in criminal matters through practical, short-term and medium-term proposals.
- Put into operation priorities identified for the component parts of the system, which are part of, or affect, the new court process.
- Establish an integrated information and technology database or system for the national criminal justice system. Review and harmonise the template for gathering information relating to the criminal justice system.
- Modernise all aspects of systems and equipment, which includes fast tracking the implementation of current projects, modernisation initiatives, investigation-docket management systems, and parole management systems.

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- Involve the public in the fight against crime and violence by introducing changes to community policing forums, such as policing outcomes, support to correctional supervision of out-of-court sentences and parole boards.[85]

The NDP endorses the seven-point plan and recommends that departments in the JCPS cluster align their strategic plans with the seven-point plan; and that regular reporting to Cabinet on the implementation thereof is institutionalised.[86]

9.3   National Security Strategy (2012)

The NSS recognises that crime and violence reduction cannot depend on effective policing alone, but must consider a comprehensive, and co-ordinated national response that addresses its root causes. The objective of the NSS is to address violent and organised crime, specifically in relation to its impact on people's sense of safety and security, social cohesion, as well as to the economy of the country. Furthermore, the NSS recognises connections 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.

9.4   Rural Safety Strategy (2010)

The 2010 Rural Safety Strategy addresses challenges to reducing high levels of crime and violence in rural areas.[87]

9.5   Integrated Social Crime Prevention Strategy (2011)

The Integrated Social Crime Prevention Strategy (ISCPS) focuses on the needs of those who are most vulnerable, including women, children, youth, people in rural areas, people with disabilities and older persons.[88] The ISCPS identifies the following areas for intervention: families; early childhood development; social assistance and support for pregnant women and girls;

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child abuse, neglect and exploitation; domestic violence and victim empowerment programmes; victim support and dealing with trauma; community mobilisation and development; alcohol and substance abuse; HIV & AIDS and feeding and health programmes; social crime prevention programmes; extended public works programmes; schooling; and prevention, reduction and law enforcement with regard to gun violence.[89]

9.6   National Crime Prevention Strategy (1996)

The NCPS is founded upon four pillars within which co-ordination and integration activities relating to crime 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.[90]

9.7   Community Safety Forums Policy (2011)

The CSF Policy focuses on the role of CSFs within the sphere of local government in facilitating enhanced co-operation, integrated planning, and co-ordinated implementation of safety programmes and projects at the community level.[91] CSFs aim to deliver programmes with a national agenda at a local level to enhance the delivery of crime prevention projects and to improve the functioning of the criminal justice system.[92] CSFs operate by facilitating regular safety audits in partnership with civil society, developing safety strategies and plans aligned with national, provincial and local priorities, and monitoring and evaluating the implementation of safety programmes or projects.

9.8   White Paper on Safety and Security (1998)

The 1998 White Paper on Safety and Security set out a policy framework for safety and security for the period from 1999 to 2014. Developed in the context of the need to respond to 'the challenge of enhancing the transformation of the police',[93] the 1998 White Paper on Safety and Security sought to equip law enforcement officials with the tools to increase the

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effectiveness of social crime prevention activities and to reduce the occurrence of crime.　The objectives of the 1998 White Paper were to: (i) define the strategic priorities to deal with crime; (ii) articulate the roles and responsibilities of various role-players in the safety and security sphere and (iii) clarify the role of the Department of Safety and Security within a constitutional framework.[94]

9.9　Early Childhood Development Policy (2015)

The 2015 ECD Policy prioritises the needs of children through a comprehensive and equally accessible ECD system.[95] Of particular relevance is the acknowledgment of risks at the individual, relationship, community and microstructural levels, and the need to support early interventions to prevent the cyclical nature of crime and violence.[96]

9.10　White Paper on Families (2012)

The focus of the 2012 White Paper on Families is on: (i) enhancing the socialising, caring, nurturing and supporting capabilities of families to enable members to contribute effectively to the overall development of the country; (ii) empowering families by enabling them to identify, negotiate, and maximize economic opportunities in the country and (iii) improving the capacities of families to establish social interactions, and make a meaningful contribution towards a sense of community, social cohesion and national solidarity.[97]

9.11　Service Charter for Victims of Crime and Violence (2004)

The Victims Charter provides a policy framework that aims to prevent secondary victimisation of victims of crime and to ensure consistently high levels of service to victims by all criminal justice agencies in all parts of South Africa.[98] The Victims Charter proposes a victim-centred approach to the criminal justice system's response to crime and violence and aims to provide an integrated and comprehensive set of services to victims of crime and

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violence, including access to psycho-social support services and accurate information.[99]

9.12   Draft Integrated Urban Development Framework (2015)

Although the IUDF was still in draft form at the time of the White Paper review, the White Paper acknowledges its recognition of the impact of urban crime on development and endorses its motivation for municipalities to take an integrated approach to development.[100] Of particular relevance is the IUDF's declaration that national departments have the responsibility to take the lead in creating a proactive and integrated system of spatial planning to facilitate more sustainable development.[101]

9.13   White Paper on Policing

The White Paper on Policing focuses on the internal policing environment and role of the police. The White Paper on Policing complements the White Paper on Safety and Security by articulating a clear role for the police in crime prevention.

10.   ROLE OF NATIONAL, PROVINCIAL AND LOCAL GOVERNMENT

Achieving safer communities as envisaged in the NDP requires that different spheres of government and organs of state co-ordinate and align their actions in order to deliver comprehensive and high quality services. Chapter 3 of the Constitution speaks directly to this point, requiring that national, provincial and local government adhere to principles of co-operative government and intergovernmental relations.

10.1   Legal framework

(See Annexure E for detailed information)

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The scope of responsibility for the provision of safety and security is articulated in the competencies of national, provincial and local government and subordinate legislation and addresses issue of competencies, imperatives for co-operative governance, institutional mechanisms to facilitate intergovernmental relations, obligations and responsibilities of national government, provincial government and local government.

The White Paper proposes a *'whole of government'* approach, which calls for institutional arrangements to facilitate integrated and multi-sectoral provision of crime and violence prevention services through intergovernmental structures and mechanisms. In particular, the White Paper requires that national and provincial government fulfil their Constitutional mandate to ensure that local government has the capacity and resources to perform its functions, specifically in creating an enabling environment for safer communities.

10.2   Role of national government

The role of national government in respect of the implementation of the White Paper on Safety and Security includes:

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

- Provide clear and sufficient guidance on budgetary and planning processes to line function departments.

Legislation and policy

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

Strategies

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

Implementation structures

- Establish implementation structures (see implementation mechanisms section 11.2).

Intergovernmental co-operation systems

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

Evidence-based assessments and Monitoring and Evaluation

- Conduct needs assessment at national level;
- Monitoring and Evaluation Framework:
  - Develop and implement the Monitoring and Evaluation Framework at national level.

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- ▪ Ensure implementation and reporting by provincial and local government on the Monitoring and Evaluation Framework.
- ▪ Conduct a baseline
- ▪ Co-ordinate the reporting of national, provincial and local government against the Monitoring and Evaluation Framework
- Account to Parliament on implementation and the outcomes of the White Paper.

Programmes and interventions

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

Active public and community participation

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

10.3   Role of provinces

The role of provinces in the implementation of the White Paper on Safety and Security includes:

Budgets and resources

- Allocate budgets for strategy, plans, roles, programmes and interventions for safety, crime and violence prevention at provincial level.

- Mobilise funding and resources for safety, crime and violence prevention programmes at local level.

- Provide capacity and support to local government to implement the White Paper.

- Capacitate and resource the Provincial Crime Prevention Centres.

- Account to the provincial legislature for the spending of budgets and outputs for safety, crime and violence prevention.

Legislation and policy

- Align provincial legislation and provincial policies with the White Paper.

Strategies

- Ensure the integration of safety and security outcomes within provincial government and the strategic frameworks of provincial departments.

- Develop provincial strategies and plans in alignment with the White Paper and national strategies.

- Ensure strategies, plans, KPIs, norms and standards are aligned with the safety, crime and violence prevention outcomes of the White Paper.

- Ensure alignment of Integrated Development Plans (IDPs) planning and reporting to the White Paper.

- Integrate local needs and priorities into provincial strategies, plans and interventions.

Implementation structures

- Establish implementation structures (see implementation mechanisms section 11.2).

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Intergovernmental co-operation systems

- Development of implementation plans and protocols for implementation of the White Paper.

- Co-ordinate the range of provincial competencies including health, education, social development, and local government, in implementing the White Paper.

- Participate in intergovernmental forums on a national, provincial and local level and ensure that issues relating to the implementation of the White Paper on Safety and Security are discussed, consulted and consulted.

- Co-ordinate between provincial and local government (together with the provincial department responsible for co-operative government) to ensure implementation of the White Paper at local government level.

Evidence-based assessments and Monitoring and Evaluation

- Conduct needs assessments at a provincial level.

- Monitoring and Evaluation Framework:
  - Implement the Monitoring and Evaluation Framework at provincial level.
  - Ensure implementation and reporting by local government on the Monitoring and Evaluation Framework.
  - Conduct provincial baselines.

- Co-ordinate the reporting of provincial and local government against the Monitoring and Evaluation Framework.

- Report to the provincial legislature on implementation and outcomes of the White Paper.

Programmes and interventions

- Initiate and co-ordinate safety, crime and violence programmes and interventions in the province.

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- Initiate and co-ordinate safety, crime and violence programmes and interventions with local government.

- Participate in national programmes on safety, crime and violence prevention.

- Implement programmes and interventions aligned to safety, crime and violence prevention outcomes.

- Ensure integration of provincial and local needs in programmes and interventions.

Active public and community participation

- Ensure active public and community participation in the development, planning and implementation of national strategies and policies.

- Facilitate the establishment of sustainable forums for co-ordinated, collaborative and on-going community participation.

- Facilitate public and private partnerships to support safety, crime and violence prevention programmes and interventions.

10.4 Role of local government

Local government is a key role player in the delivery of safety and security to communities.[102] The location of municipalities, (as the most direct interface of government with communities), and the mandate of municipalities, represents the most inclusive range of interventions required to create an enabling environment for delivery of services which impact on the safety and wellbeing of communities.

The role of local government with respect to the implementation of the White Paper includes:

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Budgets and resources

- Allocate budgets for strategy, plans, roles, programmes and interventions for safety, crime and violence prevention at local and district municipality levels.

- Align resources to objectives of safety, crime and violence prevention outcomes.

- Secure funding for programmes and interventions to achieve safety, crime and violence prevention outcomes.

- Capacitate and resource the Municipal Crime Prevention Centres.

- Account to the municipal council for the spending of budgets and outputs for safety, crime and violence prevention.

Legislation and Policy

- Align legislation (by-law) and policy to safety, crime and violence prevention outcomes.

Strategies

- Develop a local strategy and community safety plans for implementing the White Paper.

- Develop strategies and integrate safety, crime and violence prevention outcomes into strategic plans, performance plans, norms and standards, etc.

- Integrate safety, crime and violence prevention outcomes into the IDP.

- Align and complement planning of IDPs with other municipalities and organs of state to ensure that safety, crime and violence prevention is prioritised and that best practices are integrated across municipalities.

- Ensure alignment of KPIs in strategies, plans, norms and standards with the White Paper.

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Implementation Structures

- Establish an implementation structure to ensure effective implementation of the White Paper (see implementation mechanisms section 11.2).

Intergovernmental co-operation systems

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

Evidence-based assessments and Monitoring and Evaluation

- Conduct needs assessments at local level.
- Monitoring and Evaluation Framework:
  - Implement the Monitoring and Evaluation Framework at local level
  - Conduct a baseline
  - Ensure alignment of KPIs in the IDP
- Conduct community safety audits on an annual basis.
- Report to municipal council on the implementation and outcomes of the White Paper.

Programmes and interventions

- Co-ordinate safety, crime and violence interventions within the municipal area.
- Ensure effective enforcement of by-laws on safety, crime and violence prevention.

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- Implement programmes and interventions aligned to safety, crime and violence prevention outcomes.

Active public and community participation

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

11.   INSTITUTIONAL ARRANGEMENTS

Institutional arrangements are required to operationalise the White Paper. Specifically, institutional mechanisms must be put in place which are representative of all implementing departments and spheres of government, and which recognise the separate, yet inter-related roles and responsibilities of national, provincial and local government.

These arrangements should be informed by legislative prescripts.[103]

Institutional mechanisms need to be equipped and resourced, and supported with permanent dedicated staff capacity.

11.1   Location and Ownership of the White Paper

In order to muster the appropriate level of political leadership, support and the authority to drive the White Paper (and further noting the multiplicity of departments and spheres of government responsible for implementation), the overall authority and ownership of the White Paper is located within the Presidency.[104]

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11.2   Implementation Mechanisms

The implementation, monitoring and evaluation of the White Paper are indispensable to operationalise and institutionalise the White Paper.[105]   A range of mechanisms is required to ensure that this occurs.

The Civilian Secretariat for Police Service will provide a coordinating role in support of the implementation of the White Paper, and will facilitate engagements with civil society and government on community safety.

11.2.1 National Government

-   Line Function National Departments

Relevant government departments will be responsible for the development of institutional arrangements to facilitate the roles and responsibilities discussed above.

Department of Planning, Monitoring and Evaluation (DPME)

The DPME will establish a National Crime Prevention Centre, with the following functions:
- Develop a holistic Monitoring and Evaluation Framework which will include specific indicators and measures to track progress against system and thematic outcomes;
- Co-ordinate reporting of national, provincial and local government against the Monitoring and Evaluation Framework;
- Ensure integration of safety, crime and violence prevention outcomes within government's strategic framework:
- Establish and capacitate the   National Crime Prevention Centre; and

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- ▪ Facilitate the development of an integrated data and information management system and protocols for information sharing between different spheres of government.

The National Crime Prevention Centre will be replicated at provincial level.

Specifically, the objectives of a National Crime Prevention Centre are to:
- Provide expertise and support in the development of the policies and strategies of and plans.
- Mobilise resources needed to sustain safety, security and crime and violence prevention activities.
- Facilitate shared learning and development of partnerships.
- Monitor implementation and conduct evaluations;
- Collate and analyse data;
- Provide a repository of knowledge and information.

The National Crime Prevention Centre will be composed of full-time dedicated staff, and will be capacitated and resourced with strong research analytical capacity and systems to identify trends and best practices, analyse the effects of interventions on policy, evaluate projects, disseminate results, and provide training and technical assistance.

11.2.2 Provincial Government

A Crime Prevention Centre will be established in the Office of the Premier, which will be responsible for the implementation of the White Paper of Safety and Security at provincial level.

11.2.3 Local Government

A Crime Prevention Centre will be established at district/municipal level which will be responsible for the implementation of the White Paper of Safety and Security at municipal level.

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12.   MONITORING AND EVALUATION

Effective implementation must be informed by a knowledge-based approach. Evidence-based assessments on what works are dependent on a robust system of monitoring and evaluation, informed by integrated information and data management systems.

The White Paper will be supported by a Monitoring and Evaluation Framework.

The National Department of Planning, Monitoring and Evaluation will be responsible for oversight and monitoring of the implementation of the White Paper.

13.   RESOURCING AND CAPACITY

Resources for driving and implementing the White Paper will be allocated from line function department budgets.[106] Treasury at national and provincial spheres must ensure that such funding is ring-fenced and subject to compliance monitoring and auditing.

Funding for interventions and programmes must be allocated from respective sector departments as part of their normal budgeting processes. Relevant departments must incorporate safety and security, crime and violence prevention interventions and programmes into their strategic and annual plans. At local level, these should be captured in municipal IDPs.

The facilitation of public and community participation must be provided for in these processes.

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GLOSSARY/DEFINITIONS

'Safety'

The NDP states 'safety should be measured by the extent to which the most vulnerable in society feel and are safe from crime [and violence] and the conditions that breed it'.

Safety refers principally to the state of an area and is determined based on the real and perceived risk of victimisation. 'Unsafety' therefore refers to areas characterised by the significant prevalence of violence and crime.

Security

Security as defined in the NSS of South Africa 2013 refers to the 'maintenance and promotion of peace, stability, development and prosperity using state power. It also involves the protection of our people and their being free from fear and want; and the preservation of the authority and territorial integrity of the state'.

The definition for security has been extended to encompass not only physical, but 'human' security which includes social, economic and political aspects of security. This refers to: 'the protection vital freedoms, which relate to the freedom from critical and pervasive threats and situations, building on their strengths and aspirations. It also means creating systems that give people the building blocks of survival, dignity and livelihood. Human security connects different types of freedoms – freedom from want, freedom from fear and freedom to take action on one's own behalf.'[107]

Crime and Violence

Crime and violence are often used interchangeably, but are in fact somewhat different. Not all violence is crime – bullying, for example, by children, may constitute a form of non-physical violence, but may

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not be a crime. Conversely, not all crime is necessarily physical or violent.

While crime and what constitutes a crime, is defined in the South African common and statutory law, violence is defined in broader developmental terms as 'the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community that either results in or has a high likelihood of resulting in injury, death, psychological harm, mal-development, or deprivation'.[108]

Crime Prevention and Violence Prevention

The concept of 'prevention' derives from the notion that crime and victimisation are driven by many causal and/or underlying factors that are the result of a wide range of circumstances and factors that influence individuals, families local environments and the situations and opportunities that facilitate victimisation and perpetration of crime.[109]

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

The WHO defines violence prevention to include: strategies addressing underlying causes, individual enrichment programmes during childhood, training for parents on child development, strategies within the community such as increasing the availability of childcare facilities and strategies addressing societal factors such as the availability of alcohol.[110]

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Violence Against Women (VAW)

VAW is defined by the United Nations (UN) as: 'any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life'.[111]

Vulnerable Groups

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

There is no closed list of vulnerable groups.

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

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

The NDP makes explicit reference to, and underscores the need to address, the safety of both women and children in South Africa. Women in South Africa suffer some of the highest rates of violence in

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the world; the UN in 2011 reported that a woman is killed every six hours by an intimate partner.[112]

Because of the nature of sexual and GBV, and violence against children, these acts are often hidden and go unreported. The hidden nature of these acts of violence also often preclude victims from accessing adequate, or any, health or criminal justice services. At the same time, such experiences can further marginalise victims, and exponentially increase related negative health and educational outcomes, both for the individuals, and their families.[113]

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

Children and adults with disabilities face a double burden and are at much higher risk of violence than their non-disabled peers. Research indicates that children with disabilities are two to five times more likely to be abused than their non-disabled peers; and studies show that their vulnerability to sexual assault is higher when living in institutions.[114] Children with mental or intellectual impairments appear to be among the most vulnerable, with 4.6 times the risk of sexual violence, than their non-disabled peers. In respect of adults, overall, persons living with disabilities are 1.5 times more likely to be a victim of violence, while those with mental health, conditions are at nearly four times the risk of experiencing violence. [115]

Older persons are particularly vulnerable to a number of crimes, due to age, infirmity, personal, and socio economic circumstances, including the intentional or reckless infliction of pain or injury; the use of violence or force for participation in sexual conduct or conduct contrary to their

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wishes; the intentional imposition of unreasonable confinement; or the intentional or deliberate deprivation of food, shelter, or health care; and theft and extortion.

LGBTI people are particularly prone to discrimination, persecution and violence. Safety strategies need to acknowledge and address societal attitudes and recognise that different factors impact on LGBTI person's vulnerability based on individual context and circumstance. For many, violence begins at home, in schools, the workplace and in the streets.

Foreign nationals are a highly vulnerable group, and vigilante and xenophobic violence has been prevalent in South Africa for decades. The largest scale of xenophobic attacks took place in 2008 where 62 people were killed, 670 wounded and more than 100 000 people displaced.[116] Researchers conclude that much of this violence stems from economic and social challenges within South Africa.[117] Due to lacking local support structures and family protection, migrant and refugee women and children are disproportionately exposed to violence.[118] The UN Committee on the Elimination of Discrimination against women (42 Session) correspondingly recognises the vulnerability faced by such migrant and refugee women, stating that: 'migration is not a gender-neutral phenomenon', with women being more susceptible to human rights violations than men.[119]

The United Nations High Commission on Refugees (UNHCR) highlights key challenges and vulnerabilities facing refugees in South Africa: high incidents of crime in the informal settlements where most reside; high rates of domestic violence among refugee communities; unreported cases of sexual assault when entering the country via unofficial border points and restoring to survival sex.[120]

The Constitution of the Republic of South Africa and subordinate legislation, specifically the Promotion of Equality and Prevention of Unfair Discrimination Act (52 of 2002), prohibits unjust discrimination

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and hate speech.   Interventions that build a culture of tolerance and human rights and address discrimination are a responsibility of all state departments and are key to addressing discrimination experienced including marginalised groups such as the LGBTI community, sex workers and foreign nationals.

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ANNEXURES

A – Crime and Violence Prevention Approaches

B – Demographic Statistics on South Africa

C – Crime Trends and Analysis of Risk Groups and Factors in South Africa

D – Legislative and Policy Framework Impacting on the White Paper on Safety and   Security

E – Legal Framework for the Role of National, Provincial and Local Government

RESEARCH DOCUMENTS

DPME Landscape

Department of Planning, Monitoring and Evaluation (DPME) Roles and Responsibilities

Provincial Government Landscape

Provisional Government Roles and Responsibilities

Local Government Landscape

Local Government Roles and Responsibilities

National Government Audits

Department of Arts and Culture (DAC) Roles and Functions of National Government

Department of Basic Education (DBE) Roles and Functions of National Government

Department of Cooperative Governance and Traditional Affairs (COGTA) Roles and Functions of National Government

Department of Correctional Services Roles and Functions of National Government

Department of Economic Development Roles and Functions of National Government

Department of Home Affairs (DHA) Roles and Functions of National Government

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Department of Human Settlement (DHS) Roles and Functions of National Government

Department of Health (DOH) Roles and Functions of National Government

Department of Justice and Constitutional Development (DJCOD) Roles and Functions of National Government

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Department of Public Works (DPW) Roles and Functions of National Government

Department of Rural Development and Land Reform (DRD) Roles and Functions of National Government

Department of Social Development (DSD) Roles and Functions of National Government

Department of Sports and Recreation (SRSA) Roles and Functions of National Government

Department of Trade and Industry (DTI) Roles and Functions of National Government

National Prosecuting Authority (NPA) Roles and Functions of National Government

South African Police Service (SAPS) Roles and Functions of National Government

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[101] COGTA 'Draft IUDF' (2015) 37 Available at: *http://www.cogta.gov.za/index.php/iudf/1212-integrated-urban-development-framework-iudf-2014-15?path*= (Accessed: 28 September 2015).

[102] Role of local government and local communities in crime prevention is crucial. Local Government is well placed to understand needs and communities concerns but must work in partnership with local communities, civil society organisations (UNDOC 'Handbook on the crime prevention guidelines: Making them work' (2010) *International Centre for the Prevention of Crime* 21 Available at: *https://www.unodc.org/pdf/criminal_justice/Handbook_on_Crime_Prevention_Guidelines_-_Making_them_work.pdf* (Accessed: 28 September 2015)).

[103] Including Intergovernmental Relations Framework Act 2005; Local Government Municipal Systems Act 2000; Local Government Municipal Structures Act 1998.

[104] A central facility to drive the strategy must be established to ameliorate many of the challenges experienced by the NCPS, as initially advocated in the 1998 White Paper on Safety and Security and supported by international best practice. (A 2008 review of national crime prevention centres by Louw reveals among others that a successful centre must comprise a coalition of relevant actors from among others police, justice, education, social services, local government, CSOs and community, display strong leadership, have the support of national and provincial government and be underpinned with a good communication strategy and a well researched plan of action that is regularly monitored and evaluated. see Antoinette Louw, 2008 developed form the *Crime Prevention Digest II: Comparative analysis of successful community safety*, International Centre for the Prevention of Crime, Montreal, 1999)

[105] UN Guidelines for Prevention of Crime empahisise the responsiblity of govenrment to create and maintain institutions including permanent structures and programmes which are adequatelly funded and resourced. (UNDOC 'Handbook on the crime prevention guidelines: Making them work' (2010) *International Centre for the Prevention of Crime* 29 Available at: *https://www.unodc.org/pdf/criminal_justice/Handbook_on_Crime_Prevention_Guidelines_-_Making_them_work.pdf* (Accessed: 28 September 2015)).

[106] The 2014 -19 Medium Term Strategic Framework provides financial resourcing for the NDP. The MTSF is structured against 14 priorities being quality basic education, improving health outcomes, reducing crime, creating employment, developing skills, and infrastructure sustainable human settlements and effective services. Each of these priority areas has an intrinsic safety utility.   The aim of the MTSF is to ensure co-ordination across government plans as well as alignment with budgeting.

[107] United Nations General Assembly Resolution 60/1 paragraph 143 Available at: *http://www.un.org/womenwatch/ods/A-RES-60-1-E.pdf* (Accessed: 28 September 2015).

[108] Etienne Krug 'World Report on Violence and Health' (2002) *World Health Organisation* 5 Available at: *http://www.who.int/violence_injury_prevention/violence/world_report/en/introduction.pdf* (Accessed: 13 October 2015).

[109] UNDOC 'Handbook on the crime prevention guidelines: Making them work' (2010) *International Centre for the Prevention of Crime* 9 Available at: *https://www.unodc.org/pdf/criminal_justice/Handbook_on_Crime_Prevention_Guidelines_-_Making_them_work.pdf* (Accessed: 28 September 2015).

[110] World Health Organisation '10 Facts about Violence Prevention' (2014) Available at: *http://www.who.int/features/factfiles/violence/en/* (Accessed: 15 September 2015).

[111] UN General Assembly 'Declaration on the Elimination of Violence Against Women' (1993) 1 Available at: *http://www.un.org/documents/ga/res/48/a48r104.htm* (Accessed: 16 September 2015).

[112] UNiTE 'Violence Against Women' (2011) *United Nations Secretart-General's Campaign to end violence against women* Available at*: http://www.un.org/en/women/endviolence/pdf/pressmaterials/unite_the_situation_en.pdf* (Accessed: 15 September 2015).

[113] See for example: WHO 'Preventing intimate partner and sexual violence against women' (2010) Available at: *http://www.who.int/violence_injury_prevention/publications/violence/9789241564007_eng.pdf* (Accessed: 28 September 2015).

[114] Department of Social Development/Department of Women, Children and People with Disabilities/UNICEF 'Children with Disabilities in South Africa: A Situational Analysis: 2001-2011' (2012) Available at: *http://www.unicef.org/southafrica/SAF_resources_sitandisabilityes.pdf* (Accessed: 15 September 2015).

[115] Karen Hughes, Mark Bellis, Lisa Jones et al 'Prevalence and risk of violence against adults with disabilities: a systematic review and meta-analysis of observational studies' (2012) *WHO* Available at: *http://www.who.int/disabilities/publications/violence_children_lancet.pdf* (Accessed: 15 September 2015).

[116] Legal Resources Center submission on White Paper on Safety and Security (April 2015) citing Igglesdon (2008).

[117] David Everatt 'Xenophobia, State and Society in South Africa, 2008–2010' (2011) *Politikon* Available at: *http://www.tandfonline.com/doi/abs/10.1080/02589346.2011.548662#.VffopLR9m-8* (Accessed: 15 September 2015).

[118] UNDOC 'Handbook on the crime prevention guidelines: Making them work' (2010) *International Centre for the Prevention of Crime* 25 citing General Recommendation No. 26 Committee on the Elimiatnioa of Discrimination against Women 42 Session, 2008 and Department of Social Development 'South African Integrated Programme of Action Addressing Violence Against Women and Children (2014-2018)' (2014) 14 Available at: *https://www.unodc.org/pdf/criminal_justice/Handbook_on_Crime_Prevention_Guidelines_-_Making_them_work.pdf* (Accessed: 28 September 2015).

[119] UN Committee on the Elimiation of Discrimination against Women 'General Recommendation no. 26: On Women Migrant Workers' (2008) 4 Available at: *https://www1.umn.edu/humanrts/gencomm/onwomen.htm* (Accessed: 29 September 2015).

[120] UNHCR 'South Africa Global Appeal' (2015) Available at: *http://www.unhcr.org/5461e604b.html* (Accessed: 15 September 2015).