



police

Department:
Police
REPUBLIC OF SOUTH AFRICA



AFRICAN POLICING CIVILIAN OVERSIGHT FORUM

CIVILIAN SECRETARIAT FOR POLICE

Re Organising the Secretariat of Police: Consultations with Civil Society

**A composite report of a series of workshops conducted on 15 and
15 January and 7 - 9 February 2010.**

Re Organising the Secretariat of Police: Consultations with Civil Society January and February 2010

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1. This Report

This report is the composite of three workshops facilitated by the African Policing Civilian Oversight Forum (APCOF) held to discuss the re organisation of the Secretariat and certain aspects of its work. These were held over the period 15 and 15 January and 7 - 9 February 2010. It provides a summary of the inputs made and the discussions among participants at these events.

2. Introduction

Jenni Irish Qhobosheane, the Secretary of Police and Sean Tait, Coordinator of the African Policing Civilian Oversight Forum (APCOF) introduced a series of three workshops on re organising the Secretariat of Police. The workshops were aimed at civil society and like workshops were being planned with other stakeholders such as the Provincial Departments of Community Safety. The workshops were not a consultation on the proposed legislation (which still needed to be tabled before Parliament) but rather an opportunity to engage stakeholders working on issues of police oversight and interested in building the future role and function of the Secretariat. While not a decision making forum, the inputs and observations of participants given their long history in the sector would be invaluable in helping prepare the bill.

This first workshop focussed on the policy and legislation for the Secretariat followed by individual workshop on each of the directorates being Policy and Research, Partnership and Community Mobilisation and Monitoring.

3. Reorganisation of the Secretariat

3.1. Introduction

Secretariat of Police is being upgraded to support the development, monitoring and implementation of police and policing related policy. As such the Secretariat of Police is being redefined in line with the 1999 White Paper on Safety and Security and is being capacitated and empowered to perform the following functions:

- To provide the Minister with high level policy advice
- To monitor and audit the police
- To provide support services to the Minister
- To mobilise role-player, stakeholders and partners outside the Department.

Taking forward this vision will require that

- Policy is developed to refocus the work of the Secretariat.
- Legislation is promulgated for the Secretariat.
- The Provincial Departments are aligned with the Secretariat.

3.2. The need to reorganise the Secretariat

A strong motivation in the current reform process was to relocate policy and law reform back into Secretariat as a key civilian support for the Minister. This was based on the fact that the institutional reforms and the delineation of roles and functions outlined in the 1998 White Paper on Safety and Security, which would have entrenched a model of a strong civilian secretariat, were not fully implemented. Instead since 1998 (when the White Paper was first accepted) there has been a witting away of the role of both the Minister and the Secretariat in favour of the police. The Minister's role in determining policy and priorities as well the oversight and monitoring of policies and priorities prior April 2009 was to a large extent usurped by the police to the extent that the current situation is now more reflective of the pre 1994 period where policing in South Africa was characterised by weak accountability and a lack of civilian and Ministerial input into policy.

3.3. Challenges

The reorganisation process was grappling with significant challenges. Internally these included

- Lack of strategic direction and planning
- Historical lack of performance and inability to meet their mandate
- Lack of capacity
- Lack of leadership and absence of management controls
- Lack of quality assurance
- Need to define and clarify relations between the SAPS and the Secretariat

External challenges and particularly those with regard to SAPS included

- Lack of seriousness with which Secretariat was taken
- The need to recapture the role of civilian oversight
- Addressing issues of having SAPS as Cost Centre for the Secretariat
- Reliance on good will for access to information
- Reluctance by SAPS to change status quo

The re organising of the secretariat also needed to be viewed against the challenges facing the policing generally in South Africa. These included

- The adequacy of policing responses to crime and the state of policing
- The notion of a developmental state characterized by
 - Competing priorities and
 - the need to address socio economic causes of crime
- Managing expectations and the need to demonstrate immediate results
- Challenges in coordinating information and approaches among criminal justice agencies the public and others
- Lack of transformation and accountability , corruption, division and conflict in the police

3.4. Principles of Reform

In reforming the Secretariat a key principles would be that the Minister is responsible for the development, monitoring and implementation of policy and is accountable for all three of these dimensions.

The Secretariat of Police needs to be capacitated and empowered to perform the Ministry to perform this role and has the following functions;

- To provide the Minister with high level policy advice
- To monitor and audit the police
- To provide support services to the Minister
- To mobilise role-player, stakeholders and partners outside the Department.

The SAPS should focus on their core business which is to prevent, combat and investigate crime, maintain public order and manage all operational functions of the service.

3.5. Vision for the Secretariat

A vision for the secretariat could be articulated as

- Activist and interventionist in its approach
- Play a more heightened strategic policy role in support of the Minister
- Have a global view of policing practice
- Develop institutional memory
- Ensure inclusivity – provinces and key civil society stakeholders
- Have a developmental approach
- Ensure alignment of operations to policy
- Facilitate relationships between the Department and the community
- Ensure implementation of policy that regulates the private security industry
- Implement effective oversight over police and other policing agencies
- Ensure transformation of Police

3.6. Role of the Minister

The role of the minister to

- To account to the President, Cabinet and Parliament for the management and delivery of peace and security.
- To promote the national policing policy which directs the SAPS and to be accountable for the implementation of this policy.
- To provide direction for the implementation of priorities and targets.

- To appropriate from Parliament the single budget vote for the Department and to direct the use of the budget.

The Minister of Police is responsible for the development, monitoring and implementation of policy and is accountable for all three of these dimensions. Therefore the role of the Minister (supported by the Secretariat) is as both setting policy objectives and to measuring the effectiveness and efficiency of the South African Police Service (SAPS) in meeting targets. Each of these areas would be elaborated on in the functions to be outline in the legislation and the internal organisation of the Secretariat.

3.7 Role of the Secretariat

The role of the new secretariat was envisaged as providing policy, and strategy input to the Minister and providing ministerial support, auditing, monitoring and promoting accountability in the police, developing legislation and providing communication services

Specifically the functions of the secretariat and which were being considered for the legislation were

- Advising the Minister in the exercise of powers and performance
- Perform functions the Minister considers necessary to ensure civilian oversight
- Provide Minister with legal and policy advice
- Initiate legislation into policing and security matters (Legislation to be policy driven)
- Communication and support
- Research into policing matters
- Monitor implementation of policy and government programs
- Monitor and evaluate SAPS with specific reference to operations, key areas and ICD recommendations
- Monitor the SAPS Budget and Strategic Plan
- Ministerial Support in relation to international obligations
- Perform any other functions that may be allocated by the Minister

3.8. Re organisation

The Secretariat was being re organized in accordance with the White Paper and this would then be encapsulated and presented as legislation for the Secretariat. The legislation would address:

- Empowering the Secretariat to perform the functions defined
- Aligning the role of the Provincial Departments of Safety with that of the National Secretariat
- Defining the roles of the Secretariat and the ICD, which would also get its own legislation

One of the first actions was to upgrade leadership positions within the Secretariat and establish three dedicated units under the Secretary of Police

- A Policy and Research Unit
- A Partnership Unit
- A Monitoring and Evaluation unit

A leadership team was appointed to head up the directorates and included a

- Secretary of Police
- Chief Director: Partnerships
- Chief Director: Policy and Research
- Chief Director: Monitoring and Evaluation

3.9. Cooperation between Civil Society and the Secretariat

One of the ways to build co operation between the civil society and the Secretariat was through a system of institutionalised co operation and consultation. This would take the form of a reference group. The objective of the reference group would be to;

- To advise on relevant theoretical and methodological frameworks and support to the Secretariat with regard to crime prevention and effective policing strategies.
- To help the Secretariat keep abreast of international and local policing developments, best practices and innovations.
- To advise on the design of effective policy strategies, monitoring and evaluation instruments, policing models.
- To help identify relevant partnerships for the Secretariat and Police.
- To advise on planning and capacity building processes inside the policing institutions.
- To advise on latest relevant research reports, and data analysis methodologies and research models.

The reference groups for each Directorate would meet quarterly. Expertise would be selected from different fields as required but will be kept small of not be more than ten per component. Each group may call together smaller groups on specified areas and may be called on to input into various aspects of the Secretariat business including advising on police practice and on the police's international obligations etc.

4. THE POLICY AND RESEARCH DIRECTORATE

4.1. Role and Principles

Mr Irvin Kinnes, Chief Director Policy and Research, Secretariat of Police said that the vision of the Directorate was quality timeous evidence based strategic research and policy advice. He outlined the role of the Policy and Research Directorate. This was to;

- Provide policy advice to the Minister through the Secretary.
- Make available recent, relevant and evidence-based research to the clients.
- Create a resource centre as an information hub and information dissemination source.
- Have a proactive approach that will allow the component to make available data, information practices, etc. through research.
- Work with M&E, Partnerships and the Secretary to monitor the implementation of policies, practices and procedures.

The principles he sought to established for the unit were

- Inclusivity of process and approach.
- Proactive planning processes.
- Sufficient consultation with key stakeholders.
- To be informed by evidence based research processes.
- To meet the objectives and vision of Secretariat and Minister.
- To develop cross cutting planning approaches to the work in the monitoring and evaluations and partnerships directorates.
- To make a clear distinction between advice and policy development.
- To monitor the implementation of policy by SAPS.

4.2. Priorities

The immediate research priorities of the Directorate were

- Metro Police merger with SAPS (one agency).
- SARPCCO/SADC Ministerial Support.
- Firearms Amnesty and SAP 13 stores.
- 2010 – Security role of SAPS.
- Section 49.
- Vigorous approach of police ('militarisation').
- The Management and quality control of Crime Statistics.
- Secretariat Budget.
- Parliamentary Legislative Program (legislation for the Private Security Industry, the Independent Complaints Directorate and the Secretariat).
- Partnerships.
- Reservists and Integration into SAPS.

- Sector Policing and Community Safety Forums.

More medium term priorities included

- State of Policing Report.
- Review of the SAPS Act in 2011.
- International deployments and missions.
- Private Security Industry.

4.3. Action Plan

The action plan of the directorate for the year 2010 – 2011

Objectives	Activities	Targets/Beneficiaries	Means of verification
To provide quality, timeous, evidence based strategic research and policy advice	<ul style="list-style-type: none"> • Fully developed research programme on major policing issues • State of Policing Report • Metro Police • Psira • Community Safety Forums • Review of Police Act • Deployment and Resource allocation • Sector Policing Review • Conduct a victim survey 	<ul style="list-style-type: none"> • SAPS • Minister • Public 	Quality reports submitted to the Minister on each of these areas
Develop the Policy and Research Component as an information hub of best practices and policy	<ul style="list-style-type: none"> • Establish a decentralised Policy and Research Office • Establish resource centre and build link with Secretariat, Police and Parliament Provinces 	<ul style="list-style-type: none"> • Secretariat • Ministry • Parliament 	Reports to Secretary and where appropriate, parliament
To develop strategic partnerships with parliament, civil society and the police	<ul style="list-style-type: none"> • Establish reference group • Workshop and reports to Minister and parliament on trends and policy 	<ul style="list-style-type: none"> • Civil Society • Minister • Parliament • SAPS 	Regular and accurate minutes and reports of meetings to the Minister
To strategically access and analyse raw research SAPS data	<ul style="list-style-type: none"> • Develop and access SAPS and other relevant databases 	<ul style="list-style-type: none"> • Secretariat • Minister 	Regular data transfer sessions with SAPS and regular reports on specific research areas

To work in partnership with SAPS and other research organisations	<ul style="list-style-type: none"> Strategically develop joint research projects as designated by Secretary 	<ul style="list-style-type: none"> Secretariat Minister 	Quarterly Research output reports
To collect relevant research material on police practice and methodologies locally and internationally	<ul style="list-style-type: none"> Planning workshop on research methods, sources, databases 	<ul style="list-style-type: none"> Secretariat Minister 	Policing Database and general folder up and running

5. THE MONITORING AND EVALUATION DIRECTORATE

5.1. Vision and Mission

Ms Nomvula Nzimande Chief Director Monitoring and Evaluation, Secretariat of Police outlined the plan of action for the Directorate for the year ahead. The vision for the new Directorate was set out as

A transformed and accountable Police Service that reflects the values of our developmental State

The mission of the Directorate

To provide efficient and effective civilian oversight over the SAPS & enhance the role of the Minister of Police.

5.2. Focus Areas

The overall goal of the monitoring and evaluation agenda of the Directorate is to improve governance, accountability and service delivery in the SAPS.

Focus areas included

- Implementation of policy and independent quality assessment
- Identification of problem areas
- Review of police practice
- Improved service delivery
- Alignment of monitoring initiatives
- Enhancing police effectiveness
- Transformation of SAPS

- Development of best practice models
- Improved accountability

Key areas such as the SAPS Performance Chart, Strategic Plan and resource allocation would be monitored against the broad developmental, transformation trajectory. The Directorate would seek to influence the review of SAPS performance indicators to be consistent with the National Plan and Monitoring and Evaluation Unit in the Presidency. The monitoring of the implementation of Independent Complaints Directorate (ICD) recommendations was also an important priority.

The prioritised objectives of the Directorate for the year ahead were

- To develop a focused Monitoring and Evaluation Annual Strategic Plan and Operational Plan
- To establish and convene an inclusive Monitoring and Evaluation Forum with provincial Secretariats and civil society. The Forum would have a focused agenda, with agreed targets incorporated in the Annual Performance Plans (APPs).
- To develop the capacity of the Unit, including human capital and leveraging existing resources.
- To develop an aligned, systematic and streamlined Monitoring and Evaluation Tool.
- To monitor service delivery at local station level in 3 Provinces, including the Firearms Amnesty.

5.3 Action Plan

The action plan of the directorate for the year 2010 – 2011

Objectives	High Level Activities	Targets/Beneficiaries	Means of Verification
To provide a professional civilian oversight capacity through active monitoring evaluations of SAPS systems, process and approaches	<ul style="list-style-type: none"> • Align M& E indicators • Develop and roll out M&E system and tool which includes permissible use of Parliamentary tool • Integration , alignment of tools in Provinces • To explore and implement good practice in conducting robust and effective oversight and to monitor SAPS against their Performance Chart (Resource allocation, deployment patterns , detectives etc) ; and • Monitoring and reporting SAPS implementation of ICD recommendations 	<ul style="list-style-type: none"> • Secretariat, SAPS • Provinces and Parliament 	<ul style="list-style-type: none"> • Aligned M&E Tool with Indicators • Monitoring reports submitted to Minister • Consolidated reports to Parliament • Report to Minister and Parliament on ICD recommendations

	<ul style="list-style-type: none"> • Monitor and evaluate the manner in which SAPS deal with citizen complaints • To monitor implementation of the firearms amnesty and to draw best practices on amnesty process • Establish monitoring and evaluation reference group • To finalise the database system for monitoring and evaluation that will enable improved M&E • To undertake M&E special projects referred by the Minister 	<ul style="list-style-type: none"> • Secretariat • Minister • ICD • National & Provincial Amnesty Task Teams • Provincial structures (Secretariats) and civil society 	<p>Quarterly Performance Reports</p> <p>Monthly Amnesty Progress Reports to the Minister</p> <p>M&E Forum convened and Quarterly Reports</p> <p>M&E Database system</p>
<p>To monitor and evaluate the transformation of SAPS with respect to the management and deployment of human and material resources</p>	<ul style="list-style-type: none"> • Develop databases on SAPS systems, crime stats and police stations management practices • To monitor service delivery at local station level in 3 Provinces 	<ul style="list-style-type: none"> • Secretariat. • Minister • Citizens 	<p>Comprehensive Database on SAPS systems</p> <p>Report on police stations in 3 provinces</p>
<p>To monitor SAPs performance on priorities, targets and performance measures agreed to at the Cabinet Lekgotla</p>	<ul style="list-style-type: none"> • Analysis of crime data and SAPS processes agreed to in the Cabinet Lekgotla • Prepare quarterly reports to the Minister 	<ul style="list-style-type: none"> • Minister of Police 	<p>Regular Performance Reports to Minister</p>

6. THE PARTNERSHIP DIRECTORATE FOR 2010

6.1. Vision and Mission

Mr Dumisweni Zimu , Chief Director Partnership Secretariat of Police outlined the plan of action for the Directorate for the year ahead. The vision for the new Directorate was set out as

All stakeholders engaged in an informed participatory effort towards the realization of safety and security

The mission of the Directorate

Strengthen and facilitate social dialogue, co-ordination and participation in crime prevention

6.2. Objectives

The broad objectives of the Directorate were to

- Enhance intergovernmental co-operation on safety
- Enhance the quality and accessibility of safety programmes through improved participation
- Deepen national dialogue on safety and crime prevention
- Package partnership models with NGOs, CBOs, etc
- Where appropriate, formalise relationships between govt. and stakeholders
- Tap into diverse skills to enhance capacity
- Ensure coordinated effort in tackling challenges and blockages

Prioritised objectives were identified as

- Develop annual strategic plan
- Develop a data base of stakeholders
- Establish and sustain civil society partnerships
- Establish and sustain public private partnerships
- Co-ordinate, initiate and sustain intergovernmental
- Establish and empower community outreach programmes
- Develop guidelines to inform empowerment initiatives

6.3. Action Plan

The action plan of the directorate for the year 2010 - 2011

Objectives	High Level Activities	Targets/Beneficiaries	Means of Verification
To create opportunities for partnerships in crime prevention initiatives	<ul style="list-style-type: none"> Reference group established to harness expertise Identify and engage with civil, private and public sector stakeholders Identify, implement and sustain community outreach programmes 	<ul style="list-style-type: none"> Secretariat Ministry Community 	<ul style="list-style-type: none"> Established reference group Reports on projects undertaken
The engagement with and packaging of community partnership initiatives	<ul style="list-style-type: none"> Engagements with CPF's, Street committees Engagement with Provinces around street committees Engagement with stakeholders around voluntarism initiatives Public Participation Programme 	<ul style="list-style-type: none"> Ministry SAPS Community Stakeholders 	<ul style="list-style-type: none"> Trained CPFs and volunteers Reports on Provincial engagements on CPFs, Street Committees Satisfied community on complaints raised at Public Participation meetings
To enhance strategic partnerships, where appropriate, formalise partnerships	<ul style="list-style-type: none"> Finalisation and implementation of MOU with business community Piloting of small business initiatives Engaging with the Labour movement around policing issues Engagement with Action for a Safer South Africa 	<ul style="list-style-type: none"> Stakeholders ministry and secretariat 	<ul style="list-style-type: none"> Signed MOU Reports on: Pilot studies undertaken Engagements with CIT and Action for a Safer South Africa

<p>To pilot Community Safety Forums (CSFs) in ten areas</p>	<ul style="list-style-type: none"> • Identify and initiate projects in ten areas • Intergovernmental engagement on community safety forums in identified areas • Work with Provinces to implement pilots • Attend and participate in Public Participation Programmes 	<ul style="list-style-type: none"> • Stakeholders • Ministry • Local police stations • Secretariat • Provincial Structures 	<ul style="list-style-type: none"> • Reports on piloted CSFs
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7. Discussions

7.1 Structure of the Secretariat

There needs to be legal certainty on relationship between the National Secretariat and the Provincial Secretariats. It should not be done through MOUs. Legislation needed to be aligned and needed to reflect the vision of the new Secretariat.

There was however a need to foster a co-operative relationships. This could be facilitated through the MINMEC and HOD Forum meetings and ensure that political as well as administrative direction is given. The Secretariat could provide technical support to the MinMec and strategic support to provinces. Provincial Secretariats could be encouraged to feed reports to National Secretariat. The National Secretariat could expand its influence by being a repository of knowledge and best practice and support the capacity of provincial secretariat in carrying out their mandate.

The alignment at provincial level should also consider the relationship between the Provincial SAPS and the provinces in terms of inter alia setting provincial policing priorities.

At national level a future dispensation for the National Secretariat could include to be a designated department, independent from SAPS and report to Parliament directly.

7.2 A vision of policing in South Africa

The group discussed the importance of establishing a vision of desired policing in South Africa to guide and inform the work of the Secretariat but particularly the monitoring and evaluation directorate. The Secretariat could assist the development of this vision by building clarity on a policy model for police and protocols for strategy development in the police. This could be supported with research and input on SAPS plans and programmes; how these could be integrated with the justice cluster and; how they could linked to structures at national, provincial, station and cluster levels

including specialised units, serious violent crime units, the Inspectorate, and FCS units. Any monitoring and evaluation undertaken by the Secretariat needed to be fed back into the community and the Secretariat could also solicit views from the public on what they viewed as a transformed police. Police planning was currently out of touch with the communities and clients being served and this connection and trust needed to be re established.

A transformed police should include being

- Accountable for what they do to the organisation communities and the state
- Guided by an adherence and compliance to human rights
- Responsive to community needs rather than government planning
- Demonstrate equity of resources
- Reduce the dark (underreported) figures of crime

7.3. The role of the Secretariat as a research repository

Participants were positive about the approach taken by the Secretariat to work with the research community. There was much research on policing and this could be brought together in a central repository to maximise access and utility. The Secretariat could play an important role in this regard. However a research network shouldn't be controlling but rather aid further research and analysis Relations between the research community and the Secretariat needed to be formalised, reciprocal and non exploitative. Terms of reference should include the issue of independence. They also needed to be sustained.

The National Secretariat needs to develop capacity for advice that is evidence-based and recognized as a centre of excellence. In addition it requires independent research capability for confidential issues but also needs partnerships with role-players. To build this a database of research organizations and institutions was an important first step.

A focus area should be crime statistics. The removal of the crime stats from SAPS where they were used as perverse indicators of performance and their location with Stats SA and other agencies should be considered

Linkages between policy, legislation and crime combating strategies needed to be considered in far more detail. Victim surveys should be done regularly and the state should take on this responsibility and not leave it only to private and organizations.

Priority legislation and policy for the year should be indentified and should guide the work of the policy and Research Directorate.

Secretariat could facilitate action on research outputs. Research could raise the standard of monitoring and evaluation of the SAPS. Technology should be used to enable research work.

Participants noted that it was important not to replicate research but to use current research, identify what was most appropriate, revisit this, test assumptions and rework if necessary. Current research included

- Station exit interviews.
- CJS review (2008).
- Police we want (2006).
- Tswaranang - Rape Attrition Study and compliance with act.
- Policing migrants (Forced Migration Studies).
- Policing of Sex workers (ISS/SWEAT).
- Gauteng policing needs and priorities.
- Victim Surveys.
- Crime Statistics.

Research need to be mindful of the constituencies affected and impacted upon. These included the police themselves, the public, civil society and other government departments in the justice and social clusters.

7.4. State of Policing Report

Methodology of the proposed state of policing report was important. The Secretariat should where possible seek to facilitate greater public conversations on the role and function of police and the police wanted in South Africa. Also it was important to use police officers in research. Questions of the lived experience of police would generate useful information along with public perception of the police, their understanding of the role of police and an assessment of the legitimacy of police.

In planning the report consideration should be given to who the audience were. The report should start with a literature review. It could also review and contextualise annual reports and identify look at trends.

Issues the report could cover included; police management and the failures discipline and of transformation; the shift to a force and its implications; the role of the police in crime prevention; the status of police oversight and corruption in the SAPS.

Some participants viewed the planning process of SAPS is archaic and mechanistic and input into how this could be improved and modernized would be useful. The restructuring of the specialized units and the utility of specialization was a necessary area of research.

Additional questions could address

- What is the role of the police in people's everyday life?
- What is the police mandate ?
- What is the police structure, how does it operate in a developmental state?
- What is the police culture?
- What methods do police use to achieve their objectives and is it effective?
- How are relationships with and between management, leadership, unions and members structured?
- How effective is the SAPS disciplinary process and what alternatives could be considered.
- Is the SAPS technologically ready and how effective is training.

- What are the trends in policing internationally?

7.5. Research Topics

The groups identified the following possible research areas and topics. Priorities identified were not necessarily priorities but useful opportunities.

Prevention

- Research strategies to reduce violent crime.
- Evaluation of policies and untested assumptions to reduce violent crimes.
- Identify where violence located is.
- Defining the future of the National Crime Prevention Strategy.
- Strategies to building better relationships with other departments.
- Social inequality as a structural factor contributing to crime.

Vision of Policing

- What is meant by a transformed police?
- Specialist units as an effective tool of the SAPS.
- What is meant by a networked approach to policing?

Monitoring and Evaluation

- Prioritise the research agenda of the Monitoring and Evaluation Directorate.
- Undertake the research and analysis on crime statistics.
- The effectiveness of career pathing of police.
- Leadership and management in/of SAPS issue.
- Fairness, transparency, recruitment and promotions.
- Policing the underclass.
- What are the gaps i.e. anti rape strategy.

Other

- Use of technology.
- Role of unions.
- Custody management.
- Interrogation Techniques.
- State and non state policing.
- Police and community safety have transformed and what are the motivations and drivers.
- Impact of privatisation on policing.
- The impact of current events on police including exposure to high crime and violence on policing.
- Impact of service delivery protests on police and public.
- Role of the Secretariat in a militarised police.
- Policy and police. How do contradictory statements impact on police?

- What are the public expectations of the police?
- Police expectations of the public.
- Accountability at station level. Monitoring the discharge of weapons and the implementation of standing orders.
- Capacity of detective and forensics.

7.6. Safety Promotion and Crime Prevention

Safety Promotion and Crime Prevention should be maintained as a focus of the Secretariat. Participants noted a whole of government approach was required. They mentioned the understaffing and capacity constraints in government as a contributing factor to e.g. poor service delivery and how this exacerbated crime and impacted on policing required further research.

South Africa also required more information and knowledge on what works. International practice and examples could be explored for adaption to South African needs.

Research into how to minimize the polarizing effects of the politicization of crime was needed.

7.7. Creating Opportunities for Crime Prevention Initiatives

The Partnership Directorate had an important role to play in facilitating discussion on crime prevention practice in South Africa. This could be promoted by hosting an annual discussion on crime prevention.

It was important for the Directorate to promote good principles and models of partnerships. Determining these principles and models could be undertaken through conducting an analysis of current partnerships and a review of what has been the policy approach in the past. It was important not to re-invent the wheel, but look at what exists such as the experiences of sector policing and police private partnerships. This study could be supplemented with research on local South African crime prevention and safety practice. A research paper could serve as the basis for taking forward the discussion and possible policy and serve as the basis for the conference mooted above.

Partnerships that would promote conflict resolution practice and skills and early warning on social conflict should also be considered.

The Partnership Directorate should establish a data base of crime prevention initiatives in South Africa. The SAPS Social Crime Prevention projects, Victim Empowerment Network, Volunteer Child Network, Reintegration Practitioners and crime prevention projects promoted through the Provincial secretariats could be a starting point. The notion of the National Crime Prevention Centre could be resurrected.

It was important to ensure police are aware of crime prevention initiatives in their areas, and were conceptually clear on what these project sought to achieve and how they as police could co operate with these initiatives. The SAPS could be provided with guidelines or a help desk on promoting crime

prevention, the partners they should consider involving and how to support evidenced based initiatives.

The Directorate should look to mainstream and institutionalize the lessons learnt from partnerships, including programming and budgeting across Government Departments and beyond the SAPS.

The Directorate should have a monitoring role overseeing whether partnerships and interventions established met minimum standards. A code of conduct could be considered and the use of the reference groups could assist this process.

7.8. Partnerships

The idea of minimum standards to guide partnerships with the state be it CPFs, Neighborhood Watches or Street Committees was considered.

The Partnership Directorate must serve as repository of information to share information and best practices.

Key partnership with the Provincial Secretariats would be need in the piloting of community safety forums

7.9. A framework for partnership initiatives

The co existence of many initiatives such as Community Police Forums, Sector Forums, Neighbourhood Watches, Street Committees, Villages Forums, and Safety Forums etc increased the complexity of developing policy, training, communication and budget support for these initiatives. The workshops considered how the Directorate could support the development of a holistic framework for partnership initiatives. Ideas included;

- An audit on of partnerships was required.
- The Directorate needed to work with SAPS on partnership management. SAPS do not always manage partnerships appropriately. Policy needs to be developed.
- The question of who should manage CPFs, whether the SAPS or Secretariat needed to be addressed.
- Barriers to volunteerism in South Africa should be researched. Issues could include incentives, liabilities and insurance.
- It may not be possible or desirable to develop a single structure or organogram on community participation in policing and safety issues. Alternatively a code of conduct and minimum requirements could be established to demarcate a framework.

7.10. Enhancing Strategic Partnership

The partnership Directorate needed to establish who it wished to partner with and why. Different partners brought their own agenda which may or may not support the objectives of the Secretariat.

The Secretariat needed to ensure that we are very clear about why they were partnering. The Directorate could compile and maintain a directory of partners.

Types of partnerships and partners to be considered included

- A strategic focus on the enhancement of partnerships in relation to trio crimes
- Strategic partnership with unions
- Religious leaders and Traditional Authorities
- Partnerships with academia
- Media
- Local and International Oversight Institutions
- Local and Provincial and National Government Departments

7.11. Piloting Community Safety Forums

Piloting Community Safety Forums in 10 areas in a year was a complex and challenging task. In developing criteria it was important to take into consideration diverse issues from urban / rural divide the presence of transient populations, etc.

- The role of municipalities and the Integrated Development Programmes needed to be considered.
- The role of the Planning Commission needed to be considered.
- Community Safety Forums required a clear mandate and agreement on who is taking the lead along with appropriate oversight mechanisms. Currently the JCPS Development Committee with Justice in the lead saw themselves as driving the CSF project
- There should be a clear policy direction on the CSF concept and what it sought to achieve. This would assist implementation and the pilot process.
- The model of CSF is to be piloted the criteria for and how would pilot sites be selected needed to be addressed up front.
- The implementation of the pilot needed to be accompanied with a clear media and communication strategy.
- If the provinces were to play a role in the implementation of the pilot, clear terms of reference needed to be established setting out inter alia reporting processes.

The area of the CSF and the boundaries within which it was to be established needed to be addressed up front.

7.12. Media

Engagement with the media was identified. Structured events were identified as important opportunities to present the complexity of policing as well as profile the Secretariat. A conference in a month a two to present key research papers was proposed. Topics could include restructuring, xenophobia, crime intelligence, protest actions, etc.

7.13. Monitoring and Evaluation

The Monitoring and Evaluation Directorate should consider the monitoring operations, performance, service delivery, budgets of police as core routine function. External partners such as the National Inspectorate of SAPS must support the Directorate. Equally important were locally based partners such as the CPFs

Specific monitoring projects on the implementation of policy and strategies by SAPS should be considered. SAPS training must be subject to monitoring and evaluation. Crime prevention strategies and impact should also be monitored. Monitoring should however focus on systemic and policy issues.

It was important to access the information and systems of SAPS

The Secretariat must also seek to influence key competencies such as training to ensure that civilian oversight is in curriculum and members develop an appreciation for the function as a core part of policing.

The group reflected on tools and resources available to the Directorate. These included

- Police data systems
- Statistics
- Victim survey / crime satisfaction survey
- To use existing & develop new tools
- Creating SAPS Resource centre (local/provinces/national)
- Civil partnership
- Analysis of information received
- Parliamentary monitoring tool
- ICD Reports
- Provincial police inspections
- Civil society and academic resources
- Auditor – General Reports

7.14. Priority Areas for Monitoring and Evaluation

The group reflected on the priority areas for the Directorate. The following issues should be considered for inclusion

- Rethinking police targets
- Progress on Implementing sector policing
- Comparative policing models, approaches and methodologies

- Specialization of services
- Resource allocation and leadership, management of performance
- Methods of recording, reporting, investigating and preventing crime
- The SAPS Internal disciplinary process
- SAPS multi stakeholder cooperation
- The role of business and civil society and their interaction with SAPS

The group discussed specific projects the Directorate could consider. In identifying projects the Secretariat needed to be mindful of its possible niche markets and focus on these. While there was an urgency to establish quick wins. This could undermine the time and complexity of thorough evaluations that were necessary. An important first activity would be to establish the depth and breadth of information available from SAPS to the Secretariat and how the Secretariat could engage this. However, the Secretariat could fast track the establishment of a monitoring and evaluation system by utilizing SAPS data.

Possible monitoring projects which could be initiated in the short term included;

- Review existing plans and policies that do not fit in a transformed police
- Link plans to resources
- To find innovative ways of researching police performance and resources
- Find ways to link with community needs and desires and encourage public participation on community needs
- Check that local police correctly categorise crimes
- Review how police performance is mentored
- Ensure that ICD recommendations are implemented
- Monitor recruitment the right people into Police. Appointments must be correct.
- Monitor and evaluate training of Police

Other project ideas included

- Crime statistics could be analyzed by the Directorate independent of the SAPS. Agencies such as Stats SA could be tasked to gather the information or the Secretariat could access SAPS information and analyze statistics independently. A stronger role by the Secretariat in analyzing crime information would also facilitate interaction with the research community and civil society who may be more inclined to negotiate access with the Secretariat.
- The SAPS Performance Chart could be accessed to compare crime information and performance across stations. The turnaround strategies at the worst performing stations could be monitored and evaluated.
- Comparisons could be made between time and resources spent on prioritized crimes such as murder and rape and non prioritized crimes such as policing illegal immigrants
- Specific projects can be identified building on previous work. Police effectiveness can be evaluated using the information on murder generated through the recent CSVR study as an indicator. Rights based Policing can be evaluated addressing issues such as service delivery using the Victim Empowerment Programme tool kit as a framework.

- Police responsiveness to community needs could be assessed. However the Secretariat also needed to broaden its ambit beyond just the police to engage in safety issues more holistically. Ultimately the role of the police should be limited rather than expanded in the promotion of safety.
- Police conduct could be monitored. Public complaints and internal misconduct statistics could be gathered and analyzed for patterns. Changes could be reviewed against policy changes or motivate for legislative and policy changes. Police and political leadership and their actions that have direct affect on police conduct should also be monitored and evaluated by the secretariat.
- Risk assessments could be conducted reviewing the circumstances of police killed on duty
- Police morale could be reviewed and assessed.
- Budget monitoring can compare funding ratios and decisions and performance data and crime statics to, determine trends.
- The management of litigation by the police could be monitored and evaluated. The research could identify systemic causes to litigation and specific issues such as links between alcohol and assault and motor vehicle accidents.
- Audit and collate all available South African data sets related to issues of policing crime and monitoring and evaluation. Formalised links to university libraries, electronic journal sources, NGO research projects, state-based research data and to police research institutes globally would be important.
- Review police plans and develop policy (annual, national and provincial). The Secretariat would need to consolidate its networks with other safety actors –private security, community safety (street committees and CPFs), police practitioners, academics, unions, etc. Evidence based research regarding particular policy and planning was essential. Other skill sets included strong lobbying skills for good policy (among communities, government, police, unions, etc.) and Partnership building skills, commitment and mechanisms.

7.15. International Obligations

The National Secretariat needs to be involved in dialogue with the international community and shape policy since we are part of a global society

SAPS attends international conferences and not sure what benefit is received or what impact is made. SAPS must make presentations after attending conferences

There should be a database of international cooperation agreements and implementation of agreements should be monitored. Monitoring international obligations should be cross cutting across all Directorates.

8 CONCLUSION

Jenni Irish Qhobosheane on behalf of the Secretariat of Police thanked participants for their participation and the inputs made over the workshop. The opportunity to build constructive relations between civil society and the Secretariat had long been neglected and the workshops were the first in a process to re establish those partnerships. Participants responded welcoming the opportunity to engage with the Secretariat and expressed their enthusiasm for the proposed developments and their interest in working with the Secretariat.

Participants

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