

# Synthesis Evaluation of the Safety and Security

Sector

Draft Report

**20 FEBRUARY 2020**

National Evaluation Plan Report



planning, monitoring  
and evaluation

Department:  
Planning, Monitoring and Evaluation  
REPUBLIC OF SOUTH AFRICA



This report has been independently prepared by CITOFIELD.

<b>Submitted by:</b>	<b>Submitted to:</b>
Mr. Stanford Muhomba	Ms. Nox Chitepo
Evaluations Director	Director: Evaluations
CITOFIELD	Department of Planning, Monitoring and Evaluation
90 Sovereign Road	Private Bag X944
Route 21 Corporate Park	
Irene ,0157, South Africa	Pretoria, 0001, South Africa
Tel: 012 807 0871 / 071 910 3636	Fax: +27 86 686 4455
Email: <a href="mailto:stanford@citofield.co.za">stanford@citofield.co.za</a>	Email: <a href="mailto:Nox@dpme.gov.za">Nox@dpme.gov.za</a>

#### Copyright

Copyright of this evaluation report as a whole is vested with the Department of Planning, Monitoring and Evaluation (DPME) and no part may be reproduced in whole or in part without-the-express permission, in writing, of DPME.

In general, publication of results in journals is to be welcomed, but only after the reports have been to Cabinet, and subject to permission by the DPME to ensure that confidential information is not used.

How to cite this report: DPME (2019) "Draft Report, Synthesis Evaluation of the Safety and Security Sector", Pretoria, South Africa: Department of Planning, Monitoring and Evaluation.

The Evaluation Steering Committee comprises of the Department of Planning, Monitoring and Evaluation (DPME).

#### Disclaimer

It should be noted that any opinions expressed in this report are the responsibility of the service provider and not of the Evaluation Steering Committee, DPME.

## TABLE OF CONTENTS

TABLE OF CONTENTS.....	I
LIST OF FIGURES.....	II
LIST OF TABLES.....	II
LIST OF ANNEXES .....	II
GLOSSARY.....	III
<b>1. BACKGROUND.....</b>	<b>1</b>
1.1 INTRODUCTION.....	2
<b>2. SAFETY AND SECURITY SECTOR IN CONTEXT .....</b>	<b>3</b>
2.1 INTERNATIONAL PERSPECTIVE ON SAFETY AND SECURITY (1948-TO-DATE) .....	3
2.2 SOUTH AFRICAN SAFETY AND SECURITY SECTOR.....	4
2.3 HISTORICAL OVERVIEW: PRE AND POST 1994 .....	5
2.4 CONCEPT DEFINITIONS: SAFETY AND SECURITY AND RELATED TERMS.....	8
2.5 POLICIES GOVERNING THE SAFETY AND SECURITY SECTOR .....	10
2.5.1 <i>The White Paper: Police, Safety and Security (2015)</i> .....	10
2.6 POLICY CHALLENGES IN THE CRIMINAL JUSTICE SECTOR IN SOUTH AFRICA .....	12
2.7 JUDICIAL REFORM IN SOUTH AFRICA.....	12
2.8 POLICE REFORM REVIEW .....	13
2.9 COMMUNITY ASSESSMENT: SAFETY AND SECURITY (2015) .....	15
<b>3. METHODOLOGY .....</b>	<b>21</b>
3.1 POPULATION AND SAMPLING STRATEGY .....	22
3.2 SYNTHESIZED RESULTS .....	22
<b>4. SUMMARY OF THE DOCUMENTS SYNTHESIZED .....</b>	<b>24</b>
4.1 VIOLENCE AGAINST WOMEN AND CHILDREN (VAWC).....	24
4.2 INTEGRATED JUSTICE SYSTEM (IJS) .....	24
4.3 NATIONAL DRUG MASTER PLAN (NDMP) - 2013-2017.....	25
4.4 INCREMENTAL INVESTMENT IN FORENSIC SERVICES (IIFS).....	26
4.5 DETECTIVES SERVICE.....	26
<b>5. FINDINGS.....</b>	<b>28</b>
5.1 VIOLENCE AGAINST WOMEN AND CHILDREN (VAWC).....	28
5.2 JUSTICE SYSTEM (IJS).....	29
5.3 NATIONAL DRUG MASTER PLAN (NDMP).....	30
5.4 INCREMENTAL INVESTMENT IN FORENSIC SERVICES (IIFS).....	31
5.5 DETECTIVES SERVICE.....	32
<b>6. RECOMMENDATIONS .....</b>	<b>34</b>
6.1 VAWC .....	34
6.2 IJS .....	34
6.3 NDMP .....	35
6.4 IIFS.....	37
6.5 DETECTIVES SERVICE.....	37
<b>7. LINKAGES AND INTEGRATION AMONGST THE SAFETY AND SECURITY SECTOR REVIEWS .....</b>	<b>39</b>
7.1 FINDINGS ON CONTRIBUTION TO NDP 2030 .....	40
7.2 KEY OPPORTUNITIES AND THREATS.....	41
7.2.1 <i>Opportunities:</i> .....	41
7.2.2 <i>Threats</i> .....	42
7.3 FINDINGS ON SERVICE DELIVERY .....	42

<b>8. REFLECTION ON COMMON EMERGED VARIABLES .....</b>	<b>44</b>
8.1 COORDINATION AND COLLABORATION .....	44
8.2 SKILLS DEVELOPMENT AND TRAINING .....	44
8.3 STAFF CAPACITY.....	45
8.4 MONITORING AND EVALUATION SYSTEMS .....	46
8.5 IMPLEMENTATION OF PROJECTS .....	47
8.6 SERVICE DELIVERY .....	47
8.7 SUSTAINABILITY .....	48
<b>9. CONCLUSION .....</b>	<b>50</b>
<b>10. CONSULTED SOURCES.....</b>	<b>52</b>

## LIST OF FIGURES

Figure 1: Number of women murdered per 100 000 women .....	15
Figure 2: Average satisfaction by area of government performance from 2003-2015 (HSRC, 2016).....	16
Figure 3: Eight crime categories perceived to be most common feared- 2016-17 (Stats SA, 2017).....	16
Figure 4: Perceptions of safety during the day .....	20

## LIST OF TABLES

Table 1: Long and short-term changes in crime rates .....	17
Table 2: Risk assessment factors: safety and security (Government gazette, 2015) .....	20

## LIST OF ANNEXES

Annixture 1. Cross-sectional analysis.....	45
--	----

## GLOSSARY

ANC	Africa National Congress
ASC	Architecture Steering Committee
CAS	Crime Administration System
CJS	Criminal Justice System
DPME	Department of Planning, Monitoring and Evaluation
HR	Human Resources
HSRC	Human Science Research Council's
ICDMS	Integrated Case Docket Management System
IIFS	Incremental Investment in Forensic Services
IJS	Integrated Justice System
JCPS	Justice, Crime, Prevention and Security
LDAC	Local Drug Action Committee
NCPS	National Crime Prevention Strategy
NDMP	National Drug Master Plan
NDP	National Development Plan
SAPS	South African Police Services
SDGs	Sustainable Development Goals
UNDCP	United Nations Drug Control Programme
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Emergency Fund
VAWC	Violence Against Women and Children

## 1. BACKGROUND

Today's government leaders and those who work with them deal with unprecedented complexity. They are recurrently asked to make complicated decisions with limited information which end up compelling them, at times, to act on gut instinct instead of data and evidence-based research. Fortunately, this independent synthesis evaluation for the Safety and Security sector will generate empirical knowledge in pursuit of the intervention's objectives; what elements of the interventions worked, what did not work and why. Through generation of evidence and objective information, this evaluation will enable the decision makers to make informed decisions and plan strategically.

As demands for greater accountability and results grew in South Africa, a demand for useful and useable results-based monitoring and evaluation systems grew, to support the management of policies, programs and projects. This led to the establishment of the Department of Performance Monitoring and Evaluation (DPME) in January 2010 (now called the Department of Planning, Monitoring and Evaluation) in the Presidency. The department became fully operational from April 2010.

The initial rationale for the Department was to enable the establishment of 12 priority outcomes for government and the development and monitoring of plans against those priority outcomes. In early 2011, DPME developed the National Evaluation Policy Framework which was approved by Cabinet in November 2011. The evaluation framework was envisioned to promote quality evaluations, which could be used for learning to improve the effectiveness and impact of government interventions, by reflecting on what is working and what is not working, and revising the interventions accordingly (NEPF, 2011). Further to that, the framework sought to establish basic norms and standards for conducting evaluations in South Africa.

The framework adopted a utilisation-focused approach, which aimed to use evaluation findings as evidence needed for programme improvement, enhanced accountability, effective evidence-based decision-making, and the promotion of knowledge creation and dissemination. As expressed in the framework, the NEPF envisage the use of various pre and post evaluation methodologies with the aim of attaining the set objectives. These include the diagnostic evaluations, which seeks to establish the predominant status quo; the design evaluation to reaffirm the robustness of the design; the implementation evaluation assesses the progress and proposes the improvement of the intervention; the impact assessment associated with the post-intervention assessment; and the economic or cost-effective evaluation, which establishes a correlational relationship between the outputs and costs (value for money).

## **1.1 Introduction**

Citofield has been commissioned by the Department of Planning, Monitoring and Evaluation (DPME) to undertake a synthesis evaluation of five (5) reports in the Safety and Security Sector. This report seeks to summarize the evaluation reports, capturing main points, commonalities and variations on the evaluations, findings, conclusions and recommendations. This evaluation is synthesizing five safety and security sector evaluations previously conducted. The aim is to explore and describe their relevancy, and where possible, to define and flesh out plausible recommendations, which will form the new area of focus for the Department. The documents synthesized include ending Violence Against Women and Children (VAWC), Integrated Justice System (IJS), National Drug Master Plan (NDMP), Incremental Investment in Forensic Services (IIFS) and detective's services (DS).

Anecdotal evidence suggests that the current performance analysis of the South African safety and security sector should be understood within the country's historical context. Safety and security elements of the citizens of South Africa are a fundamental human right enshrined in the Constitution and a necessary condition for human development, improved quality of life and enhanced productivity (Civilian Secretariat, 2013). When communities do not feel safe and live in fear, the country's economic development and the people's wellbeing is affected, hindering their ability to attain their potential.

## 2. SAFETY AND SECURITY SECTOR IN CONTEXT

### 2.1 International Perspective on Safety and Security (1948-to-date)

Traditionally, safety and security have been treated as separate disciplines, but this position is increasingly becoming untenable and stakeholders are beginning to argue that if it's not secure, it's not safe. Safety and security have been viewed as distinct environments, with their own regulation, standards, culture, engineering but this is increasingly becoming infeasible and there is a growing realization that security and safety are closely interconnected (Nektachova, 2006). In today's interconnected environment, safety and security are intimately associated hence safety requires security.

Security and safety has become a complex multidimensional notion with a wide range of components belonging to it: political security, public safety, health and sanitation, personal data safety, legal protection of tourists, consumer protection, safety in communication, disaster protection, environmental security, getting authentic information, quality assurance of services etc (Haworth Hospitality Press, 1996)

The international community has since been embracing the human safety and security since early 1950s. The international instruments and institutions such as the Universal Declaration of Human Rights, abbreviated UDHR, the Geneva Convention and the International Criminal Court, are established bodies which adopted the international norms and standards on human rights on security and safety. South Africa is a signatory to these treaties. This means, the country can be held accountable if the security and safety rights of its citizens are not ensured. It is this reason that the safety and security frameworks do make mention of these treaties and the fact that the country is committed to them. It further means this evaluation does not only have local implications but international implications as well.

In addition to these apex institutions and treaties of safety and security human rights, there are also other treaties which are all recognized by the United Nations. These are included in this evaluation as they are applicable to South Africa and subsequently this synthesis study. For example, the International Convention on the Elimination of Discrimination against Women (1979) and the Convention on the Rights of the Child (1984) links with evaluation on Ending Violence Against Women and Children. These adopted treaties, which South Africa by the virtue of being the United Nations member must ensure, are:

- The Convention on the Prevention and Punishment of the Crime of Genocide (1948),
- The European Convention for the Protection of Human Rights and Fundamental Freedoms (1950),



- The International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights (1966),
- The American Convention on Human Rights (1979),
- The International Convention on the Elimination of Discrimination against Women (1979),
- The African Charter on Human and people's Rights (Banjul Charter) (1981),
- The Convention against Torture and other Cruel, Inhumane or Degrading Treatment or Punishment (1984),
- The Convention on the Rights of the Child (1984) and
- The Vienna Declaration and Action programme (1993).

## **2.2 South African Safety and Security Sector**

Crime casts fear into the hearts of South Africans from all walks of life and prevents them from taking their rightful place in the development and growth of South Africa. It impedes the citizens from communicating with one another freely, from engaging in economic activities, and dissuades entrepreneurs and investors from taking advantage of the opportunities which South Africa offers.

Safety and security are core responsibilities of the State, and the foundations of good governance and healthy democracies. Safety and security issues need to be approached holistically. Disaggregating the security of military, police, and civilian personnel leads to inefficiency. Moreover, they are precursors to economic growth and competitiveness, with potential impacts on quality of human capital. Personal safety is a prerequisite for creating an environment in which South Africans can thrive. As a basic human right, personal safety ensures a healthy human development, improved quality of life and enhanced productivity. Once this basic human right is removed, communities would not feel safe and live in fear, the country's economic development and the people's well-being will be affected, hindering the ability to achieve their potential (RSA, 2011; De Lange, 2007).

The Constitution of South Africa (1996) makes provision for rights which ties in with safety and security. In addition, the South African legal system was developed to support and ensure provisions of the Constitutions are upheld by ensuring that its citizens feel safe (SAPS, 2010). The national government's macro-policy, the National Development Plan (NDP) of 2030, also reaffirms the constitutional provisions to a safer environment. The NDP states that by 2030 (in

the next decade), South Africa should be a country where people 'feel safe at home, at school and at work,' where life is 'free of fear' and 'women walk' and 'children play safely outside' (NDP, 2030).

The NDP further presents itself as a solution towards several safety and security concerns facing South Africa. The targets of the NDP are in alignment with regional and international agreements such as the Sustainable Development Goals (SDGs), particularly SDG 16 on peace, justice and strong institutions (United Nations, 2015), as well as the SADC region's Protocol on Politics, Defence and Security Cooperation (SADC, 2002).

The NDP likewise sets the criteria at which issues of safety and security must be measured. It postulates that "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.

### **2.3 Historical Overview: Pre and Post 1994**

Prior to 1994, there were separate systems (during apartheid) for the administration of justice in South Africa. The former homelands had police and justice departments and other justice related structures. Consequently, there was a disparity in the delivery of services, depending on race and geographic location. The justice system allocated commanding positions to white males. The primary focus of law enforcement and the justice system was on upholding, securing and entrenching the apartheid state, which systematically marginalized and excluded many blacks. This resulted in a highly centralized, para-militarized and authoritarian police service, which concentrated its efforts and resources on eliminating opposition to the apartheid system. The opposition herein were several blacks who were increasingly revolting against the apartheid system.

Due to concentrated efforts on tackling the political violence championed by blacks who were revolting against the apartheid, less attention was being paid to other forms of crime, more especially crime in black communities in the country. Limited resources, both human and financial, were apportioned to areas inhabited by blacks. The accumulated criminal activities amongst the black communities resulted in levels of crime and insecurity increasing drastically in the absence of effective crime prevention and investigative policing services by 1994 (SAPS, 2015). In the years 1983 to 1992, the murder rate increased by 135 percent, the robbery rate by 109 percent, the housebreaking rate by 71 percent, car theft by 64 percent and rape by 62 percent (SAPS, 2015).

The system was designed in a way that the majority of black South Africans were denied access to courts, legal services and advice during apartheid. Where the legal services and aid was

offered, the impact was poor, and services were inadequate. It is this reason why in 1992, 150 890 persons convicted were sentenced to imprisonment with no legal representation and in some cases without following due processes. In fact, some criminal enthusiasts still blame the crime rate today on the apartheid government, and it is said that it will take time before the situation changes. For example, government still have to build more police stations and proper courts to service black communities, as majority of these are still concentrated in white areas.

The constitutional reforms in 1994 provided more relief as the broader concept of safety and security was embraced to align policing practices with the Constitution (Government, 2015). More emphasis was put on ensuring the legitimacy, accountability and effectiveness of the security and criminal justice functions. The new political dispensation and democratic state sought to create a criminal justice system representative of the population regarding gender, disability and race. Race was no longer a factor and government acknowledged that things need to change, hence safety and security service delivery became a priority.

The two-term review of the President has in fact confirmed that significant progress had been made in improving national security, establishing the rule of law and transforming institutions that had previously served the apartheid state. The picture is beginning to change even though the general acknowledgment is that it will take time as challenges persist. Some of the challenges identified are slow transformation of the criminal justice system; poor integration of the crime prevention and criminal justice system; and inadequate human resources development across the justice, crime prevention and security (JCPS) Cluster. Some of these challenges have been acknowledged by almost all five evaluations being synthesized by this study. Detective Service evaluation strongly indicates the lack of resources as the main reasons why the conviction rate is poor emanating from poor crime investigation. While the presidential review acknowledged some progress in criminal justice system, it further recommended that the government should:

- Strengthen the skills and numbers of members of the South African Police Service,
- Reduce case backlogs,
- Establish an effective offender rehabilitation programme,
- Enhance the capacity of intelligence structures and the South African National Defense Force,
- Improve efficiency in ports of entry and at border controls, and

- Accelerate the implementation of social programmes, along with visible policing and increased social partnerships.

The review further recommended that citizens' need to play a more active and stronger social fabric which is essential for significant crime reduction. It is this review that pioneered government adopting a seven-point plan to realize a modern, integrated, well-resourced and well-managed criminal justice system (SAPS, 2015). The budgets of key departments in the JCPS Cluster, those of the police and correctional services, were exponentially increased. In nominal terms, the police budget increased from about R6 billion in 1994 to R63 billion in 2013 and the budget for correctional services increased from about R1 billion in 1994 to R17 billion in 2013 (SAPS, 2015). This however remains inadequate in 2019, as crime is on the increase. This is evident in the Detective Services Evaluation, where there are complaints of lack of incentives, lack of resources (human and financial) and inadequate training. These gaps resurfaced during the presidential fifteenth year review.

The 25<sup>th</sup> year review has noted that some critical goals had not yet been achieved. Persistent challenges included the negative effect of organized crime, ineffective operation across the JCPS Cluster, and poor integration in terms of strategy and implementation. This remains the case even today as evident in the National Drug Master Plan evaluation, where issues were noted that there is poor integration of strategy and implementation plan. The 15<sup>th</sup> year review further pointed out that communities still play a passive role. This is still the case even today as the Detective Services implementation evaluation highlighted non-cooperation of criminal investigation with the community.

Unfortunately, the high crime rate in South Africa has been correlated with the consequences on economic development, which then fuels crime. Prevalent violent crime affected investor confidence, as well as small and micro-enterprise development. Fear and vigilantism weakened the rule of law and strained the social fabric. Previously, the government has considered several approaches to redress the situation. The government adopted a new approach to crime in terms of security and social approach. The approach entailed encouraging community to respect the law and cooperation with the police service, while refining the courts to be service-orientated and prisons to focus on rehabilitating offenders to break the cycle of crime. The development of White Paper on Correctional Services sought "to gear all its activities to serve a rehabilitation mission that ensures successful reintegration into society" (Department of Correctional Services, 2005). The approach is based on the National Crime Prevention Strategy, which changed in terms of paradigm from focusing on reactive crime control to

proactive crime prevention. The aim is to employ all measures to prevent crimes to reduce it. This strategy was rolled out along with other strategies and structures, including the:

- (a) Crime Combating Strategy,
- (b) The Integrated Justice System,
- (c) The Sexual Offences and Community Affairs Unit,
- (d) The Directorate of Special Operations at the National Prosecuting Authority
- (e) The Asset Forfeiture Unit in the National Prosecuting Authority,
- (f) The Financial Intelligence Centre (focusing on organized crime) and
- (g) The Victim Empowerment Programme.

In 2008/2009 financial year, government noted with concern that even though serious crime levels had generally decreased, and substantial resources had been made available, performance in the criminal justice system was still below the required standard and did not satisfy public expectation (SAPS, 2015). The criminal justice system was not effective in administering crime in South Africa. In response to this gap, the government adopted an Outcomes-Based System (OBS) and renewed its commitment to ensuring that citizens would be safe and feel safe. The system was refocused to pay more particular attention to the types of crimes that results into feelings of insecurity among the people while at home, in their personal space and at their working place. More attention was then given to the trios (vehicle hijackings, residential and business robberies) and contact crimes (assault, murder and rape). While government set targets to lower these categories of crime, the crime statistics point to a different direction. Moreover, the government committed itself to improving capacity in the criminal justice system, increasing the number of finalized cases and increased conviction rate, reducing case backlogs, strengthening rehabilitation and victim support programmes, and addressing cybersecurity and cyber-crime threats (Government gazette, 2015). This synthesis evaluation will therefore evaluate if government has achieved these goals as envisioned in the NDP and other strategic frameworks.

#### **2.4 Concept Definitions: Safety and Security and related terms**

The National Development Plan (2030) states that safety should be gauged by the magnitude to which most susceptible in society feel and are safe from crime and violence and the circumstances that breeds in it. Safety implies primarily to the state of an arena and is

determined based on the real and perceived risk of victimization. Unsafety therefore implies to areas portrayed by the significant prevalence of violence and crime.

Security is well-defined in the National Security Strategy of South Africa (2013) as maintenance and promotion of peace, stability, development and prosperity using state power. It also entails the safeguarding of South African citizens and residents and their being free from fear and want, and the preservation of authority and territorial integrity of the State. Therefore, the security of a nation must be construed in terms of an all-encompassing condition of an individual citizen to live in peace with access to basic necessities of life, while fully participating in the affairs of his/her society in freedom and enjoying all fundamental human rights; and inhabit an environment which is not detrimental to their health and well-being (African Leadership Forum, 1991).

The South African Constitution, adopted in 1996 and replacing the Interim Constitution that had been adopted in 1993, also invoked the language of human security when it urged that "national security must reflect the resolve of South Africans, as individuals and as a nation, to live as equals, to live in peace and harmony, to be free from fear and want and to seek a better life" (RSA 1996: s 198a).

Crime and violence prevention are then regarded as the preconditions for safer and secure communities. While used and at times applied interchangeably, crime prevention and violence prevention are somewhat distinguishable. Crime prevention on one hand is defined by the United Nations Guidelines for the Prevention of Criminal act/conduct (2002) as "strategies and measures that seek to reduce the risk of crimes occurring and their probable detrimental effects on individuals and societies, including fear of crime, by intervening to influence their multiple causes."

Violence on the other hand is described 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, malicious development, or deprivation" (Ojanen, 2014 :p128). Considerable evidence exists to indicate that, in order to effectively prevent crime and violence as part of ensuring safety and security of citizens, a developmental life-course approach, which builds on the socio-ecological model espoused by the World Health Organization (Krug 2002), is required (Farrington and Welsh, 2013; Ward and Cooper, 2012). Herein, the life-course refers and takes into consideration the full context factors such as the structural, environmental, developmental, cultural and social dimensions of life (Government Gazette,

2015). This means taking almost every human aspect into consideration. Moreover, the supplementary argument is that in order to ensure safety, government needs to explore these life course dimensions, by exploring the immediate and secondary factors that make individuals vulnerable to violence (risk factors).

## **2.5 Policies governing the Safety and Security Sector**

There has been a shift in the public sector management as numerous internal and external forces converged to champion for government and organizations to respond to good governance issues, accountability, transparency, greater development, effectiveness and delivery of tangible results. These views are supported by (Umlaw & Chitepo, 2015), who reiterated that since 2000, South Africa has been going through a rigorous shift in emphasizing the importance of Monitoring and Evaluation evidence in decision and policy making.

Decision makers generally appreciate that sector policies are realised through highly elaborate implementation processes, passing through many hands and unfolding over time. In some cases, policy prescriptions work, and at other times they fail – either wholly or partially – to address sector issues. Therefore, a synthesis evaluation must start with a preliminary understanding of sector policies and understanding how these policy interventions have succeeded and/or failed, and then look at what is recommended to address policy complexities and policy gaps.

Among the achievements of government in the post 1994 period has been the ability to formulate a vast range of policies directed at integrating South African society and unifying fragmented governance and administrative systems. The performance of government organisations in implementing policy has not always been optimally effective, and as a result several mechanisms have been put in place to assist with policy implementation and in an attempt to make government more efficient and effective in delivering public services. Below are some of the policies in this Sector.

### **2.5.1 The White Paper: Police, Safety and Security (2015).**

South Africa's transition since 1994 has required a massive revamp of its institutions and laws. The last 25 years have been characterized by a burst of new policies and legislation in the criminal justice sector. After 1994, one of the South African government's main concern was the implementation of the National Crime Prevention Strategy (NCPS). The NCPS identified the social and developmental triggers of crime, as well as the necessity to include an array of government departments and civil society partnerships. The strategy has, however, lost impetus because of public and political pressure to deliver decisively.

South Africa has no lack of sound policies, but implementation is precisely the challenge. Conversely, progress has been uneven and sometimes fragmentary, policy intentions and commitments have not always been translated into practice. The end results are often not to everyone's liking, and transformation has engendered its own pathologies. Thus, several challenges remain in improving security governance. In fact, virtually none of the proposals in the 1996 National Crime Prevention Strategy and White Papers on Safety and Security (1998 to 2004) were implemented (Sign, 2016).

South African policy regarding safety and security has been articulated in the National Crime Prevention Strategy (NCPS) adopted in 1996, and the White Paper on Safety and Security (1998-2004). In addition to these two key policy interventions, government has responded with a series of interventions to address challenges within the safety and security sector.

The high crime rate in the country and the need for responses towards the realization of goals set out in the NDP, has led to the development of the White Paper on Police, Safety and Security. The White Paper acknowledges that crime has evolved into new forms aided by developments in technology and further cites crimes such as terrorism and cyber-crime as some of those that necessitated the need to reform safety and security in the country.

The White Paper proposed a holistic, developmental approach to safety, and the establishment of an oversight mechanism, to ensure implementation across the government. It acknowledges the significant limits of the criminal justice system in South Africa in providing safety, and advocates for a focus on evidence-based violence prevention. The 2015 White Paper on the police, safety and security contends and states that South Africa has to be an environment where its society live in safe environments; play a role in creating and maintaining the safe environment; feel safe from crime and violence and conditions that contribute to it; and have equal access and recourse to high quality of services when affected by crime and grime. The paper ironically emphasized a need to reform the policy guiding the safety and security sector in order to meet the national safety and security needs as per the 1996 Constitution and 2030 National Development Plan (2012). It acknowledges that since 1994, the government policy and approach on safety and security has been articulated in two key documents, the National Crime Prevention Strategy (NCPS) adopted in 1996, and the White Paper on Safety and Security (1998 - 2004). The new White Paper should provide strategic guidance to organs of state and public bodies with policy direction to align their respective policies, strategies and operational plans against which, they can be measured against.



In the development of this White Paper a range of building block policy and legal instruments relevant to the safety and security sector in South Africa were consulted. These supporting frameworks are identified as:

- (a) Constitution of the Republic of South Africa 1996,
- (b) The National Development Plan,
- (c) The National Security Strategy,
- (d) The Integrated Social Crime Prevention Strategy,
- (e) The Integrated Criminal Justice System Review,
- (f) Community Safety Forums,
- (g) The National Crime Prevention Strategy,
- (h) The 1998 White Paper on Safety and Security and the Victim Charter.

## **2.6 Policy Challenges in the Criminal Justice Sector in South Africa**

Currently, the Criminal Justice System is severely affected by the disjointed coordination of activities in the entire system. Whilst the police focus on arresting suspects and collecting evidence with the overall aim of a successful conviction, the Directorate of Public Prosecution (DPP) often uses its discretion not to pursue certain cases such as those considered to be trivial and that have no prospects of successful conviction (DPME, 2020). Whilst the police focus on arresting suspects and collecting evidence with the overall aim of a successful conviction, the Directorate of Public Prosecution (DPP) often uses its discretion not to pursue certain cases such as those considered to be trivial and that have no prospects of successful conviction. The other challenge facing the Detective Service, is when NPA opts not to send an offender to prison but rather introduce alternative dispute resolution (ADR) in resolving cases resulting with suspects going back to the communities. Furthermore, the Department of Correctional Services is focused on reducing the number of people in prisons due to overcrowding in the correctional services centers. At the end, such practices compromise the efforts and hard work of SAPS, particularly the detective officers who would have spent time and resources arresting suspects, investigating the crime and gathering evidence using the number of people in prisons due to overcrowding in the correctional services centers.

## **2.7 Judicial Reform in South Africa**

The development in the judicial system in the Republic of South African was a gradual development that took place in 2012 through three initiatives. It commenced in February 2012, when the Department of Justice and Constitutional Development (DOJCD) developed and released the “Discussion Document on the Transformation of the Judicial System and the Role of the Judiciary in the Developmental South African State.” This was followed by the publication

of an assessment which was a term that described how the critical decisions of the Constitutional Court advanced social transformation and the reconstruction of the South African law in general (Botha, 2015). By June 2012, the African National Congress (ANC) approved and endorsed a recommendation which stated that the branches of the state are co-equal parties entrusted with distinct constitution. According to Botha (2015), each branch of the state must observe its constitutional limits on its own power and authority and that no branch should be considered superior to others in its service of the Constitution.

In November 2012, the National Assembly finally passed the Constitution Seventeenth Amendments. These amendments encapsulated the structural changes which occurred in the judiciary system moving towards a democratic state of South Africa. The African National Congress (ANC) formed a group/team called the Department of Justice and Constitutional Development (DOJCD). This group was engaged in the reform process and introduced the discussion document and the assessment. The group recognized the contribution of the judiciary system to achieve governance and rule of law in South Africa. Klareen (2014) postulates that, governance could be achieved if only the following factors included: divergent views on the separation of powers, a lack of transparency that exacerbates suspicions, perceptions of hidden agendas, mistrust, a largely untransformed legal profession, a lack of appreciation of the role of the media in debates over South African law and policy, and a failure by the South African state (including the judiciary) to come to terms with the increasing role of the judiciary as a regulator (Botha, 2015). The optimum use of the Judicial Education Institute is to develop curriculum that will enhance the skills, competencies and social context attribute of judicial officers, which will assist in enriching the institutional reform. The implementation of these constitutional mandates would enhance the efficiency and the integrity of the Judicial Service Commission and the Magistrates Commission. These reforms impact the safety and security of the citizens of the country and should be the attempt to address concerns in the cluster.

## **2.8 Police Reform Review**

From the 1994 onwards, the dismantling of colonial rule provided an opportunity for reinventing the *raison d'être* of the state and its armed forces. As Hills posits: “the critical break in policing in Africa occurred during the shift from colonial to postcolonial politics”. By the end of the twentieth century for a range of complex reasons the South African pathway through politics became intimately associated with large-scale poverty, patrimonial politics and associated patterns of corruption. Such features cast a long shadow over the development of security

institutions. In most, if not all, instances, numerous post-colonial regimes invested both faith and fortune in the military rather than the police. In terms of access to resources and power, police agencies became 'poor cousins' of the military. Incumbent regimes found it expedient to utilize the repressive capacity of the police agency in defending regime interests. Against this background, a confluence of factors thus ensured that SAPS remained "urban, under-resourced, brutal and stagnant". In this process, security agencies in South Africa became clientelist, corrupt and compliant.

According to Marks (2008), although there are policy reforms and all the calls to change a huge reform with the police sector in South Africa, there is still widespread discrimination between men and women, and discrimination between White, African, and Indian. While notwithstanding the political and government institution which contributed towards the policy changes, still the cultural aspect was down rooted in these organizations. This means further changes were needed in the system not just regulating a new law, rules, or policy procedures. This is evident in the Detective Services evaluation where an untransformed and concerning culture has emerged as one of the challenges facing and hampering the work of police who are supposed to ensure safety and security in the country. The Criminal Justice System Act (1977) has been identified as one of the systems of police that required reforms in order to cope with the technological requirements. This is the major recommendation of the Detective Services evaluation.

It is also important to note that police reform is tied programmatically to wider reform of the criminal justice system and/or the security sector. Conversely, the 1996 National Crime Prevention Strategy shifted the paradigm of government working in a silo approach to a coordinated and multi-disciplinary approach in an attempt to realize an ideal of a crime free South Africa. The 2008 Criminal Justice System Revamp supported this view and introduced a seven (7) point plan in which the Justice Crime Prevention and Security Cluster would embrace a single set of objectives, priorities and performance measurement targets of the criminal justice system. The 2012 National Development reiterates the call for an integrated and multi-disciplinary approach to address the challenges on crime in South Africa. This calls for a coordinated approach were made so as to ensure effective functioning, a decrease in crime levels as to inspire public confidence in the criminal justice system that safeguards the safety of South Africa.

Some of the reforms that were taken included the reforming of the national legal framework, including ensuring independence for legal sector institutions with a view to promoting transparency and accountability among these institutions, separating investigation and

prosecution functions, and modernizing and strengthening each of these functions as a way of improving the quality and relevance of legislation. This were all done to address security and safety concerns of the South African citizens.

## 2.9 Community Assessment: Safety and Security (2015)

Violent crime in South Africa has attracted considerable attention on the public agenda. Perception surveys and reports associated crime as an impediment to socio-economic development. However, perceptions of whether crime is increasing or decreasing and the level of fear of crime associated with these perceptions are important matters that need to be understood in order to inform policy. The sadistic nature of crime affects everyone particularly vulnerable groups such as women, children, older persons and persons with disabilities (DPME,2015). **Figure 1** below demonstrates that in 2000, the South African murder rate of women was more than five times the global average. According to the World Health Organization (WHO) data presented in **Figure 1**, the gap between South Africa and the World has consistently narrowed down between 2000 and 2015. Drugs and subsistence abuse are a contributory factors to the violent nature of crime and other social ills. Even though recent crime statistics released by the South African Police Services demonstrates a downward trend, mostly in murder rates, the statistics are still unreasonably high. Findings from conducted surveys indicate that South Africans are generally concerned with the nature and prevalence of crime in their communities, and that government is failing to curb it (Faull, 2019). The Human Science Research Council's (HSRC) South African Social Attitudes Survey (SASSA) undertook a crime satisfaction survey 2003-2015.

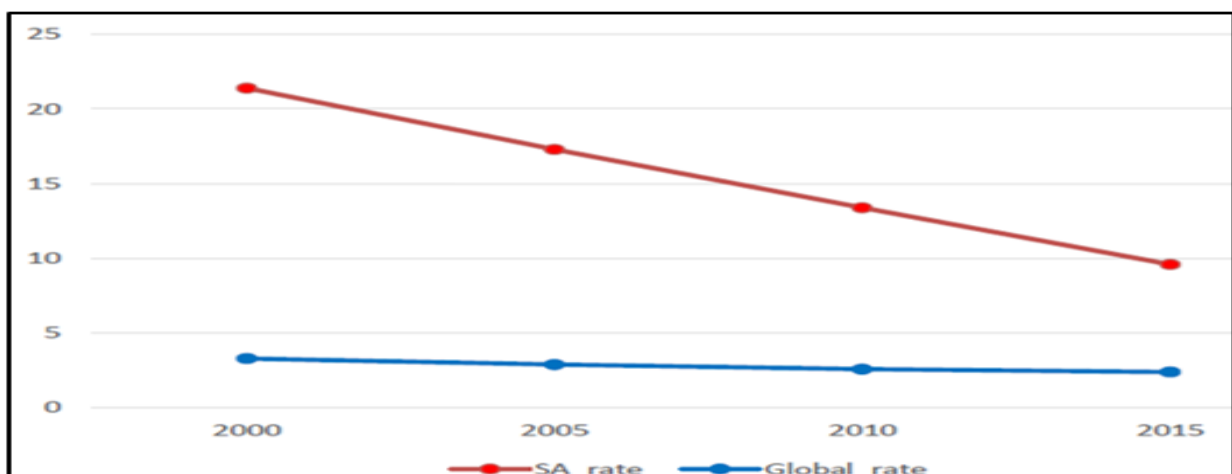


Figure 1.: Number of women murdered per 100 000 women

The results of the survey as indicated in the below **figure 2** that only 21% of respondents were satisfied with government’s efforts to reduce crime over the twelve-year period (DGSDP, 2016). This translates into 79% of respondents who are wholly dissatisfied with the efforts by the government to curb crime. While safety and security are envisaged in the apex frameworks of the country, this means South Africa is not on the right course to fulfil its safety obligation. In fact, the satisfaction survey puts crime in as the second most important problem facing the country after unemployment that government should address. Figure 2 attest to this argument.

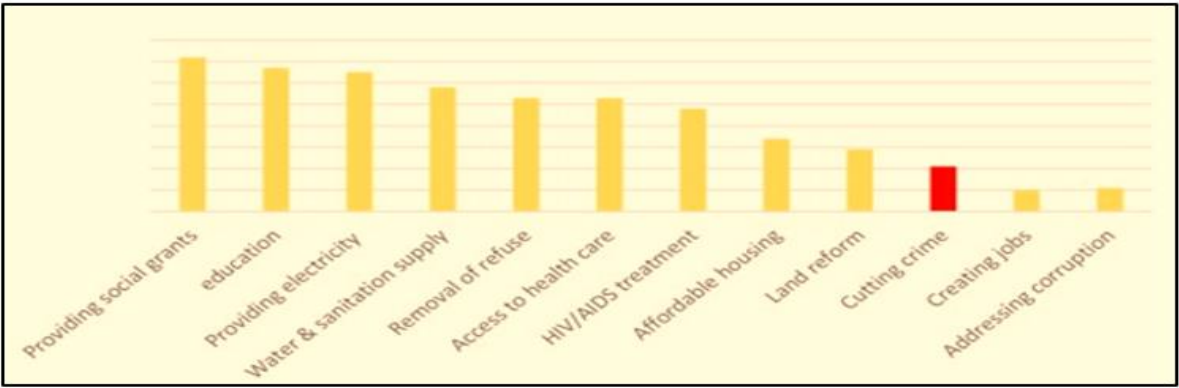


Figure 2: Average satisfaction by area of government performance from 2003-2015 (HSRC, 2016)

**Figure 3** indicates the eight categories of crime which were perceived to be the most feared (safety and security) in the period under review (2016-17). In majority, burglary is perceived as both the most common crime (62%) and is the most feared (51%) as per the analysis. Robbery inside and outside home are also perceived as second and third most common and feared crimes. The White Paper on Police, Safety and Security as well as the NDP has put such crimes as the priority, as they are deemed to threaten the safety and security of citizens. These results therefore attest to the fact that indeed citizens do not feel safe in the country.

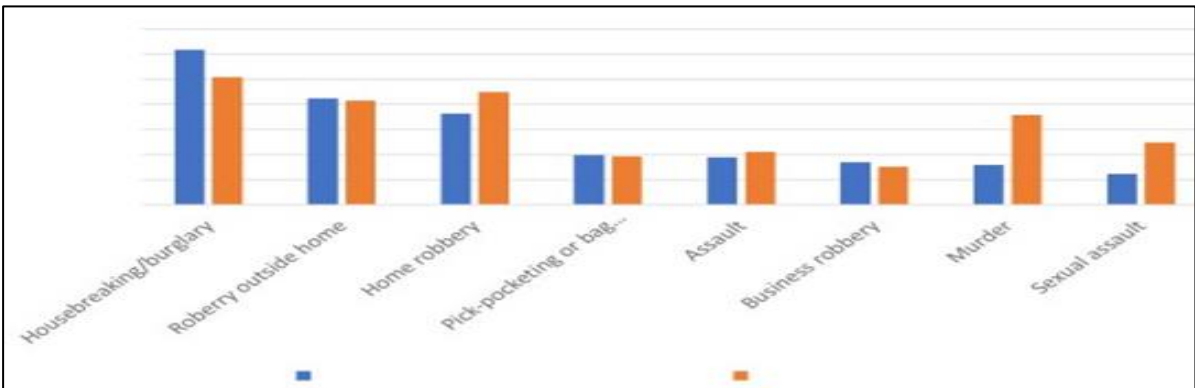


Figure 3: Eight crime categories perceived to be most common feared- 2016-17 (Stats SA, 2017)

In 2016/17, 32% of the respondents reported of not spending time in public spaces mainly because of crime. In addition, 20% indicated that they would not let their children play outside

for safety and security reasons, while 15% are hesitant to walk in town for safety concerns. This has implications on the Constitutional element or right of freedom of movement and association. Henceforth the argument in this evaluation is that safety and security have serious Constitutional implications.

The 2015 White Paper on Police, Safety and Security also identifies murder as one of the threats towards safety and security. **Table 1** below indicates that, as predicted by the murder data, similarly impressive declines are found in attempted murder (-49%), assault grievous bodily harm (GBH) (-52%) and common assault (-49%) as reported to police. However, the democratic era has brought with it a surge in various categories of robbery, which continued to rise in 2016/17. The robbery data hints at a growing willingness for offenders to confront and threaten with or use violence against those whose property they wish to seize (Faull, 2015). Murder is still a major concern in the country, and it appears the current attempts are not yielding any positive results. It remains one of the factors threatening safety and security of the citizens.

Table 1: Long and short-term changes in crime rates

CRIME TYPE	1994-2016	2016-2017
Murder	-49%	+2%
Attempted murder	-52%	+0%
Assault GBH	-49%	-7%
Common Assault	-48%	-5%
Total sexual offences	-38%	-4%
Common robbery	-8%	-1%
Residential robbery	+98%	+7%
Other robbery	+205%	6% <sup>13</sup>
Carjacking	-3%	+15%
Residential burglary	-30%	-2%
Theft of motor vehicle/cycle	-64%	-1%
Theft out of or from motor vehicle	-49%	-1%

Source: South African Cities Network, 2017; SAPS 2017

There is no doubt from the results indicated above that South African citizens do not regard their living environment to be safe and secure. Considering these results, Kriegler and Shaw (2015) contends that, the continued rise in murder is a consequence of a failure to address the drivers of violence, combined with declining state legitimacy. Their second observation is that violent crime remains at present levels, with increasingly more murder linked to robbery. They further postulate that improved and legitimate policing, lawfulness and trust in the state,

resources and interventions targeting crime hotspots. These observations are also echoed by all evaluations synthesized by this study.

The below table further expounds on the human needs that are negatively affected in the absence of a stringent safety and security initiatives that warrants citizens safety.

Individual	Identified & Potential; Risk Factors
	<ul style="list-style-type: none"> <li>• Gender and gender non-conformity</li> <li>• Age</li> <li>• Low social status related to class, race, ethnicity</li> <li>• Poor nutritional, pre-natal and health care</li> <li>• Disability</li> <li>• Low self-esteem/ lack of empathy</li> <li>• Substance abuse (e.g. alcohol and drugs)</li> <li>• Lack of access to education/ poor quality education</li> <li>• Early onset of conduct /behavioral problems</li> <li>• Affiliation to anti-social peer groups (e.g. gangs)</li> <li>• Unemployment</li> <li>• Social exclusion (e.g. school dropouts, homelessness)</li> <li>• Sexual Orientation</li> <li>• Masculinity norms and ideas that legitimize dominance and control over women</li> <li>• Violence, abuse, maltreatment, neglect</li> <li>• Dysfunctional families</li> </ul>
Relationship	Potential & Potential Risk Factors
	<ul style="list-style-type: none"> <li>• Family violence and conflict</li> <li>• Harsh, authoritarian parenting</li> <li>• Absent/low levels of parental involvement</li> <li>• Neglect, abuse and maltreatment</li> <li>• Caregivers or siblings in trouble with the law</li> <li>• Teenage parenthood</li> <li>• Violence, abuse, maltreatment, neglect in the home</li> <li>• Affiliation to anti-social male peer groups/gangs</li> <li>• Gender inequalities</li> </ul>
Community	Potential & Potential Risk Factors
	<ul style="list-style-type: none"> <li>• Family/community attitudes condoning violence</li> <li>• High levels of neighborhood crime and violence</li> <li>• Lack or poor access to quality education, training opportunities, employment</li> <li>• Easy availability of drugs, alcohol, firearms</li> </ul>
Macro/structural	Potential & Potential Risk Factors
	<ul style="list-style-type: none"> <li>• Structural inequalities (social, economic, political)</li> <li>• Demographic factors (youth bulge)</li> <li>• Social norms condoning inequality and violence</li> <li>• 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)</li> <li>• Poor delivery of public services (e.g. health, education, policing and social services)</li> <li>• Poor social and living conditions (food insecurity, informal settlements, overcrowding, poor infrastructure and poor public transport)</li> <li>• Lack of access to /poor delivery of basic services (e.g. housing, water and sanitation)</li> <li>• Unemployment</li> <li>• Poor planning for urbanization</li> </ul>

Source: Author (2020)

Surprisingly, the situation in South Africa regarding safety is shocking as shown on the below graph that both male and female citizens even feel unsafe during the day. This calls for serious



policy and strategy relook to ensure that citizens feel safe and are safe regardless of time.

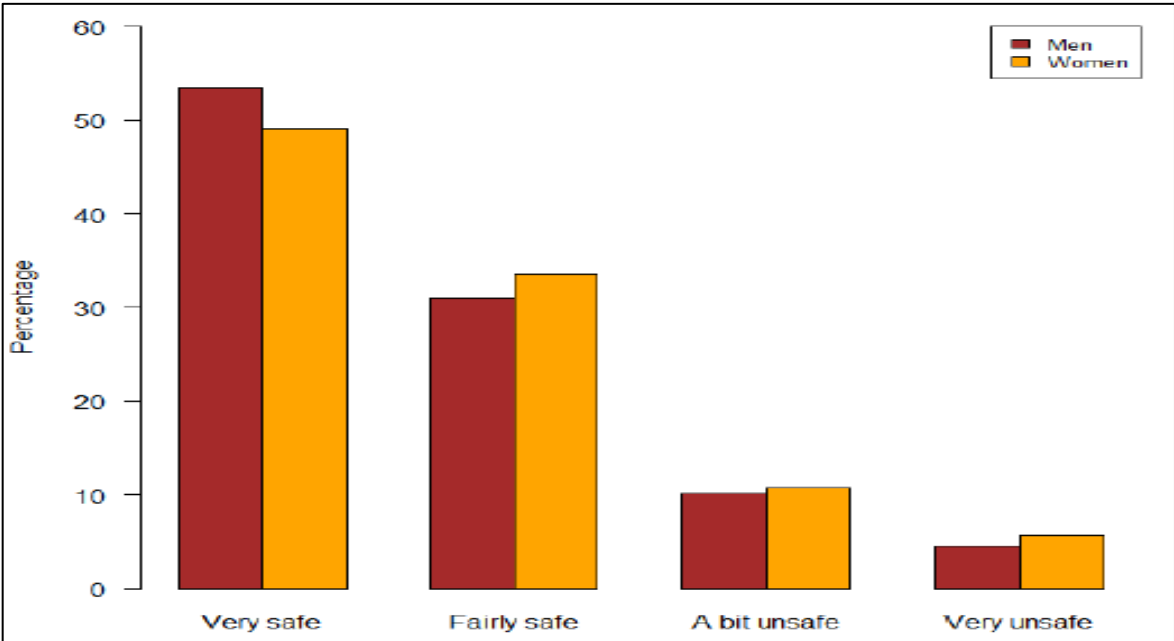


Figure 4: Perceptions of safety during the day

Table 2: Risk assessment factors: safety and security (Government gazette, 2015)

### 3. METHODOLOGY

The National Evaluation Policy Framework (NEPF) describes synthesis evaluation as a process of synthesizing results of a spectrum of evaluations, in order to generalize findings across the government (NEPF, 2011). Synthesis evaluation brings together existing studies, assesses their relevance and reliability, and draws together their data to answer specific questions and aims to bring together what is known about a policy and/or programme or a particular issue in service delivery. It can explain how, and under what conditions, what type of policy / programmes does (and does not) work. This method is more than a listing of the results of individual studies and may take a variety of forms but aims to draw together the critical threads of a series of evaluations conducted in DPME.

This synthesis (or synoptic) evaluation sets out to identify key areas that have contributed towards programme and policy outcomes (both positive and negative), the differences and commonalities between and within the evaluations conducted. As such, the purpose of evaluation synthesis is to systematically distil and integrate data from a number of evaluations as well as other sources of evidence in order to draw more informed conclusions about a given question or topic. It will serve as a meta-analysis of five (5) already highly detailed evaluations.

The interpretive document review was used to synthesis the selected review reports or evaluations. Document analysis is described as the procedure or method for reviewing or evaluating documents. The unit of analysis in this synthesis study was text (words), sentences, and paragraphs (Atkinson & Coffey, 1997). The data analysis method for the study is qualitative meta-summary, where summaries of previous studies are consolidated and synthesised together (Sandelowski & Barros (2007) & Voils (2007)).

The synthesis evaluation guidelines by DPME (2014) provide the several ways or approaches for summarising synthesis data. The first method is meta-analysis, which entails the use of statistical methods for combining or synthesising statistical data to produce a weighted average effect size (EPPIC, 2007). The meta-analysis can be used for statistical comparison of alternative interventions. The meta-analysis is associated with the positivistic paradigm and quantitative research studies. The statistical data involves generation of data that can be subjected to rigorous quantitative analysis (formal and rigid) (Kothari, 2004).

The second approach to presentation of synthesised data is narrative empirical approach, which consolidates the results of empirical research that are in a narrative in nature. For example, while a meta-analysis presents statistical data, a narrative empirical synthesis is interpretive and detailed. This approach can be associated with the interpretivist or

phenomenological and qualitative research. The narrated analysis approach will enable thematic analysis and content categorisation of summary of findings on the attitudes, opinions and behaviour of the subjects, as well as the narrated and interpreted views of the evaluators from five sampled studies.

The third approach is referred as the conceptual synthesis approach, as it consolidates different approaches deemed appropriate to create an understanding (research product). This approach is associated with the pragmatic mixed methods as it combines and synthesises the elements of both the qualitative and quantitative studies. This evaluation study used the mix meta-analysis as a mix or combination of methods to answer the research objectives.

The triangulation of both approaches is deemed fit for this study as it provides a more complex understanding of this synthesis that would be difficult through a single approach (Creswell & Plano Clark, 2011; Morse & Niehaus, 2009). In addition, the use of both statistical and narrated data complementarily enhances and improves the research quality, reliability and validity.

The limitations associated with a desk-top review include the lack of complete up-to-date information, the absence of the personal intuitive grasp of issues that only an on-the-spot observer possesses, a problem in establishing the real priorities facing complex social and political processes, and a lack of corroborative evidence that comes from face-to-face interviews with key informants. This evaluation needs to be augmented by other research strategies in future. In our view, targeted interviews with both security sector practitioners and development agencies involved in reform efforts are likely to yield more substantive details about current efforts in the security sector and their outcomes.

### **3.1 Population and Sampling Strategy**

The identified population for this synthesis is all Safety and Security Sector Reviews or Evaluations conducted by DPME. The primary literature review identified six (6) reviews of which five (5) were selected through non-probability judgemental sampling. The other one (1) did not meet the parameters of the study.

### **3.2 Synthesized Results**

In synthesising the results through meta-summary as the analysis technique, findings and recommendations of five sampled reports were studied with brief notes (sentences and paragraphs) - notes made. The categories were developed based on the common findings' themes. The findings were then categorised into the common themes. Descriptive statistics were drawn from these themes. The descriptive statistics (summary of statistical information)

and narrated themes (narrative) were used to reflect on the five research objectives under the section on conclusion of the study.

## 4. SUMMARY OF THE DOCUMENTS SYNTHESIZED

This synthesis was done through a thorough reading of the evaluation findings and recommendations where these findings and recommendations were then used to address critical issues around the linkages and integration amongst these above mentioned documents, the contribution noted within these documents towards the National Development Plan (NDP 2030), the opportunities and threats noted with the safety and security sectors and the service delivery and infrastructure contribution towards the Safety and Security Sector. This report hence provides a summary of the documents synthesized, findings, recommendations and the analysis on the contribution to NDP2030, linkages and integration amongst the documents, opportunities and threats and service delivery and infrastructure contribution to the sector.

The documents synthesized include ending Violence Against Women and Children (VAWC), Integrated Justice System (IJS), National Drug Master Plan (NDMP), Incremental Investment in Forensic Services (IIFS) and the Detective Service (DS). These five documents were defined and understood as follows:

### 4.1 Violence Against Women and Children (VAWC)

Ending violence against women and children (VAWC) was understood to be one of the most serious and ongoing challenges for international development agencies, governments and civil society across the globe. According to a recent study by the World Health Organization (WHO), violence against women (VAW) is one of the most widespread violations of human rights worldwide, affecting one in every three women in their lifetime, and often perpetrated by an intimate partner. In 2009, research undertaken by the Medical Research Council (MRC), in three provinces, revealed that 25% of women had experienced physical violence at some point in their lives. Consequently, other studies estimate that between 43% and 56% of women in South Africa have experienced intimate partner violence and 42% of men report perpetrating it. Police statistics however reflected that 45,230 contact crimes against children, including 22,781 sexual offences were reported to SAPS in 2013/2014. By their nature, statistics on VAWC are believed to be gross underestimates of the true extent of VAWC in the country. Despite significant legislation in place to protect women and children against violence, and several key integrated plans and strategies aimed at eliminating VAWC, violence remains a feature of many women and children's lives in South Africa.

### 4.2 Integrated Justice System (IJS)

The implementation evaluation of the Integrated Justice System (IJS) was commissioned by DPME and the Department of Justice (DOJ) to assess whether the IJS Programme was being

implemented in an effective manner across all participating departments. This evaluation was undertaken in 2017/18.

The IJS is a government initiative that aims to increase the efficiency and effectiveness of the entire Criminal Justice System (CJS) by integrating information, system support, automation and data. Implementation of the IJS was intended to provide South Africa with a world-class integrated CJS that responds to identified prioritization of functional and business integration amongst Justice, Crime Prevention and Security (JCPS) Cluster departments and agencies ('entities'). It was noted that it will contribute to achieving the objectives included in the Performance Agreement concluded in terms of Outcome 3 of Government's Plan of Action which informs that all people in South Africa are and feel safe. Crucially, the integrated CJS is IT-enabled but is not driven by IT/ICT. The IJS is a national priority, linked to the National Development Plan: Vision 2030 which also focus on eliminating poverty and any form of inequality.

#### **4.3 National Drug Master Plan (NDMP) - 2013-2017**

The implementation evaluation of the National Drug Master Plan (NDMP) was commissioned as part of the National Evaluation System, conducted by DPME in partnership with the Department of Social Development (DSD). The purpose of the evaluation was to understand the implementation of the NDMP and to assess the likelihood of the Plan facilitating efficient and effective service delivery across different institutions and programmes to reduce substance abuse.

This National Drug Master Plan came into place as a way of trying to deal with the challenges affecting South Africa in relation to the abuse of alcohol and other drugs. The evaluation further took to assess the relevancy and appropriateness of the plan, given the rapidly changing nature and complexity of the substance abuse in South Africa.

Since the late 1980s, the United Nations Drug Control Programme (UNDCP) has prioritized the promotion of national drug master plans. This led to the formulation of the UDMP 2013-2017 in response to the promotion of national drug master plans by the UNDCP. The NDMP further states that it was formulated to meet the needs of South African Communities (DSD,2013). The purpose of the NDMP 2013-2017 was to provide policy direction and coordinate efforts to respond to substance abuse in South Africa. The NDMP 2013-2017 states as its ultimate goal that there should be a South Africa "free of substance abuse." To meet these objectives, the Plan proposed a balanced approach using an integrated combination of strategies, namely that

of demand reduction, supply reduction and harm reduction. The NDMP also sets out outcomes which were aligned to its objectives.

#### **4.4 Incremental Investment in Forensic Services (IIFS)**

The purpose of this evaluation was to assess the extent to which the IIFS has built capacity within the forensic services programme, and whether these changes resulted in meaningful improvements in performance and justice outcomes.

This study covered the period between 2009/10 to 2014/15 and focused on the IIFS, which is additional funding made available to SAPS for forensic services. This was so because between 2009/10 and 2014/16 the Forensic Services Division received supplementary funding, Incremental Investment in Forensic Services (IIFS) of about R6,2 billion. Of this amount R2,9 billion and most of the expenditure was for technology upgrades, automation and equipment. Another 2,4 billion was spent on building capacity in criminal records and crime scene management, forensic science laboratories and quality management functions. The Division: Forensic Services also received R868,9 million to recruit additional forensic analysts, crime scene examiners and other forensic personnel.

Through the IIFS, the SAPS received an additional R6.2 billion in funding between 2009/10 and 2014/15. This funding was made available to recruit forensic personnel, train existing staff, purchase specialized equipment, modernize systems, and fund the operations of the Division: Forensic Services. The IIFS was one of the interventions under the Seven-Point Plan approved by Cabinet in 2007. The Seven-Point Plan sought to build capacity in the Criminal Justice System (CJS) to tackle the high levels of crime in South Africa. Forensic Services was chosen as the focal point for the additional funding because it influenced the effectiveness of subsequent investigations, prosecutions, and judicial proceedings within the CJS.

#### **4.5 Detectives Service**

The purpose of the implementation evaluation of the Detective Service was to provide accountability to the extent to which the Detective Service objectives were met, the degree of utilization of resources as well as to identify lessons learned and best practices, and to derive recommendations for future decision-making and organizational learning. This evaluation was commissioned by DPME and SAPS in 2019, to advise and recommend ways in enable overall effectiveness in reducing crime and keeping people safe, providing sustainable services to the public, and the way the Detectives should treat the public and its work force.

The evaluation of the Detective Service responds to one of the biggest challenges South Africa need to tackle. This is so because the issue of criminal investigation is a very serious and fragile

one to deal with in the sense that the crime rate in any society depends on the efficient and effective management of criminal investigation department. One of the key functions of the Detective Service is investigating crime and bringing criminals to justice. The community expects the police to investigate crime well, and the primary step in bringing lawbreakers to justice is through a thorough and professional investigation. Criminal investigation is so important to the entire criminal justice system that its absence, tardy or shoddy execution may lead to a delay in the administration of justice, the victimisation of innocent citizens and escape of offenders from paying for their misdeeds and being reformed.



## 5. FINDINGS

Below are the findings stated in the synthesised reports.

### 5.1 Violence Against Women and Children (VAWC)

The diagnostic review identified a number of key findings related to the state's response to VAWC, which highlighted the areas of government 'readiness' that must be strengthened to affect a real reduction in VAWC. It was however noted that it is highly unlikely that any change to the pandemic level of violence in South Africa will occur without interventions to strengthen state capacity in these areas. Various findings demonstrated that:

- There is an 'implementation gap' between the legislation and the effective implementation of the activities that it calls for.
- VAWC mandates and policies lacked alignment in the overall planning framework for VAWC. The intended outcomes for VAWC that were set out in the POA: VAWC did not align with outcomes in the departmental strategic and annual performance plans.
- Leadership and political will to address VAWC showed reluctance and weakness to drive the South African response to VAWC, and there is a lack of clarity among officials regarding who the lead department is for VAWC.
- South Africa lacks an oversight body that can hold government accountable for its progress with respect to reducing and eliminating VAWC.
- Integration and inter-sectoral collaboration on VAWC were noted between departments, across spheres of government and particularly with civil society who provide most services for those affected by VAWC. Several coordination structures for VAWC appear duplicative or ineffective and did not facilitate an integrated government response to VAWC.
- The current model of service delivery was reliant on NPOs; however, the evaluation found indications of poor resourcing of NPOs and reliance on donor funding.
- There was a significant reliance on donor funding, which brought into question the financial sustainability of VAWC programmes and services. The budget allocation process did not support effective implementation of the VAWC agenda.
- The existing workforce was not being optimally deployed.
- The sector does not have adequate specialist skills required to respond effectively to VAWC.
- Training opportunities, career pathways and accreditation can be strengthened to make the sector more attractive to the potential workforce.
- There was heavy reliance on SAPS data, which is not adequately disaggregated, nor was it representative of the extent of VAWC victimization in South Africa.

- There was a need for more evaluation of VAWC programmes to understand what works and build an evidence base for the country's response.
- Government employees' attitudes toward VAWC reflected that of South African society are therefore a constraint to addressing VAWC effectively. The impact of these attitudes ranges from reducing the effectiveness of services to actual perpetration of violence.
- There are gaps in the current programme portfolio, particularly with respect to the provision of early intervention services, care and support services, programmes that address community and societal level change, and programmes to prevent and address economic abuse of women.
- It was also not clear, within the current programmes, the extent to which vulnerable populations were considered, such as, elderly women and those with disabilities.

## **5.2 Justice System (IJS)**

The review showed that, overall, policies were in place ensuring the effective implementation of the IJS. Other findings include:

- IJS Board and its Project Management Office (PMO) were appropriately located within the DOJ&CD, and that the IJS, including the Board, its sub-committees and the PMO, were appropriately designed for achieving CJS modernization and integration.
- There was a shared sense that the newly constituted Board and PMO effectiveness in promoting greater commitment to improved cooperation and performance.
- There was a general sense that progress hasn't met expectations despite significant investment in the Programme of R3 102 675 000 from 2012/13 to 2016/17.
- There was a widely shared view that SITA lacks the necessary capacity to support IJS procurement requests in a timely manner.
- Operational statistics of recorded cases are inconsistent across stakeholder entities, and progress reports do not follow a consistent standard, which compromises the Board and PMO's ability to exercise necessary oversight.
- IJS stakeholders are dependent on SITA for procurement of goods and services. SITA currently has some procurement and communication challenges impacting the IJS.
- Inadequate change management practices impede IJS efficiency at operational levels.
- Frustrations experienced by users relating to perceived duplication of tasks between ECMS and ICMS stems from unsuccessful change management processes.
- Challenges arose where helpdesk staff were unfamiliar with systems/processes in other departments when a call is escalated.

- Prosecutors reportedly preferred working with paper charge sheets and dockets, rather than on the ECMS, which entailed administrative functions and excluded docket information useful to prosecutors.
- Challenges with network capacity / low bandwidth results in delays.
- A freeze on filling vacant posts means a shortage of administrative staff, particularly data capturers. A large backlog of cases was not captured “live” on the system but “out-of-time”, resulting in data capturing cycles not always being synchronized.
- The late capture of docket information starting at SAPS together with nolle prosequi decisions by the NPA contributed to some temporary statistical inconsistencies, when comparing the case operational reports of SAPS, NPA and DOJ&CD.

### **5.3 National Drug Master Plan (NDMP)**

NDMP was recognized for providing guidance on the general policy direction on substance abuse in South Africa. The policy direction of the NDMP were found in the three pillars of harm reduction, demand reduction and supply reduction. One of the main criticisms of the NDMP and the Prevention and Treatment of Substance Abuse Act No 70 of 2008 was that there was policy confusion around harm reduction. More challenges in the findings included:

- The NDMP was criticized for being short on detail around implementation, and this was where supporting structures responsible for implementing the NDMP and achieving its objectives were stuck.
- The document was in fact more of a guiding framework than a plan per se, and hence the use of the term “plan” became confusing.
- NDMP assumed that policy and direction set at a national level, by national departments, would filter down to the provinces. However, each provincial department defined its own strategies and produced its own legislation.
- Hence, a key lesson learned was that the integration of NDMP goals and objectives into national departmental planning frameworks did not necessarily guarantee that they would filter down into provincial level department plans.
- NDMP has made a limited contribution towards reducing duplication of services with many examples being provided of duplication of services in the substance abuse sector.
- There was confusion around where resources should come from to implement the ambitious substance abuse-related strategies and plans as envisaged in the outcomes of the NDMP.
- No M&E framework or M&E system, and the M&E Plan in the NDMP was too high level and not implementable.

- The findings from the section on adequate human resources reveal that capacity building of members of the CDA and PSAFs took place to support the development of departmental DMPs and provincial DMPs.
- Training of Local Drug Action Committee (LDAC) members was limited due to a number of challenges.
- Workforce in this sector was stretched and inadequate both in terms of numbers and skills, although it could be argued that current resources were not being sensibly utilized.
- No accredited courses on substance abuse except at postgraduate level at some universities and most of the staff working at treatment centers and CSOs develop their specialist skills through in-service training and/or experience.
- CDA had no authority particularly when it comes to ensuring compliance with reporting requirements and had no protocols to guide coordination of services and programmes.
- Support from the CDA national department members remains limited.
- There was high dropout rate of Local Drug Action Committee (LDAC) members which led to the poor sustainability of LDACs and limited implementation of action plans.
- Lack of an M&E system has also contributed to these challenges.
- In terms of harm reduction, there has been insufficient buy-in from the provincial Departments of Health to finance drug related medical care, and there are insufficient skills and in-hospital facilities to confirm that harm reduction was being applied.
- Women seemed to have less access to services and were the most vulnerable in the drug trade.
- Black people were more likely to become criminalized as a result of their drug use, indicating that there is a racial dimension as well.

#### **5.4 Incremental Investment in Forensic Services (IIFS)**

The main findings from the IIFS evaluation showed that:

- Although crime levels have declined from their peaks in the mid-2000s, they remain unacceptably high. In 2014/15, the crime rate per 100 000 population stood at 4 086.
- Crime in South Africa was also particularly violent, with the country ranking among the ten countries with the highest homicide rates in the world.
- SAPS had limited capacity to analyze forensic evidence and produce timely criminal records inhibited investigations, delayed court proceedings, and hampered sentencing.
- There has been a considerable improvement in the efficiency of forensic services.
- Turnaround times have improved, and backlogged cases have almost been eradicated.

- Weaknesses in supply chain management delayed implementation and led to frequent stock-outs.
- IIFS was not well planned and monitored. Plans focused mostly on activities, with little attention given to the detailed measurement of outcomes and impacts.
- Forensic Services changed its targets and target definitions three times over the five-year period. These frequent changes not only made it harder to explain the performance of the Division, but also created uncertainty for programme managers who must strive to achieve those targets.
- The use of forensic evidence has increased in almost all crime categories.
- The percentage of cases with forensic evidence resulting in a guilty verdict has increased.

### **5.5 Detectives Service**

- There is no clear recruitment method that is being followed for detective's recruitment. Several commanders gave different recruitment strategies currently being employed at their stations. Unfortunately, these strategies are mainly influenced by the critical shortage of human resources,
- There is critical shortage of human and physical resources with several of the police stations being highly understaffed. The acute shortage of physical resources such as vehicles and information technology related equipment are also a challenge to several police stations across all provinces,
- Detectives are overwhelmed by heavy caseloads making it difficult for them to perform tasks in a timely manner. Evidence collected point out that detectives are highly understaffed and unappreciated,
- Detectives are demotivated because of limited promotional opportunities, limited career growth, lack of incentives and the fact that the organization do not recognize their service as a critical skill,
- There is a harmonious working relationship and cooperation between the collaborating partners such as the forensic services and detective officers in the majority of the visited police stations except the challenges such as delay in lab results coming back from testing. Furthermore, the evaluation team found that the interaction between the investigating officers and the prosecutors was commendable and
- The majority of respondents were satisfied with the training provided for the Detectives but advised for a need to continuously update the curriculum and training methodology that is aligned with the democratic philosophy of policing

- There was a challenge with available vehicles which are also regarded as old and not suitable for detectives' work.
- There had been an influx of people moving into cities such as Polokwane creating a challenge where the demand became big and the available resources became less.
- There was a challenge with office space. Many detectives complained that they are unable to interview complainants and suspects or even witnesses due to limited space.
- Lack of effective leadership was also noted within the community engagement.
- Social life and marriage of detectives were compromised due to working every day worsened by poor remuneration and allowances offered.

## 6. RECOMMENDATIONS

Below are the recommendations extracted from the synthesised reports. These actionable recommendations were responding to the findings derived from literature review, benchmarking studies and case studies of the below evaluands.

### 6.1 VAWC

In order to strengthen the programme the below recommendations were brought forward:

- To revitalize, strengthen and re-launch the POA: VAWC, establishing a common conceptual framework for understanding and addressing VAWC, incorporating the new evidence generated in recent studies.
- To establish a body to provide oversight and coordination to the sector, ensure accountability, and monitor progress against government's goal to eliminate VAWC.
- To strengthen prevalence and administrative data collection and management respectively, enabling a clear understanding of the magnitude, geographic spread and nature of VAWC in South Africa.
- To facilitate better case management for victims and potential victims of VAWC.
- To build a stronger evidence base of what works to address VAWC in South Africa through programme evaluations of both government and NPO implemented programmes.
- To lead in comprehensively defining psychosocial response services for victims of VAWC, establishing minimum core services and funding implications for their implementation.

### 6.2 IJS

- IJS Board should adopt value-driven initiatives supporting a results-based management approach to the IJS Programme and associated projects.
- The IJS Board should urgently facilitate a participatory and inclusive TOC process to articulate a clear and updated TOC and log frame for the next three to five years, with the log frame and reconstituted TOC developed during this evaluation used as a departure point.
- The Board should develop an updated M&E framework for the entire IJS Programme, aligned with the updated TOC and log frame, by using as a starting point the existing indicators in the 'benefits realization' element of the IJS Programme Plan.

- To the extent that this may not yet be established practice, planning and budgeting should be more robust and less subject to change, underpinned by the implementation of clear Stage Gates and Progressive Resource Commitment processes.
- The Board should, in consultation with National Treasury, urgently finalize the review of current arrangements for budget allocation and disbursement via the DOJ&CD and the SAPS.
- The Board, acting through the PMO, should ensure that the quality of stakeholder reporting to the Board enhances transparent, consistent, detailed reporting of expenditure and progress towards agreed project milestones.
- In order to minimize miscommunication between IJS stakeholders and SITA during procurement processes, stakeholders need to make more effective use of SITA's participation, advice and guidance at operational level during project implementation.
- In order to eliminate procurement delays through SITA, and due to the urgent need for the Programme to deliver results and achieve envisaged outcomes, the Board should urgently engage with SITA to more closely synchronize procurement cycles; and with the National Treasury to seek the necessary authorization and/or legal amendments to utilize alternative procurement mechanisms in situations where SITA is unable to meet a reasonable procurement timeline.
- The Board, through the Architecture Steering Committee (ASC), should place greater emphasis on wider adoption and use of common architectural standards and development of a shared programming library.
- The Board should develop a system-wide training programme, particularly for middle and junior level end-users, to ensure a full understanding of the IJS as a whole, in relation to its sub-systems.
- The Board should explicitly acknowledge that the IJS as a system requires staff retention and succession strategies in all stakeholder departments/organizations to ensure sustainability of development initiatives.
- The Board should investigate the feasibility of establishing a single integrated nationwide helpdesk.
- The IJS Board should seek to conclude an agreement with SITA to ensure that the Agency has one consolidated pool of experts available to support the Programme's more rapid and efficient pursuit of its integrated development objectives.

### **6.3 NDMP**

- Substance abuse-related legislation must be reviewed and harmonized.



- There is a need for a comprehensive review of the NDMP to ensure alignment with the MTSF 2014-2019, and to take a stronger position on the drug control paradigm.
- A review must provide much clearer roles and responsibilities for the departments and improve the Theory of Change so that contradictions between the intended outcomes and strategies are removed.
- Strengthen the autonomy and authority of the CDA.
- Improve current functioning of the CDA.
- Institutional strengthening of the PSAFs by ensuring appropriate and adequate human, technical and financial resources for the PSAFs.
- PSAFs must ensure that services are spread equally along the continuum of care and respond to the need in their provinces, and make sure they reach the most marginalized and vulnerable people.
- Improve current functioning of Local Drug Action Committees (LDACs).
- Improve capacity building for the CDA, PSAFs and LDACs. The CDA should be enabled to develop and implement a capacity building strategy for the CDA, PSAFs and LDACs.
- The DOH must become more involved in providing the human infrastructure and other resources for a medical model for treating addiction. Critical gaps in skills related to the medical treatment of addiction need to be identified. A plan must be developed to encourage more people to study in this field, and to
- A quick response strategy to the spread of heroin, linked to harm reduction must be developed by the CDA including awareness creation about the dangers of nyaope (woonga), and the provision of Opiate Substitution Therapy (OST) and Needle Syringe Programmes (NSP).
- Development of guidelines for substance abuse programmes. The CDA, DSD, and DOH need to help develop guidelines for substance abuse programmes and services where there are none, depending on their competencies.
- Effective evidence-based substance use intervention should be facilitated by the CDA by initiating and stimulating relevant research and information sharing on condition that adequate funding is provided for relevant initiatives.
- Terminological exactness should be ensured by the CDA in all material it produces and disseminates.
- The Department of Basic Education (DBE) needs to ensure that their National Strategy for the Prevention and Management of Alcohol and Drug Use among Learners in Schools is widely known and that schools are assisted to establish the support systems envisaged in the strategy.

## **6.4 IIFS**

- The SAPS and DOJ&CD must coordinate their planning and strengthen their monitoring systems to realize the benefits of the IIFS.
- The SAPS must improve its financial management processes and supply chain management practices to achieve better value for money.
- SAPS should consider providing additional funding to sustain these gains and cope with the increasing demand for forensic services.
- The SAPS and the SITA must work together to integrate information technology systems necessary for the forensic services programme to operate efficiently.
- The SAPS must take steps to build skills, competencies, and capacity among forensic personnel, and to improve staff welfare and morale.
- The SAPS must train Visible Policing and detective services to secure crime scenes and safeguard forensic evidence. Visible Policing must monitor the implementation of crime scene procedures and national instructions.
- The NPA and SAPS must interrogate the high levels of withdrawn charges in cases where forensics is present and develop plans to reverse this trend where appropriate.

## **6.5 Detectives Service**

Based on the foregoing and in order to further advance detective's strategic investigative techniques and skills as well as improving their performance in crime investigation and solvability in South Africa, the following recommendations are put forward:

- Guidelines should be reviewed at National level to inform the discretionary process of resource allocation to the police stations level in terms of Section 12(3) of the SAPS Act in order to ensure effective crime investigation since the current guidelines seems not to be addressing the needs of the Detective Service adequately taking into consideration different dynamics in police stations such as area, crime rate, terrain and population
- Reintroduce the Enquiry Branch as a separate section in the Detective Service so that the less serious cases can be handled by this section which would decrease the workload of the detectives. This section can serve a breeding ground for emerging detectives Recognize detectives, make their work valued, empower them, and revise promotion policy.
- SAPS National should develop and implement an effective recruitment, career pathing and retention strategy for Detectives. Candidates for the criminal investigations' department should undergo a formal application process that includes submitting a resume, demonstrating writing abilities (through written tests and/or the submission of

writing samples), and undergo polygraph test. The application process should be consistent for all potential candidates and formalized in a written policy. It is recommended that members of the Detective Service be recruited from current serving members from other disciplines with SAPS after serving for two years.

- Detectives should be continuously trained in the use of advanced technology to enhance their operations. Such training could be arranged in - house and/or in partnership with other credible service providers in the field in technological developments.
- Detectives should be equipped with laptops, tablets, smartphones, cameras linked to scanners or other devices that enable them to perform tasks while in the field. This would help them perform their jobs more efficiently and reduce the amount of time traveling from the field to the office. Furthermore, those given laptops must also be given methods of connecting to the internet. For the laptops to be more useful.
- The Human Resource Development (HRD) Unit should regularly conduct a detective training gap assessment to understand progress, challenges and assess if the current training offered is meeting the evolving crime landscape. This also means that detective commanders must identify training deficiencies at all levels within their workplace of command and take appropriate measures to:
  - ✚ Facilitate development by mentorship
  - ✚ Facilitate in-service training
  - ✚ Submit training needs to the National Skills Development Facilitator
  - ✚ The skills developer must draw an annual workplace skills plan for the detective
- SAPS National should implement the already developed SMS system that provides investigation progress reports to complainants and victims of crime that was developed and finalised. The SMS must be such that the complainant is kept abreast of the development regarding the case until the case is closed.

## 7. LINKAGES AND INTEGRATION AMONGST THE SAFETY AND SECURITY SECTOR REVIEWS

Similarly, crime prevention and any other factors that affect the safety and security of citizens of South Africa requires collaboration among many practitioners who work in this field, from the government to civil society. While in many places the responsibility of safety and security for the country lies on the shoulders of the police, but in reality, the burden needs to be distributed among all departments and role-players as everyone should contribute in creating a safe country free of crime and violence. The establishment of an inclusive policy framework which will enable government to address crime in a coordinated and focused manner should draw on the resources of all government agencies, as well as civil society and the creation of a dedicated and integrated crime prevention capacity, which can conduct ongoing research and evaluation of departmental and public campaigns, as well as facilitating effective crime prevention programmes at provincial and local level.

Based on the five reviewed evaluations, it was noted that the linkages and integration on the safety and security sectors are present. There was integration and inter-sectoral collaboration noted on VAWC where various departments collaborated across spheres of government and particularly with civil society who provide the majority of services for those affected by VAWC. Another linkage noted was between the Detective Service and their engagement in forensic work where demand to ensure that forensic investigation was done. More so, there were integration and linkages noted in the increase of police investigation engagement on crime scene which seemed lacking in the Detective Service evaluation while the IIFS strengthened it with the emphasize of engaging SAPS. SAPS and the SITA was also encouraged to work together to integrate information technology systems necessary for the forensic services programme to operate efficiently. It was noted that this was lacking within the Detective Service. In addition to linkages and integration amongst the safety and security sectors, it cannot be denied that there was an emphasis on SAPS taking steps to build skills, competencies, and capacity among forensic personnel, and to improve staff welfare and morale across all sectors. This was mainly emphasized within the Detective Service. Across all sectors, it was emphasized that there is a need for SAPS to train Visible Policing and the Detective Service to secure crime scenes and safeguard forensic evidence. Visible Policing were challenged to monitor the implementation of crime scene procedures and national instructions which are also emphasized in DS, IIFS and VAWC.

## **7.1 Findings on contribution to NDP 2030**

The synthesized reports noted that the NDP aims to eliminate poverty and reduce inequality by 2030. According to the plan, South Africa can realize these goals by drawing on the energies of its people, growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnerships throughout society. Anecdotal evidence posits that as societies grow more prosperous, the inclination to resort to violence fades further away. It is commonly acknowledged that the political transition to democracy in South Africa has not been accompanied by an economic transition that benefits the country's majority. A raft of structural problems, including skewed ownership of the means of production, growing unemployment and income inequality, labor market inefficiencies, and the retention of apartheid spatial planning, have gnawed away at the economy, and tended to reinforce apartheid patterns of poverty and access. This imbalance spearheads and influences individuals to resort to criminal activities as a means of survival and be violent in nature, thereby compromising the safety and security of other citizens.

The five synthesized documents showed that they all strive to promote elimination of poverty and reducing inequality by 2030. For example, the NDMP assumed that policy and direction set at a national level, by national departments, should filter down to the provinces though in reality, each provincial department defined its own strategies and produced its own legislation. Considering, the fact that the departments produced their own legislation or implementing the legislation from the Integrated Justice System, WAWC, IIFS and the Detective Service demonstrates that there is commitment towards the attainment NDP 2030 objectives. It was however noted that all the reviewed documents lacked an M&E system, which contributed to several challenges in achieving the NDP 2030. In terms of harm reduction, there has been insufficient buy-in from the provincial Departments of Health to finance drug related medical care, and there are insufficient skills and in-hospital facilities to confirm that harm reduction was being applied. Such situations affected the achievement of the NDP 2030. In addition to that, women and children in particular were noted to have limited access to services, and were the most vulnerable in the drug trade, violence such as domestic and sexual abuse along with other challenges which black people are or were regarded as the main victims, though some were seen as most likely to be the suspects indicating a racial dimension too.

The shortage of skilled and qualified professionals, particularly in the social services and healthcare sectors, and within the safety and security sectors is a significant challenge to trying to achieve the NDP 2030 goals. DOH for instance showed that it has a capacity challenge in providing evidence in relation to issues that demand or request health examination for victims

be it VAWC, and drug abuse or any form of injury caused. It is notable that all the departments within the five sectors face challenges in terms of staff shortages. In addition to that, shortage of skilled staff in the sectors undermines the state's efforts to make a meaningful impact on safety and security sectors. Considering the need to achieve NDP 2030, the government has been recommended to put in place innovative approaches to addressing the workforce supply gap because the sectors remain constrained by a shortage of skilled staff. The evaluations concluded that lack of recognition of specialization in VAWC, IIFS and detective's services contribute to shortage of certain skills in the sectors thereby compromising the achievement of NDP 2030. All the sectors lack certain specialist skills required to effectively respond to issues around safety and security of South Africans.

The evaluations noted that continuous training, development and debriefing of government officials working within safety and security services is required to help strengthen the state response. In addition to that, training and accreditation was needed to be tailored to deal with critical gaps in the skill base, to address challenges faced in the sector to achieve or contribute to achieving the NDP 2030 vision.

## **7.2 Key opportunities and threats**

South Africa's violent history has left us with a "culture of violence", which contributes to the high levels of violence associated with criminal activity in South Africa. Violence in South Africa has come to be regarded as an acceptable means of resolving social, political and even domestic conflicts. Historically shaped, poverty and underdevelopment provide key contextual factors in understanding the increasing crime levels. Although poverty does not directly lead to higher crime levels, together with a range of other socio-political and cultural factors, it contributes to conditions leading to an increase in crime and the growth of criminal syndicates that negatively affect the safety and security of South Africa.

Safety is an ingredient for economic growth, because even investors and tourists evaluate tourist destinations by checking the safety and security status of the host nation. This means the government must invest heavily in this sector. Key opportunities and threats noted within the safety and security sectors were summarized as follows:

### **7.2.1 Opportunities:**

- Training opportunities, career pathways and accreditation can be strengthened to make the safety and security sector more attractive to the potential workforce.
- There was a general sense that progress hasn't met expectations despite significant investment in the Programmes.

- CSOs develop their specialist skills through in-service training and/or experience.
- There are policies and procedures in place which the safety and security sector need to implement and ensure that targets are met.
- There are areas of best practice and innovation which exist within the sector.
- The sectors are benefiting from more integrated planning in developing a shared vision for the sector, shared understanding of interventions achieving the intended outcomes and therefore the activities of each department and NPO in the sector.

### **7.2.2 Threats**

- Government employees' attitudes toward policies and legislation reflected that there is reduction in the effectiveness of services to the society.
- The sectors do not have adequate specialist skills required to respond effectively to the needs of the society.
- There was heavy reliance on SAPS data, which was not adequately disaggregated, nor was it representative of various situations for instance the extent of VAWC victimization in South Africa.
- Lack of resources for employees to effectively carry out their duties.
- Lack of knowledge and training required for the job
- Workforce in the safety and security sector was stretched and inadequate both in terms of numbers and skills.
- No accredited courses on substance abuse except at postgraduate level at some universities and most of the staff working at treatment centers.
- Forensic Services for instance changed its targets and target definitions three times over the five-year period making it harder to explain the performance of the Division, but also created uncertainty for programme managers who must strive to achieve those targets.
- The evaluation therefore concludes that M&E for all sectors in the country is relatively weak.

### **7.3 Findings on service delivery**

It has been noted that the programme and service delivery within the safety and security sectors tends to be predominantly vertical and sector specific. This seems to be contrary to the key guiding principle of 'no wrong door' whereby the first place that a woman or child presents for services, whether it be the police, a women's shelter, or hospital, he or she should be met with a shared understanding of his or her rights, receive high quality services, and be referred to further services as appropriate. This has however proved to be a challenge within SAPs and Detective Service. Such a challenge has also been exacerbated by too much

workload and the number of workforces within the sector. Hence service delivery has been compromised within the safety and security sector. It was also noted that there is a lack of coordinated implementation of various policies and activities. There seems to be a significant burden on the victims of violence to identify and negotiate access to services because of poor service delivery offered within the safety and security sectors. There is also evidence that there is disintegrated and uncoordinated approaches to service delivery within and across all safety and security sectors, which has contributed to secondary victimization of victims by the state. However, the government needs to create space for bottom-up learning making use of experiences of NPOs and local government working together directly with communities, and influencing the development of strategies and plans at national and provincial level thereby improving the service delivery of the safety and security sectors. For safety and delivery sectors to provide proper service delivery, there is a need for proper monitoring and evaluation systems to be put in place. It was noted that the M&E at departmental level is also not adequate. Some departments do not have M&E units while those that do have indicated inadequacy in capacity and infrastructure. M&E data is therefore collected at a high level and used mainly for financial accounting and not to make strategic decisions about resource allocation and programme management. For instance, it was noted that the Detective Service face a challenge of infrastructure where its employees have no adequate space to carry out their work and accommodating those who would need assistance on follow up of their cases. It was also noted that all the safety and security sectors face challenges on the availability of infrastructure for them to carry out their day to day duties while failing to accommodate the victims of violence, those who committed crime, and space for carrying out research and other activities deemed of importance to improve service delivery. There were also challenges with network capacity / low bandwidth which resulted in delays. This also led to a freeze on filling vacant posts meaning a shortage of administrative staff.

A large backlog of cases was noted within all the departments especially on the IIFS a detective's services evaluations. The late capture of docket information starting at SAPS together with *nolle prosequi* decisions by the NPA contributed to some temporary statistical inconsistencies, when comparing the case operational reports of SAPS, NPA and DOJ&CD. In addition to that, it was noted that SAPS had limited capacity to analyze forensic evidence and produce timely criminal records inhibited investigations, delayed court proceedings, and hampered sentencing. In as much as there has been several challenges to ensure service delivery within the safety and security sectors, it cannot be denied that there has been a considerable improvement in the turnaround time and improvement in the backlogged cases which have almost been eradicated in some sectors.



## 8. REFLECTION ON COMMON EMERGED VARIABLES

The synthesized evaluation reports in this report highlight several common concerns in the security sector reform, such as those related to amalgamation of the criminal justice sector, civilianization and demilitarization of police agencies, and establishment of various devices to improve police accountability. In most of the reform initiatives under way and at present, there are marked similarities in discourse – concepts such as accountability, partnerships, service to communities, and improved community relations appear universal. Despite the massive diversity of conditions across the country, these similarities suggest that there is value in sharing of experiences and lessons between the criminal justice system and security agencies.

### 8.1 Coordination and collaboration

The five reviewed evaluations on safety and security services showed that there was poor coordination and collaboration. But there is a silver lining in an otherwise dismal picture, that integration and inter-sectoral collaboration on VAWC was identified between departments, across spheres of government and particularly with civil society who provided most services for those affected by VAWC. However, such a collaboration did not cut across all safety and security sectors. Most coordination structures for VAWC appeared duplicative or ineffective and did not facilitate an integrated government response to VAWC. More so, CDA had no authority particularly on ensuring compliance with reporting requirements and had no protocols to guide coordination of services and programmes. This implied that support from the CDA national department members remains limited while other evaluation findings did not highlight aspects of coordination and collaboration even within its spheres and across other services related to safety and security.

### 8.2 Skills development and training

The Government's National Developmental Plan (NDP) 2030 provides the platform to manage the security-development nexus in the context of a new discourse. In fact, this is vital given that several significant constituencies have already expressed cynicism towards the NDP. The burning need is to build skills, to create employment and to create industries to ensure that there is satisfaction among South Africans.

Idealistically, the work pertaining the safety of citizens and policing should be performed by highly qualified individuals supported by the best tools and resources as they are expected to discharge highest professional standards that produce good and accountable managerial results which best serve the people. Unfortunately, there is a limited pool of resources within the majority of the evaluated programmes of which this constraint of resources results in less than optimal functioning of the sector.

Skills development and training remains a challenge in South Africa across all sectors. The safety and security services also suffer from poor skills development and training opportunities. VAWC evaluation documents demonstrated that the sector does not have adequate specialist skills required to respond effectively to VAWC. More so, training opportunities, career pathways and accreditation which could be strengthened to make the sector more attractive to the potential workforce. IJS also highlighted that the late capture of docket information starting from SAPS together with nolle prosequi decisions by the NPA contributed to some temporary statistical inconsistencies, when comparing the case operational reports of SAPS, NPA and DOJ&CD. This implied that poor skills development and training for staff led to these inconsistencies and challenges. Training of Local Drug Action Committee (LDAC) members was also noted within NDMP as limited due to several challenges. Such challenges included unavailability of accredited courses on substance abuse except at postgraduate level at some universities and most of the staff working at treatment centers and CSOs fail to develop their specialist skills through in-service training. A need to ensure that skills development for staff and training is in place was noted to ensure that programs run smoothly.

### **8.3 Staff Capacity**

VAWC noted that it was highly unlikely that any change to the pandemic level of violence in South Africa will occur without interventions to strengthen state capacity in these areas. Besides strengthening state capacity on dealing with VAWC, it was noted that it is important to ensure that staff are capacitated in dealing with issues related to VAWC. IJS also looked at staff capacity where it was noted that there was a widely shared view that SITA lacked the necessary capacity to support IJS procurement requests in a timely manner. Such challenges arose where helpdesk staff were unfamiliar with systems/processes in other departments when a call escalated. This clearly demonstrated that a need to ensure staff capacity is built on VAWC and IJS was noted. It was also observed that within IJS, prosecutors reportedly preferred working with paper charge sheets and dockets, rather than on the ECMS, which entailed administrative functions and excluded docket information useful to prosecutors. A freeze on filling vacant posts meant a shortage of administrative staff, particularly data capturers leading to escalation of unresolved issues. A large backlog of cases was not captured “live” on the system but “out-of-time”, resulting in data capturing cycles not always being synchronized. If staff had the capacity to deal with backlog cases and capturing information on VAWC and within IJS, challenges could have been minimized.

Staff capacity was also noted on the late capture of docket information starting at SAPS. NDMP evaluation showed that the findings from the section on adequate human resources

revealed that capacity building of members of the CDA and PSAFs failed to support the development of departmental DMPs and provincial DMPs. This also clearly showed that the workforce in this sector was stretched and inadequate both in terms of numbers and skills, although it could be argued that current resources were not being sensibly utilized. However, the challenge remained despite failure to utilize available resources. In terms of harm reduction, it was noted that there has been insufficient buy-in from the provincial Departments of Health to finance drug related medical care, and there were insufficient skills and in-hospital facilities to confirm that harm reduction was being applied. More so, VAWC noted that SAPS had limited capacity to analyze forensic evidence and produce timely criminal records inhibited investigations, delayed court proceedings, and hampered sentencing. It could be argued that this was caused by too much workload within the services and most employees were not well capacitated to carry out their duties as noted within the detective's evaluation report. In addition to that, challenges could also have been worsened by available vehicles which were also regarded as old and not suitable for staff to carry out their duties while facilities were not conducive for staff. It was also noted that there had been an influx of people moving into cities creating challenges on VAWC, implementation of policies around IJS and other safety and security policies and implementation plans.

#### **8.4 Monitoring and Evaluation systems**

All the five synthesized documents clearly demonstrated limited functional monitoring and evaluation systems in place. Other sectors within the safety and security services did not even utilize the available monitoring and evaluation systems. It was noted that there was a need for more evaluation of VAWC programmes to understand what works and build an evidence base for the country's response. This makes strenuous and arduous for the country to respond to issues around GBV which has become a major impediment which South Africa is currently facing. NDMP also showed that there are no M&E frameworks, systems, or plans in place. It was argued within the evaluation that the NDMP framework was too high level and not implementable with lack of an M&E system contributing to these challenges. It was also observed that IIFS was not well planned and monitored. Plans focused mostly on activities, with little attention given to the detailed measurement of outcomes and impacts demonstrating that there were no monitoring and evaluation systems in place for IIFS. Considering the lack of leadership and political will to address VAWC and reluctance and weakness to drive the South African response to VAWC, there was sufficient evidence to demonstrate that the safety and security sector lacked clarity on the implementation of programs, who lead the departments and the availability and implementation of monitoring and evaluation systems. Without

monitoring and evaluation systems in place, it is very difficult for any sector to effectively and efficiently implement its programs.

### **8.5 Implementation of projects**

Considering the implementation of projects, it was noted that there was an 'implementation gap' within VAWC between the legislation and the effective implementation of the activities that it called for. IJS stakeholders were also noted to be dependent on SITA for procurement of goods and services thereby affecting the implementation of various projects within the sector. Inadequate change management practices were noted as impeding IJS efficiency at operational levels. More so, frustrations were noted to have been experienced by users relating to perceived duplication of tasks between ECMS and ICMS which stems from unsuccessful change management processes. The NDMP was also criticized for being short on detail around implementation, and this was where supporting structures responsible for implementing the NDMP and achieving its objectives were stuck. Interestingly, it was noted that the document was in fact more of a guiding framework than a plan per se, and hence the use of the term "plan" became confusing for all relevant stakeholders and staff. NDMP assumed that policy and direction set at a national level, by national departments, would filter down to the provinces. However, it was noted that each provincial department defined its own strategies and produced its own legislation leading to difficulty in implementing various programmes with the sector. In relation to this matter, forensic services changed its targets and target definitions three times over the five-year period. These frequent changes not only made it harder to explain the performance of the division, but also created uncertainty for programme managers who were to ensure that they achieve those targets. Implementation of various projects within the safety and security sector were also worsened by shortage of staff within the services exacerbated by the budget which was very insufficient for the sector.

### **8.6 Service delivery**

Service delivery has always been an issue within South Africa where various challenges were noted across the safety and security sector. The evaluation on VAWC noted that the current model of service delivery was reliant on NPOs instead of the government, which even failed to provide funding to the NPOs which VAWC programming depended on. Over reliance on donor funding was noted and such an over reliance had an impact on the priority of the donor against the government. It was noted that South Africa lacks an oversight body that can hold government accountable for its progress with respect to reducing and eliminating VAWC. In relation to service delivery, it was also noted that the government employees' attitudes toward VAWC reflected that South African society was far from ensuring that it addresses VAWC

effectively. The impact of these attitudes ranged from reducing the effectiveness of services to actual perpetration of violence. More so, existing workforce in all the five sectors synthesized were not being optimally deployed. Challenges were noted in all sectors with gaps in the current programme portfolio, particularly with respect to the provision of early intervention services, care and support services, programmes that address community and society on safety and security of the communities especially on abuse of women and children. It was also not clear, within the current programmes, the extent to which vulnerable populations were considered, such as, elderly women and those with disabilities.

The IJS Board and its Project Management Office (PMO) were appropriately located within the DOJ&CD, and that the IJS, including the Board, its sub-committees and the PMO, were appropriately designed for achieving CJS modernization and integration though several challenges were encountered on the implementation of policies and procedures on IIFS. Besides the challenges, it was noted that there was a shared sense that the newly constituted Board and PMO effectiveness in promoting greater commitment to improved cooperation and performance. NDMP also made a limited contribution towards reducing duplication of services with many examples being provided of duplication of services in the substance abuse sector. Unfortunately, women had limited access to services, and were the most vulnerable in the drug trade.

Other sectors however managed to implement programmes and policies efficiently. It was noted that there had been a considerable improvement in the efficiency of forensic services where a turnaround time had improved, and backlogged cases were almost eradicated. A need for additional trained personnel was however noted to ensure that staff can effectively implement various projects with limited challenges.

## **8.7 Sustainability**

Considering all the synthesized evaluation documents, it was noted that the sustainability of the projects was limited. As noted earlier, there was a significant reliance on donor funding, which brought into question the financial sustainability of programs like VAWC. The budget allocation process did not support effective implementation of the VAWC agenda while the government relied on the Non Profit Organizations (NPOs) and Non-Government Organizations (NGOs) over issues affecting citizens on a daily basis with a drastic increase of cases of Gender Based Violence (GBV) within the country. Projects and policies implemented were not sustainable because of failure to have measures in place, such as monitoring and evaluation systems, which also ensured that projects are implemented efficiently and ensured sustainability. It was also noted that for instance in the NDMP that there was high dropout rate

of Local Drug Action Committee members, which led to the poor sustainability of Local Drug Action Committees and limited implementation of action plans. It was however noted that such a lack of sustainability plan in place for the safety and security sector led to challenges on ensuring that the country would achieve the vision and mission of the NDP 2030.

It is difficult to reduce inequality by 2030 if policies, procedures and projects implemented by the sector failed to remain sustainable after the project phase, and when the government is not committed to fund the sector. Hence a need for the government to fund the safety and security sector is inevitable if the nation wants to achieve the NDP 2030 vision. Access to services is also pivotal where sustainability plans are put in place to ensure that every citizen has access to safety and security services. For this to happen, the government needs to address the shortage of skilled and qualified professionals, particularly in the social services and healthcare sectors, and within the safety and security sectors to start addressing the NDP 2030 vision.

## 9. CONCLUSION

Where authority is weak, institutions unstable and dysfunctional, and leadership lacking probity, it can hardly be expected that the security sector will prove an exception (Piciatto, 2011). Yet stability, peaceful conditions and an adherence to the rule of law are prerequisites if South Africa is to escape from lawlessness, poverty and underdevelopment. In bringing about social order, the positive role of policing and security agencies, both formal and informal, appears to be one key ingredient. Whether the policing agencies of South Africa can perform this role remains an open question.

The improvements that can be ascribed to the cause of human security since the abatement of apartheid are significant. The right to vote, to basic education and primary health care; the establishment of an extensive social security system that has lifted many people out of poverty; the provision of affordable housing and basic services to millions, are some of the indisputable accomplishments of 25 years of democracy. On the regional and international fronts, South Africa has changed from being a fount of insecurity to its neighbors, to being an advocate for peace and security on the continent, playing a protuberant mollification role in struggles such as those in Zimbabwe, Burundi, the Democratic Republic of the Congo (DRC) and the Sudan. Yet South Africa remains dogged by unemployment and poverty, structural inequality in the economy, the failure of some state institutions to provide adequately for the needs of all people, and failures in the criminal justice system, to name several challenges that are a security risk to the nation. Safety is an indispensable human right, and the government is constitutionally indebted to appreciate, protect, promote and fulfil the rights of South African citizens. The predominance of criminality and violence in South Africa can barely be pinned on resource constraint of the South African Police Services (SAPS), or other collaborating departments performing an immediate role in crime prevention, such as Justice and Corrections.

On the other hand, the cost of government's attempts to control the crime situation adds up to a substantial sum, with an allocated budget of over R93 billion for 2017/18 for the SAPS, and R44 billion for 2017/18 for the courts and prisons. Clearly assigning ever-increasing substantial sums of money into these systems as they stand is not achieving what it is aiming for but demonstrates commitment from the government to ensure a safe and a secure environment for South Africa. Unfortunately, the past 25 years of doing just this have not shown any substantial and long-term diminution in the levels of crime and violence and nor an increase in citizens' feelings of safety.

While advocating safety and security in this manner may be valuable, it is also crucial to invest considerably in sectors crucial for crime deterrence work, the care and wellbeing of women and children, and the support of families. Deficient financial support for the provision of these services results in an incapacity to effectually implement required services, such as early interventions and family support programmes. This is problematic because prevention and early intervention services could, over time, reduce the need for (more expensive and less effective) response interventions and services from the criminal justice sectors.

It is a disturbing fact that a total of 21,022 people was murdered in South Africa from April 2018 and March 31, 2019, while 52,420 were victims of sexual offences. This is an increase of 3.4% and 4.6% respectively. Abysmally, there were 736 murders committed by children. The murder rate is the equivalent of just under 58 people killed every day on average in South Africa in 2018 with 114 rapes reported every day. While it is the obligation of the state to guarantee its citizens' right to safety, multi-stakeholder approach towards violence and crime is required as a roadmap to ensured safety and security of all South African citizens and residents. This demands a multi-faceted, holistic approach that involves collaboration among several practitioners who work in the safety and security sector, from the government to civil society be adopted, with a focus on prevention.

In summation, the government must facilitate public-private collaboration with a framework that reinforces community policing and allows law enforcement, citizens, and decision-makers to work together to achieve public safety, economic growth, and operational efficiency. This means ensuring an integrated, multi-agency approach where all relevant departments and relevant stakeholders view crime prevention as a shared responsibility and collective priority to ensure safety and security of South African citizens.



## 10. CONSULTED SOURCES

1. Botha, A, F. 2015. *The Privatization of Security in South Africa: Selected Case Studies*. University of Pretoria
2. Civilian Secretariat for Police. 2016. *The White Paper on Safety and Security*.
3. Democracy, Governance and Service Delivery (DGSD) Programme (2016) *Service Delivery Challenges in South Africa, South African Social Attitudes Survey (SASAS) COMPENDIUM OF RESULTS*. Human Sciences Research Council, p. 8
4. Department of Correctional Services, (2005). "*White Paper on Correctional Services*."
5. Faull, A. 2015. *Crime in South Africa: Perceptions, Trends and Possibilities*.
6. Government gazette. 2015. *Draft White Paper on the Police and Draft White Paper on Safety and Security. Notice 178 of 2015*
7. Klaaren, Jonathan. "*Transformation of the Judicial System in South Africa, 2012-2013*." *Geo. Wash. Int'l L. Rev.* 47 (2015): 481.
8. Kriegler, A. & Shaw, M. (2015) *A Citizen's Guide to Crime Trends in South Africa*, Jonathan Ball: Cape Town.
9. Krug, L. 2002. '*World Report on Violence and Health*'. World Health Organization Available at:  
[http://www.who.int/violence\\_injury\\_prevention/violence/world\\_report/en/introduction.pdf](http://www.who.int/violence_injury_prevention/violence/world_report/en/introduction.pdf)  
(Accessed: November 2019).
10. Marks, Monique. "*Looking Different, Acting Different: Struggles for Equality within the South African Police Service*." *Public Administration* 86, no. 3 (2008): 643-658
11. National Planning Commission 'National Development Plan 2030: Our Future – Make it Work' (2012) Pretoria: National Planning Commission 395-402 Available at:  
<http://www.poa.gov.za/news/Documents/NPC%20National%20Development%20Plan%20Vision%202030%20lores.pdf> (Accessed: November 2019).
12. National Security Strategy, 2012.
13. Newburn, T (2017): *Criminology*, 3rd Edition. Abingdon & New York: Routledge, pp. 45
14. Netkachova, K., Bloomfield, R.E., Stroud, R.J (1996) Security-informed safety cases. In: *Specification and Safety and Security Analysis and Assessment Techniques*. D3.1, SESAMO project,
15. RSA, *Constitution of the Republic of South Africa*, 1996. No 108 of 1996, Pretoria, Government Printers, 1996.
16. SAPS (2010) *South African Police Service Strategic Plan 2010-2015*, SAPS: Pretoria;  
SAPS (2017) *South African Police Service Strategic Plan 2017/18*, Pretoria: SAPS.

17. Shabangu, T. (2013). "*Evolution of policing in South Africa since 1994.*" Quoting the former minister of Law and Order, Hernus Kriel, in his address to Parliament in May 1993.
18. Singh, A. M. (2016). *Policing and crime control in post-apartheid South Africa*. Routledge.
19. Statistics South Africa (2016) Victims of Crime Survey 2015/16, p. 24
20. Statistics South Africa, (2011). "*Victims of Crime Survey.*"
21. Statistics South Africa, 2017
22. Picciotto, R. (2011). *Evaluating Development Philanthropy in a Changing World. The Bellagio Initiative*
23. Umlaw, F & Chitepo (2015). State and use of monitoring and evaluation systems in national and provincial departments. *African Evaluation Journal* 3(1)
24. The Presidency, (2008). "*Fifteen-year Review.*"
25. Safety and Security in Tourism (2006). Relationships, Management and Marketing( Editors C.M.Hall,D.J. Timothy, D.T.Duval, The Haworth Hospitality Press
26. Ward, C & Cooper, A. 2012. '*Gangs and child safety*' in Ashley van Niekerk, Shahnaz Suffla and Mohamed Seedat (eds) *Crime, violence and injury in South Africa: 21st century solutions for child safety* (2012) 148-161. Tygerberg: MRC-University of South Africa Safety & Peace Promotion Research Unit. - See more at: <http://www.psychology.uct.ac.za/psy/staff/headofdepartment/catherineward#sthash.BhVzLWUm.dpuf> (Accessed: November 2019)

Annexure 1. Cross-sectional analysis

Thematic Areas	Violence Against Women and Children (VAWC)	Integrated Justice System (IJS)	National Drug Master Plan (NDMP)	Incremental Investment in Forensic Services (IIFS)	Detectives Services (DS)
<b>Educational, Training and Capacity Building.</b>	<p>The sector does not have adequate specialist skills required to respond effectively to VAWC.</p> <p>Training opportunities, career pathways and accreditation can be strengthened to make the sector more attractive to the potential workforce.</p>	<p>Challenges arose where helpdesk staff were unfamiliar with systems/processes in other departments when a call is escalated.</p> <p>Challenges with network capacity / low bandwidth results in delays.</p>	<p>There are insufficient skills and in-hospital facilities to confirm that harm reduction was being applied.</p> <p>No accredited courses on substance abuse except at postgraduate level at some universities and most of the staff working at treatment centres and CSOs develop their specialist skills through in-service training and/or experience.</p> <p>Training of LDAC members was limited due to several challenges</p>	<p>The IIFS have invested heavily in forensic detectives training e.g. Another 2,4 billion was spent on building capacity in criminal records and crime scene management</p>	<p>Training need to be incorporate practicality and ensure that detectives are often trained in new trends of crime.</p> <p>A need for additional trained detectives to reduce the volume of dockets to deal with.</p> <p>There are constant refresher courses conducted by Detectives in their respective Provinces</p>
<b>Policy, Strategic</b>	<p>VAWC mandates and policies lacked alignment in the overall</p>		<p>NDMP assumed that policy and direction set at a national level, by</p>	<p>IIFS was not well planned and monitored.</p>	<p>There have been major policy changes in the Detectives. The</p>

Thematic Areas	Violence Against Women and Children (VAWC)	Integrated Justice System (IJS)	National Drug Master Plan (NDMP)	Incremental Investment in Forensic Services (IIFS)	Detectives Services (DS)
Planning, Monitoring and Evaluation	<p>planning framework for VAWC. The intended outcomes for VAWC that were set out in the POA: VAWC did not align with outcomes in the departmental strategic and annual performance plans.</p> <p>There is an ‘implementation gap’ between the legislation and the effective implementation of the activities that it calls for.</p> <p>There was a need for more evaluation of VAWC programmes to understand what works and build an evidence base for the country’s response.</p> <p>It was also not clear, within the current programmes, the extent to which vulnerable</p>		<p>national departments, would filter down to the provinces. However, each provincial department defined its own strategies and produced its own legislation.</p> <p>The NDMP was criticized for being short on detail around implementation, and this was where supporting structures responsible for implementing the NDMP and achieving its objectives were stuck.</p> <p>The document was in fact more of a guiding framework than a plan per se, and hence the use of the term “plan” became confusing.</p>	<p>Plans focused mostly on activities, with little attention given to the detailed measurement of outcomes and impacts</p> <p>Forensic Services changed its targets and target definitions three times over the five-year period. These frequent changes not only made it harder to explain the performance of the Division, but also created uncertainty for programme managers who</p>	<p>main challenge emanates from the way the National Instructions are cascaded down from the National to the Investigating Officer. The evaluation found that at the operational level, the policies governing the operations of the Detective Services are not well understood which have negative consequences in the intended outcomes.</p> <p>National Instructions are uniform across all Provinces</p> <p>Lack of resources makes it strenuous and arduous to satisfactorily adhere to National Instructions</p>

Thematic Areas	Violence Against Women and Children (VAWC)	Integrated Justice System (IJS)	National Drug Master Plan (NDMP)	Incremental Investment in Forensic Services (IIFS)	Detectives Services (DS)
	populations were considered, such as, elderly women and those with disabilities.		<p>Lack of an M&amp;E system has also contributed to these challenges</p> <p>There was high dropout rate of LDAC members which led to the poor sustainability of LDACs and limited implementation of action plans.</p> <p>No M&amp;E framework or M&amp;E system, and the M&amp;E Plan in the NDMP was too high level and not implementable.</p>	must strive to achieve those targets.	
Resources, Sustainability, Capacity and Inefficiencies	<p>The current model of service delivery was reliant on NPOs; however, the evaluation found indications of poor resourcing of NPOs and reliance on donor funding.</p> <p>There was a significant reliance on donor funding, which brought</p>	There was a general sense that progress hasn't met expectations despite significant investment in the Programme of R3 102 675 000 from 2012/13 to 2016/17.	<p>Workforce in this sector was stretched and inadequate both in terms of numbers and skills, although it could be argued that current resources were not being sensibly utilized.</p> <p>NDMP has made a limited contribution towards reducing</p>	SAPS had limited capacity to analyse forensic evidence and produce timely criminal records inhibited investigations, delayed court proceedings,	<p>The computers were not sufficient, and it took long processes to replace old computers.</p> <p>Inadequate office space and other critical resources such as phones and connectivity.</p>

Thematic Areas	Violence Against Women and Children (VAWC)	Integrated Justice System (IJS)	National Drug Master Plan (NDMP)	Incremental Investment in Forensic Services (IIFS)	Detectives Services (DS)
	<p>into question the financial sustainability of VAWC programmes and services. The budget allocation process did not support effective implementation of the VAWC agenda.</p> <p>The existing workforce was not being optimally deployed.</p> <p>There was heavy reliance on SAPS data, which is not adequately disaggregated, nor was it representative of the extent of VAWC victimization in South Africa.</p> <p>There are gaps in the current programme portfolio, particularly with respect to the provision of early intervention services,</p>	<p>There was a widely shared view that SITA lacks the necessary capacity to support IJS procurement requests in a timely manner.</p> <p>IJS stakeholders are dependent on SITA for procurement of goods and services. SITA currently has some procurement and communication challenges impacting the IJS.</p> <p>A freeze on filling vacant posts means a shortage of administrative staff, particularly data capturers. A large backlog of</p>	<p>duplication of services with many examples being provided of duplication of services in the substance abuse sector.</p> <p>There was confusion around where resources should come from to implement the ambitious substance abuse-related strategies and plans as envisaged in the outcomes of the NDMP.</p>	<p>and hampered sentencing.</p> <p>Weaknesses in supply chain management delayed implementation and led to frequent stock-outs.</p>	<p>Shortage of detectives (human resources) and inadequate budget (financial resources). The lack of financial resource appears to be leading to lack of incentives and promotion of posts for detectives.</p> <p>There had been an influx of people moving into cities such as Polokwane creating a challenge where the demand has increased against the limited and available resources</p>

Thematic Areas	Violence Against Women and Children (VAWC)	Integrated Justice System (IJS)	National Drug Master Plan (NDMP)	Incremental Investment in Forensic Services (IIFS)	Detectives Services (DS)
	care and support services, programmes that address community and societal level change, and programmes to prevent and address economic abuse of women	cases was not captured “live” on the system but “out-of-time”, resulting in data capturing cycles not always being synchronized			
Improvement, Effectiveness and Efficiency	Government employees’ attitudes toward VAWC reflected that of South African society and are therefore a constraint to addressing VAWC effectively. The impact of these attitudes ranges from reducing the effectiveness of services to actual perpetration of violence.	IJS Board and its Project Management Office (PMO) were appropriately located within the DOJ&CD, and that the IJS, including the Board, its sub-committees and the PMO, were appropriately designed for achieving CJS modernization and integration.  There was a shared sense that the newly constituted Board	The findings from the section on adequate human resources reveal that capacity building of members of the CDA and PSAFs took place to support the development of departmental DMPs and provincial DMPs.	There has been a considerable improvement in the efficiency of forensic services.  Turnaround times have improved, and backlogged cases have almost been eradicated.  The use of forensic evidence has increased in almost all crime categories.	

Thematic Areas	Violence Against Women and Children (VAWC)	Integrated Justice System (IJS)	National Drug Master Plan (NDMP)	Incremental Investment in Forensic Services (IIFS)	Detectives Services (DS)
		and PMO effectiveness in promoting greater commitment to improved cooperation and performance.		The percentage of cases with forensic evidence resulting in a guilty verdict has increased.	
Oversight, Leadership and Management	<p>Leadership and political will to address VAWC showed reluctance and weakness to drive the South African response to VAWC and there is a lack of clarity among officials regarding who the lead department is for VAWC.</p> <p>South Africa lacks proper systems of management in terms of oversight body that can hold government accountable for its progress with respect to reducing and eliminating VAWC.</p>	<p>Inadequate change management practices impede IJS efficiency at operational levels.</p> <p>Frustrations experienced by users relating to perceived duplication of tasks between ECMS and ICMS stems from unsuccessful change management processes.</p>	CDA had no authority particularly when it comes to ensuring compliance with reporting requirements and had no protocols to guide coordination of services and programmes.		Lack of effective leadership was also noted within the community engagement



Thematic Areas	Violence Against Women and Children (VAWC)	Integrated Justice System (IJS)	National Drug Master Plan (NDMP)	Incremental Investment in Forensic Services (IIFS)	Detectives Services (DS)
<b>Collaboration , Partnerships &amp; Cooperation</b>	<p>Integration and inter-sectoral collaboration on VAWC were noted between departments, across spheres of government and particularly with civil society who provide the majority of services for those affected by VAWC. The majority of coordination structures for VAWC appear duplicative or ineffective and did not facilitate an integrated government response to VAWC.</p>		<p>In terms of harm reduction, there has been insufficient buy-in from the provincial Departments of Health to finance drug related medical care</p> <p>Support from the CDA national department members remains limited.</p>		<p>Poor partnership between communities and other critical stakeholders and the detectives. This hampers progress in terms of police service delivery.</p>



## planning, monitoring and evaluation

Department:  
Planning, Monitoring and Evaluation  
**REPUBLIC OF SOUTH AFRICA**

## CONTACT

The Presidency  
Department of Planning, Monitoring and Evaluation  
Private Bag X944  
Pretoria, 0001, South Africa  
Tel: +27 12 312 0155  
Fax: +27 86 686 4455