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## correctional services

Department:  
Correctional Services  
REPUBLIC OF SOUTH AFRICA

**DCS 1<sup>st</sup> QUARTERLY PERFORMANCE  
REPORT ( NARRATIVE) FOR THE  
PERIOD ENDING 30 JUNE 2016**

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## 1. INTRODUCTION AND BACKGROUND

The DCS derives its mandate from the Correctional Services Act, 1998 (Act 111 of 1998) as amended, the Criminal Procedure Act (CPA), 1977 (Act 51 of 1977) and the 2005 White Paper on Corrections in South Africa. The legislation requires the Department to contribute to maintaining and promoting a just, peaceful and safe society by correcting offending behaviour in a safe, secure and humane environment, thus facilitating optimal rehabilitation and reduced repeat offending.

The report provides information on how the DCS has translated its mandate during the 1st quarter of the 2016/17 financial year. The DCS is composed of five budget programme structure which are: Administration, Incarceration, Rehabilitation, Care and Social Reintegration. All the highlighted programmes consist of sub-programmes which are structured as follows:

**Table 1: Budget Programme structure with purpose**

<b>PROGRAMMES</b>	<b>Purpose</b>	<b>SUB-PROGRAMMES</b>	<b>Purpose</b>
<b>ADMINISTRATION</b>	Provide strategic leadership, management and support services to the Department	Management	Provide the administrative management, financial, information and communication technology, research, policy coordination and good governance support functions necessary for all service delivery by the Department and in support of the function of the Ministry.
		Corporate Services	Improve Human Resource (HR) capacity and management to enable the Department to fulfil its mandate
		Judicial Inspectorate for Correctional Services	To provide for the independent oversight relating to the treatment of inmates and their conditions
		Information Technology	To create business value, through provisioning of reliable integrated and secured ICT infrastructure and business application system
		Finance	To provide effective and efficient financial and supply chain management
		Ministry	To support the Executive authority in carrying out oversight Executive responsibilities of the Department
		Internal Audit	to provide a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, control and governance processes
		Office Accommodation	Facilitate the provision of Community Corrections Offices including satellite offices and service points to enhance community reintegration.
<b>INCARCERATION</b>	Provide appropriate services and well	Security Operations	Provide safe and secure conditions for inmates, consistent with human

	maintained physical infrastructure that supports safe and secure conditions of detention consistent with maintaining the human dignity of inmates, personnel and the public. Provide for the administration and profiling of inmates and consideration of offenders for release or placement into the system of community corrections	Facilities	dignity provide physical infrastructure that supports safe custody, humane conditions, and the provision of correctional and development programmes, care and general administration
		Remand Detention	Ensure effective and efficient remand detention system consistent with human rights in a safe and secure environment
		Offender Management	Provide safe and secure conditions consistent with human dignity through effective administration and management of offenders in order to ensure timely consideration for placement and release.
<b>REHABILITATION</b>	Provide offenders with needs based programmes and interventions to facilitate their rehabilitation and enable their social reintegration	Correctional Programmes	Provide needs-based correctional programmes targeting offending behaviour based on the CSP. The aim is to raise awareness, provide information and develop life skills
		Offender Development	Provide offenders with needs-based programmes and interventions to facilitate their rehabilitation and personal development.
		Psychological, Social and Spiritual Services	Manage and ensure the rendering of need-based psychological, social work and spiritual services to inmates and persons under correctional supervision with the aim of improving health and emotional wellbeing and assisting in their rehabilitation and reintegration into the community
<b>CARE</b>	Provide needs based care services aimed at maintaining the personal wellbeing of all inmates in the Department's custody.	Health and Hygiene Services	Provide inmates with appropriate nutritional services during the period of incarceration
		Nutritional Services	To ensure that inmates are provided with appropriate access to Health Care and Hygiene Services as well as Nutrition Services.
<b>SOCIAL REINTEGRATION</b>	Provide services focused on offenders' preparation for release, the effective supervision of offenders placed under the system of community corrections and the facilitation of their social reintegration into their communities.	Supervision	Provide effective supervision of offenders placed under correctional and parole supervision in order to enhance public safety.
		Community Reintegration	Provide and facilitate support systems for the reintegration of offenders into society
		Office Accommodation: Community Corrections	Facilitate the provision of Community Corrections Offices including satellite offices and service points to enhance community reintegration.

## 2. PURPOSE

The purpose of compiling DCS 2016/17 1<sup>st</sup> Quarterly Narrative Performance Report is to provide a detailed progress updates on the implementation of the Department's Annual

Performance Plan (APP) for 2016/17. The DCS Quarterly Performance report will ensure that delivery against the quarterly performance targets as reflected in the DCS 2016/2017 Annual Performance Plan is executed accordingly. The information provided outlines how the Department performed against the DCS Annual Performance Plan for the 2016/17 financial year and additional information requested by the Portfolio Committee on Justice and Correctional Services which are not included in the tabled Annual Performance Plan of 2016/2017 financial year.

The tabled Annual Performance Plan (APP) 2016/2017 is being implemented in six (6) Regions, which are Gauteng, Eastern Cape (EC), Western Cape (WC), Kwa Zulu Natal (KZN), Limpopo, Mpumalanga, and North-West (LMN) and Free State and Northern Cape (FS/NC), although the regional set up is not in line with the current provincial set up. Although the department is composed of six (6) Regions, other Regions like Limpopo, Mpumalanga and North West (LMN) and Free State and Northern Cape (FS/NC) are combined to deal with regional service delivery. Portfolio committee on Justice and Correctional Services raised a concern on the weaknesses of the current structure and how these would be addressed in the DCS' new Organisational environment.

### **3. ORGANISATIONAL STRUCTURE**

#### **3.1. Weaknesses on the current organisational structure**

The current service delivery model is based on the 6 regions in which some of the provinces are grouped to form a Region as indicated above, that is, Free State and Northern Cape and Limpopo, North –West and Mpumalanga.

The DCS consists of five programmes namely Administration, Incarceration, Rehabilitation, Care and Social Reintegration. Programme 1 (Administration) is headed by different Chief Deputy Commissioner (CDC's). There are four (4) CDC's, one responsible for Strategic Management, the second one responsible for human resources, the third one is Government Information Technology Officer (GITO) who is responsible for information technology and the fourth one is Chief Financial Officer (CFO) who is responsible for finances. Programme 2: Incarceration is headed by the CDC. Under Incarceration Programme there are four sub-programmes headed by Deputy Commissioners except Remand Detention Management which is headed by CDC: Remand Detention Management. Programme 3: Rehabilitation is headed by CDC: Incarceration and Deputy Commissioners responsible for different sub-

programmes. Programme 4: Care is also under CDC: Incarceration with one Deputy Commissioner overseeing two sub-programmes. Programme 5: Social Reintegration is headed by CDC. It should be noted that CDC: Incarceration and Corrections is overseeing Programme 2, 3, and 4 which is in itself a challenge that the department has realized and in a process of addressing the challenge; hence business process reengineering to assist in realigning the current organisational structure.

The administration process of the Department of Correctional Services is being overseen by the National Commissioner who has a team of seven (7) Chief Deputy Commissioners (CDC's) and six (6) Regional Commissioners (RC's). Department is currently in the process of finalising the recruitment process of RC: Gauteng and RC LMN. As at 31 March 2016, the filled post establishment of the Department was at 38 226 against total number of funded vacant posts of 42 006. For 2016/2017 financial year, the department aims to achieve 92% (38 513/ 42 006) of funded posts. This is mainly to ensure that the department maintains less than 10% vacancy rate in line with Department of Public Service and Administration (DPSA) guidelines. The indicator is measured annually due to the finalisation of recruitment process. The Operation Hira and Learnership programmes are making a huge difference in fast tracking the filling of vacant posts and the department will continue implementing those initiatives to ensure vacancy reduction. The only challenge of filling funded vacancies is that whilst the department is striving to reduce vacancies, there are quite a number of officials resigning from the department. These resignations have created a huge staff shortage in correctional facilities across all Regions.

### **3.2. Proposed strategy to address highlighted weaknesses**

In terms of addressing the challenges experienced, the following measures outlined below will be implemented:

- Processes are underway to finalise the proposed Organisational structure and post establishment which indicates a substantial increase of Correctional Officer posts which will strengthen security and related functions at the correctional centres.
- The introduction of provincial service delivery which will result in the establishment of 3 additional provincial offices.

- Decreased span of control for the National Commissioner which will allow the National Commissioner to focus on governance and strategic matters.
- Alignment of the Organisational structure with the financial programmes.

#### 4. ANALYSIS OF THE DCS OVERALL PERFORMANCE FOR THE FIRST QUARTER OF 2016/2017

DCS national performance information is consolidated from all the six Regions in line with the targets set in the APP 2016/2017. The following table indicates Programmes and only Sub-Programmes that have performance indicators and targets that are included in the Annual Performance Plan 2016/2017. It should be indicated that performance of other sub programmes are measured operationally within the Department to avoid too many performance indicators and targets in the APP 2016/2017.

**Table 2: Budget Programme structure and Sub-Programmes with Indicators and Annual Targets as included in the APP 2016/2017**

PROGRAMMES	SUB PROGRAMMES	INDICATORS	ANNUAL TARGETS
ADMINISTRATION	Management	4	4
	Corporate Services	3	3
	Judicial Inspectorate for Correctional Services	1	1
	Information Technology	3	3
	Finance	2	2
INCARCERATION	Security Operations	3	3
	Facilities	2	2
	Remand Detention	1	1
	Offender Management	2	2
REHABILITATION	Correctional Programmes	1	1
	Offender Development	3	5
	Psychological, Social and Spiritual Services	3	3
CARE	Health and Hygiene Services	3	3
	Nutritional Services	1	1
SOCIAL REINTEGRATION	Supervision	3	3

	Community Reintegration	2	2
	Office Accommodation: Community Corrections	1	1
<b>TOTAL INDICATORS</b>		<b>38</b>	<b>40</b>

#### 4.1. FIRST QUARTER PERFORMANCE

The Department committed to achieve 33 targets over the quarter under review. This means that out of forty (40) annual targets set, there are seven targets that are measured per academic year and/or annually; hence 33 quarterly targets. Of the 33 targeted performance areas which the Department reported on, 23 targets were achieved which constitute 70% overall achievement of the targeted performance against the performance commitments set for the 1st quarter.

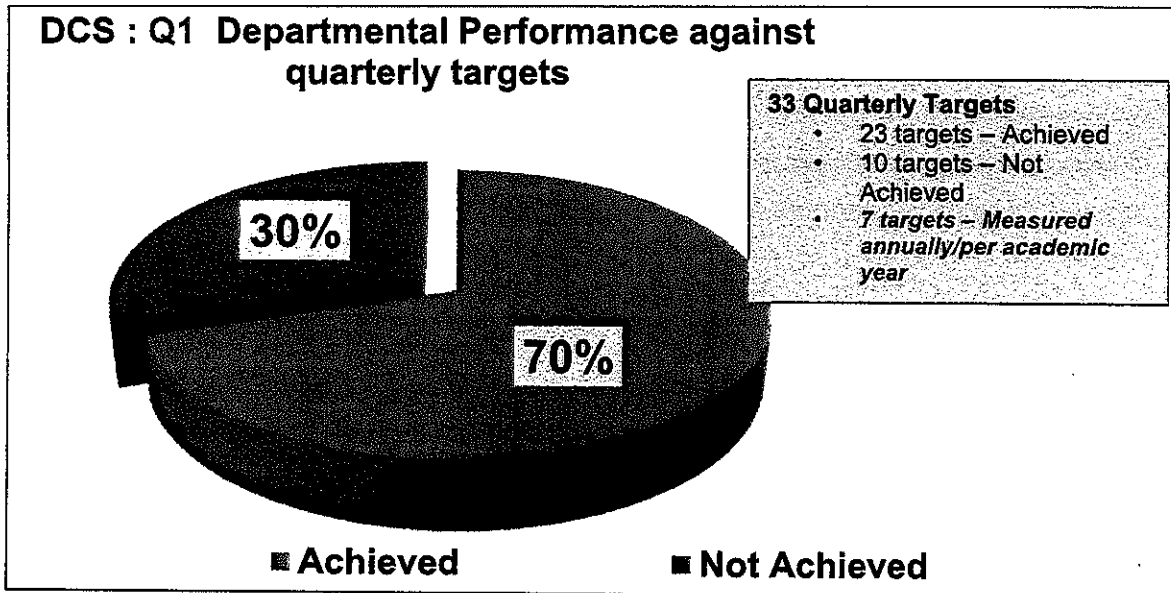


Figure 1: Overall DCS performance

The following table reflects the total number of performance indicators, annual targets, quarterly targets and overall performance against the set quarterly targets per programme.

Table 3: Overall 1<sup>st</sup> Quarter 2016/17 Comparative summary of non-financial performance per programme:

Programme	Total Number of Performance	Total No of Annual targets	Total No of Quarterly targets	Achieved	Not Achieved	Target measured annually / per academic
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	Indicator				Year
1. Administration	13	13	9		4
2. Incarceration	8	8	6		2
3. Rehabilitation	7	9	8		1
4. Care	4	4	4		-
5. Social Reintegration	3	6	5		-
	38	40	32	20	7

## 4.2. Summary of performance per Region

The Department identified Indicators and targets that are Head Office and Regional Office competency to ensure that regions report on the same number of indicators and targets which are 24 during 2016/2017 financial year

PROGRAMMES	INDICATORS (REGIONAL COMPETENCY)
<b>PROGRAMME 1: ADMINISTRATION</b>	Percentage of finalised legal cases successfully defended by DCS.
<b>PROGRAMME 2: INCARCERATION</b>	Percentage of inmates who escape from correctional centres and remand detention facilities per year.
	Percentage of inmates injured as a result of reported assaults in correctional centres and remand detention facilities per year.
	Percentage of unnatural deaths in correctional centres and remand detention facilities per year.
	Percentage of overcrowding in correctional centres and remand detention facilities in excess of approved capacity.
	Percentage of offender's profiles submitted by the Case Management Committees (CMCs) that were considered by CSPBs
<b>PROGRAMME 3: REHABILITATION</b>	Percentage of sentenced offenders subjected to correctional programmes per year.
	Percentage of offenders participating in skills development programmes measured against the number of offenders enrolled per financial year
	Number of offenders who participate in Educational programmes

	per the Daily Attendance Register per Academic Year (AET and FET)
	Grade 12 pass rate obtained per academic year.
	Percentage of incarcerated offenders and those sentenced to correctional supervision who are involved in social work services per year.
	Percentage of inmates who are involved in psychological services per year.
	Percentage of inmates who benefit from spiritual services per year.
<b>PROGRAMME 4: CARE</b>	Percentage of inmates on Anti-retroviral therapy (ART).
	TB (new pulmonary) cure rate of offenders
	Percentage of inmates tested for HIV who know their result
	Percentage of therapeutic diets prescribed for inmates.
<b>PROGRAMME 5: SOCIAL REINTEGRATION</b>	Percentage of parolees without violations per year
	Percentage of probationers without violations per year
	Number of persons (parolees, probationers and awaiting trial persons) placed under the electronic monitoring system.
	Number of victims/ offended, offender, parolees and probationers who participated in restorative justice process (VOM and VOD).
	Number of parolees and probationers reintegrated back into communities through Halfway House partnerships.
	Number of service points established in community corrections.

**Table 4: Summary of performance per Region**

<b>Name of Region</b>	<b>Planned Targets</b>	<b>Targets achieved</b>	<b>Targets not achieved</b>
<b>Eastern Cape</b>	24	16	08
<b>FS/NC</b>	24	14	10
<b>Gauteng</b>	24	15	9
<b>Kwazulu Natal</b>	24	17	07
<b>LMN</b>	24	14	10
<b>Western Cape</b>	24	13	11

## Summary of Regional Performance: Q1 (2016/2017)

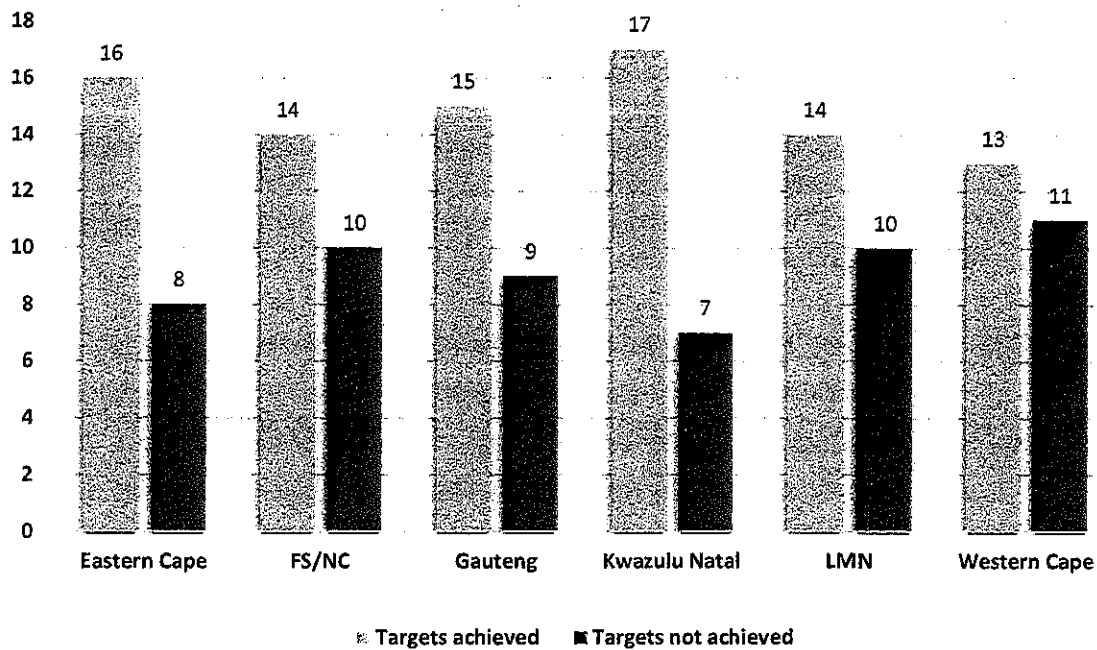


Figure 2: Summary of performance per Region

### 4.3. DCS Challenges in terms of achieving other targets and corrective measures per Programme

#### 4.3.1. Programme 1: Administration

In terms of Programme 1: Administration, the following 3 indicators were not achieved and reasons for non-achievement and corrective measures are included in the report. Mainly the challenge is on filling of vacancies and budget allocations. Department will continue to monitor implementation of corrective measures to ensure that going forward, the department achieves on the set targets.

- Percentage of officials charged and found guilty of corrupt activities
- Percentage of correctional facilities and community corrections offices where LAN Infrastructure is rolled out
- Percentage of Annual Performance Plan indicators for the department automated

### 4.3.2. Programme 2: Incarceration

DCS did not achieve on the following indicators measured quarterly

- Percentage of inmates who escape from correctional centres and remand detention facilities per year
- Percentage of inmates injured as a result of reported assaults in correctional centres and remand detention facilities per year
- Percentage of overcrowding in correctional centres and remand detention facilities in excess of approved capacity

**4.3.2.1.** In terms of **escape**, the department had a mass escape of ten (10) inmates in one incident in LMN region (Mogwase) which led to underachievement. In addressing the challenge, DCS will, amongst other initiatives, implement continuous 'in-service' refresher training for officials on security procedures and standards

**4.3.2.2.** In terms of **assaults**, there are high levels of gang activities and frustrations amongst inmates due to overcrowding. The other reason is that inmates lack life skills and resort to violence as a means of dealing with stress and unnatural environment of "prison life". Ongoing training of Emergency Support Teams in a range of modules including the use of force is going to be offered. Gang Management Framework is being implemented in various correctional centres.

Portfolio Committee on Justice and Correctional Services requested further information on the Breakdown of allegations such as assault, excessive force, torture, status of investigations and remedies implemented to prevent them in future. The following table provides information as per the request of Portfolio Committee.

#### 4.3.2.2.1. BREAKDOWN OF INFORMATION ON ASSAULT

The table below highlights a summary of allegations of assault, use of excessive force and torture within the DCS correctional facilities

**Table 5: Breakdown of information on Assault**

Type of information requested	Total no of Dept. Cases	No of Dept. Investigations finalized	No of Dept. Investigations outstanding
<i>Alleged assaults inmate on inmate</i>	720	384	336
<i>Alleged assaults official on inmate</i>	149	65	84
<i>Cases of torture as defined in the prevention and combating of torture act 13 of 2013</i>	0	0	0
<i>Use of excessive force</i>	6	3	3

#### 4.3.2.2. Remedial Actions to prevent future incidents

##### ❖ Alleged Assaults: inmate on inmate

Looking at the table above it is clear that assault of inmate on inmate is a serious challenge within the Department and affects matters of safety in centres as safety and security is essential for the success of rehabilitation process. There are currently 720 cases of assaults that took place across Regions and investigation on the 384 of these cases have been finalised while 336 cases are still outstanding. The following measures are being implemented:

- Offenders are sensitized to refrain from assaults.
- Disciplinary steps taken against perpetrators.
- Searching of cells and inmates are intensified.
- Staff made aware of new trends of smuggling and hiding unauthorized items.
- Admission/Placement/separation of ex-offenders is implemented.
- Separation of street gangs in addition to management of prison gangs.

- Removal of brooms and other authorized items that can be used as weapons after lock up.
- Presentation of conflict management programmes to offenders.
- Keeping offenders busy with recreational programs

The following are the remedial actions implemented by DCS in trying to minimise the issue of assault within the correctional centres:

- Launching of the Back-2-Basics campaign and Back-to-Basics training for security officials
- Formal training interventions led by HRD on:
  - Use of force
  - Conflict de-escalation and tactical communication
  - Prevention of Torture
  - Overall security awareness
- Gang management tools (for center level)
- Purchasing of various security equipment in line with the procurement plans
- Development of a discussion document towards an Integrated Security Strategy for the DCS which will be implemented upon approval.

#### ❖ **Alleged Assaults: official on inmate**

Although the Department continues to educate, train and sensitise officials on the use of force/ Minimum force and the Torture Act, there are still reported cases of assaults of officials on inmates. During the 1<sup>st</sup> quarter, 149 cases of assaults were reported, investigation on the 65 cases have been finalised, while investigation on 84 remaining cases are still outstanding.

#### ❖ **Use of excessive force**

The use of excessive force remains a major challenge and in order to minimise these incidence the Department refer these kinds of cases to

the SAPS for Investigation. During the quarter under review the six (6) cases were recorded, and out of these investigations, the three (3) cases reported were finalised while three (3) are still outstanding.

**4.3.2.3. Overcrowding** still remains a challenge within the Department. Section 35(2)(e) of the Bill of Rights encapsulated in the Constitution of the Republic of South Africa, states that offenders have the right 'to conditions of detention that are consistent with human dignity, including at least exercises and the provision, at state expense, of adequate accommodation, nutrition, reading material and medical treatment'. In 2015/2016 overcrowding was at 34% and remained the same even in the first quarter of 2016/2017. Correctional centres are on average,  $\pm$  34% overpopulated (2015/2016 financial year), whilst a number of individual centres are more than 100% overpopulated.

#### **4.3.2.3.1. MANAGEMENT OF OVERCROWDING**

The Department of Correctional Services and its partners within the criminal justice system would continue with its implementation of the developed multi-pronged strategy to manage overcrowding of correctional facilities. This multi-pronged strategy includes the following dimensions:

- Managing levels of Remand Detainees (RD's) through IJS Case Management Task Team & Inter-Sectoral Committee on Child Justice;
- Managing levels of sentenced inmates through improving effective & appropriate use of conversion of sentence to community correctional supervision, release on parole, & transfers between correctional centres to attempt to establish some degree of evenness of overcrowding;
- Ensuring progress with DCS capital works programme to upgrade correctional facilities & to build new correctional centres that are both cost effective & rehabilitation oriented;
- Encouraging debate in South Africa about reason for incarceration as a sentence & encouraging an approach to

appropriate sentencing that is focused on facilitating rehabilitation;

- Enhancing community correctional supervision so that it can be better utilized as an appropriate sentence for less serious crimes;
- Improving correction & development programmes within DCS to ensure enhanced facilitation of rehabilitation that targets offending behaviour;
- Encouraging improvement of first & second levels of correction in family & social institutions & social & economic sector government Departments respectively to decrease rate of entry into criminal justice system; and
- Encouraging community involvement in social reintegration of offenders back into their community in order to assist in reducing levels of repeat offending.

The collaborative implementation of this strategy culminated in that the levels of overcrowding have been reduced from 63% in 2004 to 34% in 2015. Despite these great improvements, overcrowding and incarceration rates remain unacceptably high at 34% requiring intensification of programmes undertaken and more innovative solutions.

An integrated strategy for down managing overcrowding incarceration rates include strengthening of programmes aimed at rehabilitation and correction of offending behaviour, optimizing of diversion programmes, introduction of electronic monitoring of parolees, probationers and offenders that pose less danger to society, as well as allowing people to await the outcome of their trial in their community, allowing them to keep their jobs and family connections and implementation of legislation which targets remand detainees in detention for longer than 2 years.

In short, South Africa is succeeding in defeating international trends because, while the world offender population increased by between 25-30% over the last 15 years, South Africa reduced the inmate population by 14% since 2004.



DCS is measuring the number of persons (parolees, probationers and awaiting trial persons) placed under the Electronic Monitoring System (EMS) aimed at targeting 1000 persons in line with contractual obligations for the period of five (5) years from 01 July 2014 – 30 June 2019. For the first quarter of 2016/2017, one hundred and sixty nine (169) offenders were placed under the electronic monitoring system. The main reasons for the low number of offenders on Electronic monitoring is due to, amongst others, faulty devices that were sent for repairs. Motivation for possible increase of tags was submitted to IJS Board for their consideration.

Overcrowding within the Department is a challenge as it also contributes towards an increase of assaults due to high levels of gang activities and frustrations amongst inmates. The Department would ensure that Back-2-Basics campaign and management supervision are effectively infused into daily operations management responsibilities at center level. Continuous training will also be implemented to security officials including Emergency Support Teams.

#### **4.3.3. Programme 3: Rehabilitation**

The department had a challenge on the Number of offenders who participate in Educational programmes per the Daily Attendance Register per Academic Year (AET only). The challenge was on the implementation of the Technical Indicator Description (TID), that is, the method of calculation which was implemented inconsistently across Regions. The performance indicator owner will continue implementing capacity development sessions on the application of correct method of calculation to ensure consistency.

#### **4.3.4. Programme 4: Care**

All targets set under Programme 4 were achieved in the first quarter. The following additional information were requested by the Portfolio on Justice and Correctional Services.

##### **4.3.4.1. Summary of natural deaths reported on correctional facilities per quarter**

The table below highlights a summary of number of natural deaths reported during the period of April to June 2016.

Table 6: Statistics on the number of natural deaths for the period of April to June 2016.

Number of natural deaths	April 2016	May 2016	June 2016	Quarter 1	Causes of deaths
	32	33	36	101	Natural causes (Still awaiting actual causes of deaths from Information Management)

**4.3.4.2. Summary on the status of medical parole application for the period of April to June 2016.**

The table below indicates Number of applications for medical parole reported during the period of April to June 2016.

Table 7: Summary on the status of medical parole application for the period of April to June 2016.

Number of applications for medical parole	April 2016	May 2016	June 2016	Quarter 1	Status
	07	05	05	17	Recommended=05 Not recommended=01 Waiting to be examined by the MPAB members=04 Died=05 For review=02

**4.3.5. Programme 5: Social Reintegration**

The following three (3) indicators were not achieved

- Number of persons (parolees, probationers and awaiting trial persons) placed under the electronic monitoring system. For the first quarter, the department targeted to put 250 offenders under electronic monitoring. But due to various reasons highlighted in the report, the first quarter was not achieved.
- Number of victims/offended, parolees and probationers who participated in restorative justice processes (VOM and VOD). Lack of interest from offenders and parolees to meet with victims and participate in VOD and VOM contributed to non-achievement. DCS appointed Social Auxiliary Workers to assist in tracing and preparing victims to participate in the programme. There will be intensive marketing on the importance of the programme and the benefits thereof to both communities and the offenders
- Number of parolees and probationers reintegrated back into communities through Halfway House partnerships was not achieved due to delays in procurement processes in other Regions where there are no halfway houses.

## **5. CONCLUSION**

The Department remained vigilant in ensuring that performance of the department continues to improve. The lessons learned during the previous financial year are continuously effected in order to realise the strategic goals of the department.

