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## **Department of Correctional Services Budget Vote 18**

### **1. Introduction**

The purpose of this document is to:

- Identify the relationship between the priorities of government as identified in the State of the Nation Address of 2008, and the Correctional Services Budget Vote of 2008/09.
- Contextualise the Correctional Services Vote within the broader framework of the Budget as a whole, with specific focus on the Justice and Protection Services Cluster.
- Identify the key aspects of the Budget Vote for the Department of Correctional Services for 2008/09 and the Medium Term Expenditure Framework (MTEF).
- Highlight the relationship between the priorities identified in the Strategic Plan of the Department of Correctional Services (2008/09-2012/13) and the Correctional Services Budget for 2008/09.

### **2. Government's Priorities for 2008**

#### **2.1 2008 State of the Nation Address**

The President outlined the Government's priorities for the 2008 in his State of the Nation Address. The following focus areas for 2008 in the area of Correctional Services were highlighted:

- To focus on the issue of repeat offenders
- To further implement the Victim's Charter
- Transformation and revamping of the criminal justice system, in particular by the establishment of co-ordinating and management structures.

A number of broader issues are also relevant to the area of Corrections. These issues include:

- Filling of critical vacant positions
- The improvement of services provided to vulnerable groups such as women and youth.

It is important to ensure that financial support for the implementation of these priorities is reflected in the 2008/09 Budget of the Department of Correctional Services (DCS).

### **3. The Correctional Services Budget in Context**

The Department of Correctional Services received R11, 67 billion for the 2008/09 financial year. This amounts to 2% of the total budget.

The Department of Correctional Services received 13.1% of the total allocation for the Justice, Crime Prevention and Security Cluster, which includes the Departments of Correctional Services, Defence, Justice and Constitutional Development, Safety and Security and the Independent Complaints Directorate. It received 13.9%



of the total Justice and Protection Cluster allocation in 2007/08 and thus its percentage of the total allocation for the cluster has thus remained static compared to the previous year. In 2008/09 this cluster receives a total of R88.8 billion which reflects 15 % of the national budget.

| Justice, Crime Prevention and Security Cluster | 2008/09<br>(R'000) | % of Cluster Vote |
|--|--------------------|-------------------|
| Correctional Services                          | 11 671 834         | 13.1 %            |
| Defences                                       | 28 233 155         | 31.8%             |
| Independent<br>Complaints Directorate          | 98 497             | 0.1%              |
| Justice and Constitutional<br>Development      | 8 341 432          | 9.4%              |
| Safety and Security                            | 40 453 243         | 46%               |
| <b>Total for Cluster</b>                       | <b>88 798 161</b>  |                   |
| <b>Total Budget</b>                            | <b>611 095 906</b> | 15%               |

#### 4. Strategic Objectives and Goals of the DCS

According to the Department, key Strategic Priorities for funding for 2008/09 and the MTEF include:

- Seven-day establishment and job refinement and enhancement
- Infrastructure development
- Phased implementation of the Offender Rehabilitation Path
- Phased implementation of the Reintegration Action Plan
- Remand detention project

#### 5. Analysis of the 2008/09 Budget

##### 5.1. Broad Expenditure Trends

The table below indicates that for 2008/09, the budget for the DCS has increased by R287 million (2.5%) in nominal terms<sup>1</sup> in comparison to 2007/08. It must be noted that this increase is a comparison of the 2008/09 allocation with the adjusted appropriation of the previous year. In actual fact, the DCS was allocated R12 billion in the 2007/08 financial year but it could not exhaust all the funds, and therefore its adjusted appropriation was only R11.38 billion for that year. If one compares the voted funds allocation for 2008/09 then it becomes clear that there was a decrease of R355 million in comparison to 2007/08.

|                    | 2007/08<br>(R'000) | 2008/09<br>(R'000) | 2009/10<br>(R'000) | 2010/11<br>(R'000) |
|--------------------|--------------------|--------------------|--------------------|--------------------|
| Vote 18            | 11 384 409         | 11 671 834         | 12 652 464         | 15 250 400         |
| Nominal % increase |                    | 2.5%               |                    |                    |

Additional allocations to the Department for the 2008/09, 2009/10 and 2010/11 are for:

<sup>1</sup> Excluding inflation.



- Staffing the new Kimberley Correctional Centre
- Implementing the 2007 Public Service Co-ordinating Bargaining Council Agreement on improvements in salaries and other conditions of service
- Provision of additional bed space through construction of five Public Private Partnership (PPP) correctional centres.

The following details the total allocations for 2008/09 in terms of infrastructure and training:

- Infrastructure: R679, 9 million which has been substantially reduced from R1, 2 billion in the previous year. This includes R300 million allocated for staffing costs at the new prison under construction in Kimberley over the medium term.
- Training: R84 million which has also been substantially reduced from R130 million in 2007/08

The following table illustrates the proportion of the total DCS budget for each programme and whether these programmes increased or decreased in 2008/09 in comparison to the previous year.

| Programme               | 2007/08<br>(R'000) | 2008/09<br>(R'000) | Nominal increase/<br>Decrease | Percentage of total<br>Budget per<br>programme for<br>2008/09 |
|-------------------------|--------------------|--------------------|-------------------------------|---|
| Administration          | 2 874 543          | 3 111 582          | 8.25%                         | 27%   |
| Security                | 3 444 847          | 3 873 242          | 12.4%                         | 33%   |
| Corrections             | 1 091 580          | 1 064 678          | -2.5%                         | 9.1%  |
| Care                    | 1 291 561          | 1 394 735          | 8%                            | 12%   |
| Development             | 394 348            | 396 615            | 0.6%                          | 3.4%  |
| Social<br>reintegration | 371 356            | 386 538            | 4.9%                          | 3.3%  |
| Facilities              | 1 916 174          | 1 444 444          | -25%                          | 12.4%   |

Security and Administration remain the largest two programmes in the budget. These two programmes account for 60% of the total budget and receive the highest increases of 8.25% and 12.4% respectively for 2008/09. A cause for concern is that the Corrections Programme, which provides for needs-based correctional sentence plans and interventions, and targets the correction of the offending behaviour of offenders, has been decreased by 2.5%, and only accounts for 9.1% of the total budget. In the previous year this programme was the only programme which received a sharp increase of 61.3% and accounted for 11.5% of the total budget. The Care Programme received the third largest increase of 8% in the 2008/09 budget in comparison with a 13.4% increase in 2007/08.

The Facilities Programme, as in the previous year, is the only programme apart from Corrections which received a substantial decrease in allocation of 24.6%. This is due to the fact that five out of the six new generation prisons to be built will be procured using the PPP model, which means that the Department does not need to budget upfront for the building of these prisons. R2.9 billion has been added to the baseline of the DCS, mostly to provide for additional accommodation for offenders. R1.7 billion is also made available for additional bed





spaces through the construction of five PPP Correctional Centres, and R300 million for staffing the new Kimberley Correctional Centre currently under construction. An amount of R513 million was allocated in the 2007 Adjusted Estimate of National Expenditure to complete this construction. The construction of this prison is expected to be completed by February 2009.

Whereas in 2007/08 the budget for the DCS increased by 9% compared to the previous year, this year the Department has seen an increase of only 2.5% as compared to 2007/08. In actual fact, if one looks at the real percent change in the 2008/09 budget, one can observe a decrease in the DCS budget of 4.3%. Given the above picture, it is difficult to understand how the DCS will implement all the policies which, as is stated in its 2008 Strategic Plan, will be implemented in the 2008/09 financial year.

## 5.2. Programme allocation

### 5.2.1. Programme 1: Administration

|                             | 2007/08<br>(R'000) | 2008/09<br>(R'000) |
|-----------------------------|--------------------|--------------------|
| Programme 1: Administration | 2 874 543          | 3 111 582          |
|                             |                    | 8.3%               |

This programme provides the administrative, management, financial, ICT, research, policy coordination and good governance support functions necessary for all service delivery by the Department and in support of the functions of the Ministry. This is the second largest programme in the Department in terms of the budget allocation and has been increased by 8.3% compared to the 2007/08 financial year. This programme receives 27% of the total DCS budget. An increase in this programme can be ascribed to a substantial increase in ICT over the medium term period. A decrease is visible in travel and subsistence from R148 525 in 2007/08 to R130 951 in 2008/09. Other decreases are visible in communication and protective clothing and uniforms.

Key aspects under this programme include:

- The number of full time personnel is set to increase by 1 097 (from 48 479 in 2007/08 to 49 576 in 2008/09). This increase will assist with the implementation of a 7-day-4 shift system which is set to be finalised in April 2008. The average vacancy rate of 7% will be maintained and in addition the average turnaround time for the filling of vacancies will be reduced to 120 days. The numbers of interns are to be increased to 5% of the total establishment. This number will be increased from 1 000 (2007/08) to 1 700 (2008/09).
- The Integrated Human Resource Strategy is a five-year strategy (2006-2011) to address human resources issues in the Department, covering areas such as recruitment and retention of staff, training and retraining, career management and employment equity.
- The Remand Detainee and Offender Management System (RDOM) will assist in sharing and improving inter-operability between government departments in the JCPS Cluster. It will also assist by preserving information electronically so that it is available to JCPS officials who need to access it. The safe-keeping of documents will also be improved, thereby reducing lost documents and corruption.



- Other focus areas include: Approved organisational structure which is aligned to the post establishment. Critical posts identified are funded in consultation with finance. A new career pathing model based on Public Service directives will be implemented. The Performance Management Policy and Systems will be revised and implemented for DCS employees.

#### Comments and Questions

- In its 2007/08 Strategic Plan, the Department indicated that it is planning to maintain the average vacancy rate of 5% in the medium term. However, in its 2008/09 Strategic Plan, the Department indicates that it wants to maintain an average vacancy rate of 7%. What informs this decision to reduce the target?
- In terms of the 2007/08 Strategic Plan the Department wants to maintain the average turnaround time for filling of vacancies at 90 days (3 months), The 2008/09 Strategic Plan indicates that it wants to reduce the average turnaround time for filling of vacancies at 120 days (6 months). What informs the increase in time for filling of vacancies from 90 to 120? It should, however, be noted that this is in line with the 2008 State of the Nation Address which requires all critical vacancies to be filled within 6 months.

#### 5.2.2. Programme 2: Security

|                             | 2007/08<br>(R'000) | 2008/09<br>(R'000) |
|-----------------------------|--------------------|--------------------|
| Programme 2: Security       | 3 444 847          | 3 873 242          |
| Nominal percentage increase |                    | 12.4%              |

The allocation for the Security Programme increases by 12.4% in comparison to 2007/08 when it increased by almost 6%. This is the programme which has received the highest increase of all the programmes and accounts for 33% of the total budget for DCS. The bulk of the budget (91%) in this programme goes to employee's compensation.

Key measures being taken to improve security in prison include:

- Development and implementation of a comprehensive security management plan to improve detention and working environment for offenders and staff (including service providers) and the public.
- Implementation of the anti-gang strategy, the roll-out of security access control and fences to 8 additional sites and the use of metal detectors and x-ray scanning technology.

#### Comments and Questions

- In the 2007/08 Strategic Plan, the Department indicated that it intended to reduce the incidence of escapes by 10% compared to the previous year. Has this been achieved? If not, what are the challenges in this regard?
- Has the Department been able to develop a 5-year comprehensive security management plan, and what are the budget implications for this plan over the medium term?



- Was the Department able to establish security information units and what is the main purpose of such units?
- Has the anti-gang strategy been piloted yet? If so, what are the results?

### 5.2.3. Programme 3: Corrections

|                             | 2007/08<br>(R'000) | 2008/09<br>(R'000) |
|-----------------------------|--------------------|--------------------|
| Programme 3: Corrections    | 1 091 580          | 1 064 678          |
| Nominal percentage increase |                    | -2.5%              |

This programme has been decreased by 2.5% as compared to 2007/08. A substantial decrease in this programme is visible under goods and services. The Corrections programme is one of the most important programmes in terms of the rehabilitation of offenders. This programme is responsible for identifying the needs of individual offenders in terms of ensuring that they then participate in programmes that target these needs. The provision of targeted programmes rests on these assessments and plans. In the light of the priority to target recidivism, stated in the 2008 State of the Nation Address, it thus becomes problematic that funding for this programme has in fact decreased.

Key aspects under this programme:

- Phased implementation of Offender Rehabilitation Path (ORP). The process to implement the ORP which outlines the framework for Institutional structure and programmes for managing each offender's term of incarceration has been completed, and communication strategies and training manuals have been prepared. The training and orientation of custodial personnel is said to begin in April 2008 and the roll-out of the ORP is said to begin in October 2008. In order to realise this, the following tools have been developed: Offender Profile, Admission Security Risk Classification Tool, Correctional Sentence Plan, Correctional Sentence Plan Revision Framework, and the Comprehensive Risk and Needs Assessment Tool.
- Remand Detention System Project. Dedicated Remand detainee facilities will be established in each region and aligned to the location of Courts.

### Comments and Questions

- The budget for this programme has been decreased compared to the 2007/08 budget. What can this decrease be ascribed to and how will the decrease impact on the implementation of the White Paper?
- Why is there such a sharp decrease in the budget as compared to last year's increase of 61%?
- The 2008/09 Strategic Plan indicates the implementation of Unit Management including implementation of the structured day programmes and 3 meals a day in Centres of Excellence and also in 51 other correctional centres. Are these targets realistic given the reduction in the budget for this programme? Is there sufficient staff at these identified facilities to ensure effective implementation of the above?
- How many custodial staff will be trained in April 2008 with regard to implementation of the ORP? Is this number sufficient for implementation? Is the process on track for rollout in October 2008?





- Will it be possible to install video postponement equipment in 22 facilities (as indicated in the 2008/09 Strategic Plan) with the budget allocated to this programme?
- What is the percentage of the Remand Detainee children removed from correctional facilities to secure care facilities to date?
- Has the Department established dedicated remand detention facilities in each region at this stage? The ENE (2008/09) indicates that ten dedicated remand detention facilities have been identified and will accommodate 50% of the awaiting trial population. Where are these facilities situated? How many detainees will each facility accommodate? How many of these facilities will accommodate women, youth and children? Are there plans to expand these facilities in future? What are the costs of the establishment of these dedicated remand centres? Have allocations been given to the Department to cover these costs, bearing in mind that the responsibility of remand detainees is generally seen to be an intersectoral responsibility?

#### 5.2.4. Programme 4: Care

|                             | 2007/08<br>(R'000) | 2008/09<br>(R'000) |
|-----------------------------|--------------------|--------------------|
| Programme 4: Care           | 1 291 561          | 1 394 735          |
| Nominal percentage increase |                    | 8 %                |

This programme is increased by 8% in comparison to the 2007/08 budget. Increases in the Care Programme are largely due to the implementation of the three meals a day system and the comprehensive HIV/Aids programme which is being implemented nationally. In the medium term period, substantial increases in the compensation of professional staff is visible (from R525 million in 2008/09 to R597 million in 2010/11 and this is mainly to attract and retain professional staff such as nurses, doctors and pharmacists.

Key initiatives under this programme:

- 100% access to comprehensive HIV/Aids programmes and services for offenders
- Final year university students are targeted for community service as part of initiatives to address shortages of professional staff.

#### Comments and Questions

- The Department is engaged in partnership with external service providers to facilitate needs-based care programmes. Have all of these external service providers been quality assured? What is the impact of these partnership on the budget?
- In the 2007/08 Strategic Plan, the implementation of compulsory development and care programmes was to be piloted in 6 Centres of Excellence. What are the results of this pilot project and at which centres were the programmes piloted?
- Critical shortages of social workers, psychologists and health workers remains a problem. How many medical doctors are there currently in the Department and what steps have been taken to attract these professionals to DCS? How many community service psychologists are there currently in the DCS, and what steps have been taken to increase the number of interns?



- What impact does the shortage of psychologists and social workers have on the ability of DCS to rehabilitate offenders? How have these services been addressed in term of capacity at the Centres of Excellence, in other words what are the relative shortages of these professionals at Centres of Excellence versus the other centres?
- What role does money (i.e. the ability of the DCS to offer attractive remuneration packages to these professionals) play in the shortages of these categories of staff? Can the budget play any role in attracting these professionals and what are the constraints in this regard?

#### 5.2.5. Programme 5: Development

|                             | 2007/08<br>(R'000) | 2008/09<br>(R'000) |
|-----------------------------|--------------------|--------------------|
| Programme 5: Development    | 394 348            | 396 615            |
| Nominal percentage increase |                    | 0.6%               |

This programme has been increased by 0.6%, which is a relatively small amount. If one looks at the real percentage change, a decrease of 6.9% is visible. This programme only accounts for 3.4 % of the total budget. The annual report (2006/07) indicated that only 24 469 offenders were participating in educational programmes against the target of 25 000.

Key aspects under this programme:

- Implementation of Comprehensive Offender Skills Development Plan to enhance the skills utilisation and employability of offenders
- The quality assurance process of external service providers will continue.

#### Comments and Questions

- Increasing the number of offenders participating in formal education and other skills development programmes, as part of development will go a long way in addressing the issue of repeat offenders as raised in the 2008 State of the Nation Address. However, the small amount allocated to this programme is a serious concern. How will the Department realise the priority of Government with such a small percentage increase?
- In trying to address the shortages of professional staff, in this case teachers, will the Department be able to attract and retain scarce skills with this budget?





### 5.2.6. Programme 6: Social Reintegration

|                             | 2007/08<br>(R'000) | 2008/09<br>(R'000) |
|-----------------------------|--------------------|--------------------|
| Social reintegration        | 371 356            | 386 538            |
| Nominal percentage increase |                    | 4.9%               |

This programme increased by 4.9% in comparison with 2007/08. In real terms a decrease of 2.8% is visible. This programme accounts for 3.3% of the total budget for the Department.

Key aspects of this programme:

- Provision of services which facilitate reintegration and acceptance of offenders into the community.
- The Department has developed a comprehensive framework and policy on social reintegration which is in line with the White Paper on Corrections and the new Strategic direction of the Department.
- Phased implementation of Social Reintegration Action Plan. This project aims to create a common understanding of social reintegration among all stake holders, supported by systems and processes for the effective monitoring and supervision of parolees and probationers, and to promote the use of community-based sentence options to deal with offenders.

#### Comments and Questions

- In the 2007/08 Strategic Plan, the Department indicated the intention to train 52 Vice-Chairpersons and 12 newly appointed Chairpersons of the Parole Boards. Has this been achieved?
- The Department has indicated the intention to introduce Electronic Monitoring in the near future. Are there plans to increase this budget in the near future? What are the costs?
- How does the Department plan to reduce the number of parole violators by 2% from the average baseline of 11 000. What impact will this plan have on the budget? Are there sufficient staff to monitor and track parolee and probation violators?
- An audit of accredited service providers who render reintegration programmes was to be conducted in 2007/08. Was this conducted? If so, what are the results? And who are these service providers?
- What steps is the Department taking to promote community-based sentencing by the courts? What steps is it taking to improve community corrections, and thus increase the trust in this sentencing option by the courts?
- Effective functioning of the parole boards is important in terms of priorities identified in the 2008 State of the Nation Address to ensure effective implementation of the Victim's Charter. What steps have been taken by the Boards to increase victim representation at parole board hearings? What are the cost implications for DCS, and is there a criteria in evaluating whether victims appear before the boards?



#### 5.2.7. Programme 7: Facilities

|                             | 2007/08<br>(R'000) | 2008/09<br>(R'000) |
|-----------------------------|--------------------|--------------------|
| Programme 7: Facilities     | 1 916 174          | 1 444 444          |
| Nominal percentage increase |                    | -26.6%             |

The allocation to this programme decreases by 26.6% in 2008/09 in comparison to 2007/08. This programme accounts for 12.4% of the total budget. There is an increase of allocation in the medium term especially in 2010/11 as a result of the five planned new generation prisons to be procured through PPP.

Key areas under this programme:

- Construction of new prisons. The construction of the Kimberley new generation prison is under way and the expected date of completion is February 2009. An amount of R300 million is made available for staffing of this prison. 53 parole board offices are planned to be completed by the end of 2008/09. Major renovations are done country-wide to improve existing facilities for low risk category offenders.
- PPP prisons. The allocation for the two prisons in Bloemfontein and Limpopo increases from R602 million in 2007/08 to R639 million in 2008/09, which translate to a 6.1% increase in comparison to the previous year. Other five new generation prisons will be built using the same PPP model.

#### Comments and Questions

- What are the costs of the 53 parole board offices? Will they be completed in 2008/09 as stated?
- How will the procurement of the new Head Office affect the budget in the medium term period? What are the costs of the new Head Office?
- According to the Strategic Plan (2007/08), all Centers of Excellence were to be audited for compliance with minimum facilities requirements. How many of these centers have been audited so far? And what are the results of the audit?

#### 4. Conclusion

The budget for the DCS has seen a decrease in real terms if compared to the previous year, and this is mainly due to a substantial decrease of 26.6% in the Facilities programme. Reductions in the budget in real terms, in light of the Government priorities to reduce repeat offending is a concern. In order to address repeat offending there should be a major focus on rehabilitation of offenders and this can only be done if there is a conducive environment for rehabilitation to take place through additional accommodation, and other measures including a concerted focus on Development and Corrections. It remains to be seen whether the Department will be able to implement most of its priorities.



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