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REPORT OF THE AUDITOR-GENERAL ON A PERFORMANCE AUDIT OF
THE REPAIR AND MAINTENANCE OF CORRECTIONAL CENTRES AT THE
DEPARTMENT OF CORRECTIONAL SERVICES
[RP121/2008]

SCOPA BRIEFING

1. EXECUTIVE SUMMARY

The purpose of this briefing note is to provide an insight by the Auditor-General into the issues resulting from the performance audit of the repair and maintenance of correctional centres at the Department of Correctional Services (department).

The audit was performed on the management measures in place at the department and the Department of Public Works (DPW) to ensure that correctional centres were sufficiently and consistently maintained. Various factors such as a lack of communication and insufficient definition of roles and responsibilities however impacted negatively on the department and the DPW in executing their roles in providing well-maintained infrastructure. The report demonstrated that the measures were not in place to ensure that the correctional centres were sufficiently and consistently maintained which resulted in inefficient service delivery, non-compliance with legislation, health risks and maintenance not being done in a cost effective way.

2. OVERVIEW

2.1 Repair and maintenance programmes

In 2000 the Minister of DPW indicated that one of the biggest challenges was to reverse the downward spiral of the government maintenance backlog that was at that stage R10billion. As a strategic response to this problem the DPW rolled out a repair and maintenance programme (RAMP) at the department as a priority due to the major problems experienced owing to the poor condition of correctional centres. Private companies from the construction and related industries were invited to tender for RAMP projects. These contracts included an initial repair phase, during which the facilities were repaired to a functional state, followed by a maintenance phase.

However, in March 2005, the department issued an instruction to the DPW indicating that no new RAMP were to be planned under the capital budget, as repairs and maintenance would in the future be funded from the planned maintenance budget.

Approval for 179 new contracts for mechanical and electrical projects at the correctional centres was accordingly withdrawn with immediate effect. Contracts for the RAMP under the capital budget could however continue until their expiry dates, but no new contracts could be entered onto under the capital budget.

2.2 Judicial Inspectorate

The Judicial Inspectorate of Correctional Centres (Judicial Inspectorate) is an independent body established to monitor the conditions in correctional centres and the treatment of inmates. In the Judicial Inspectorate's 2005-2006 annual report, it was reported that 18 799 condition-related complaints had been lodged by inmates.

2.3 Overcrowding

Overcrowding in South African correctional centres is a reality that has to be dealt with on a daily basis and has a negative effect on the condition of the correctional centres.

3. SCOPE

The performance audit focused on the repair and maintenance programmes instituted for the correctional centres of the department. During the planning phase of the audit, Baviaanspoort, Zonderwater and the repair and maintenance programme call centre were visited to gather information about the processes in place.

The report disclosed the audit findings based on procedures performed on information received from the department and the DPW and during visits to the following correctional centres:


Barberton	Kroonstad	Pollsmoor
Boksburg	Krugersdorp	Port Elizabeth (St Albans)
Brandvlei	Mafikeng (Rooigrond)	Potchefstroom
Johannesburg	Patensie	Viljoenskroon (Groenpunt)

At these centres, the audit team focused on the negative effects on the conditions of the correctional centres in mainly the following areas of repair and maintenance:

- Buildings and civil
- Mechanical and electrical (including security systems)
- Wet services (sewerage and dams)

4. KEY FINDINGS

The audit revealed shortcomings with the repairs and maintenance of correctional centres at the department. At the majority of the correctional centres visited there were problems observed in all of the repairs and maintenance areas mentioned above. The most concerning was however the extent of the problems observed in critical areas e.g. sewage works, security systems, kitchens and boilers. Among others, the report highlighted the following findings:

REPORT REFERENCE	FINDING	ROOT CAUSE
Paragraph 6.1, page 4	<p>3.1 INEFFECTIVE COMMUNICATION AND LACK OF ACCOUNTABILITY</p> <p>3.1.1 Ineffective communication, co-ordination and accountability between the role-players contributed to inefficient service delivery and extensive delays were experienced at several correctional centres. The service level agreement drafted between the department and the DPW had never been signed due to consensus not being reached on the content.</p>	Structures and responsibilities of the role-players were not clearly defined.
Paragraph 6.2, page 5	<p>3.2 DETERIORATION OF FACILITIES</p> <p>3.2.1 Correctional facilities deteriorated to the extent that it had a negative impact on:</p>  <p><i>This kitchen roof, which was not included in the contract with the RAMP contractor, was in a very poor condition.</i></p> <ul style="list-style-type: none"> • Compliance with legislation 	A lack of dedicated repairs and maintenance plans for each correctional centre.

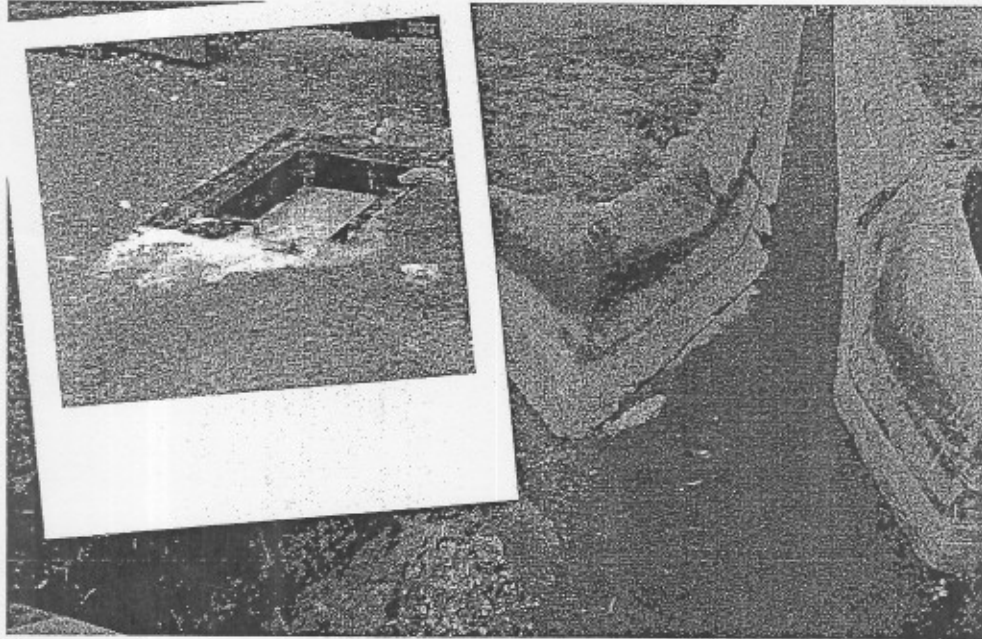
Boilers

Several instances of non-compliance with Occupational Health and Safety Act regulations were observed and a number of inspection-, manufacture- and registration certificates were not kept on premises and could not be provided to the audit team. Insufficient compliance with boiler legislation could increase the risk of boiler explosions and put lives of members and inmates at risk.

Water and sewerage

Several instances of non-compliance with the Water Act was identified for example where sewage and waste leaked into storm water drains, contaminating adjacent rivers and sewage overflowing into correctional centres posing a health risk

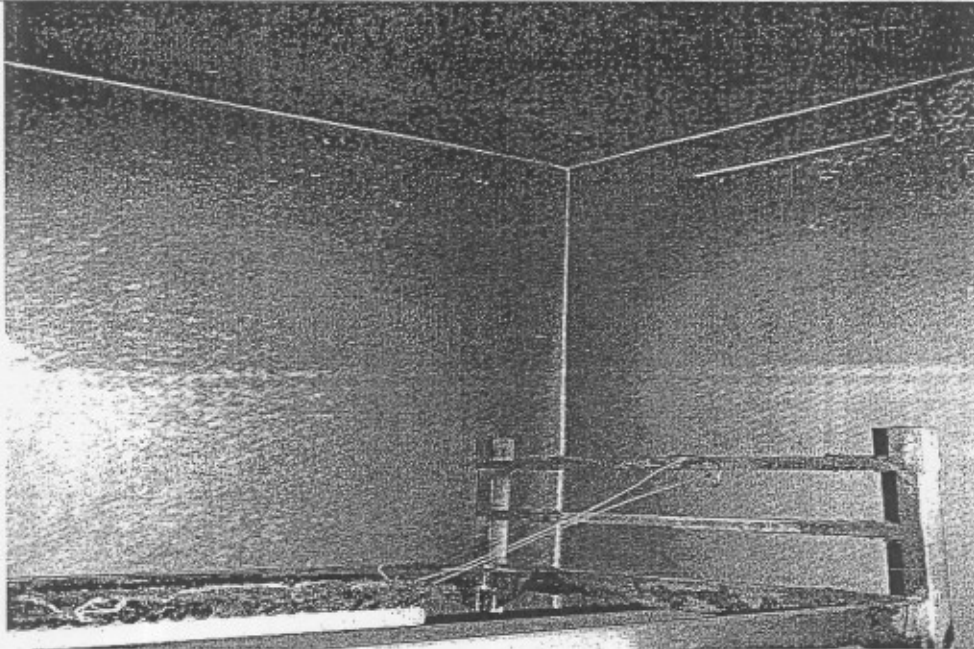
Refer to the photograph below:



Sewage as well as other waste was found to be leaking into the storm water drain, causing a health risk.

Fire-fighting equipment

Instances were found where equipment had not been serviced for two to three years and damaged fire-fighting equipment or the lack thereof was observed.



Fire extinguishers had been removed for servicing, but no temporary fire extinguishers had been provided. During this period a fire broke out in this cell at one of the correctional centres and the inmate sustained serious burns

- **Security risks**

At several centres visited the security fences were not included in the RAMP contracts and were not maintained as intended and security cameras and doors were out of order.

- **Cost effectiveness of repairs and maintenance**

Action was not always taken in good time to limit repair costs

- **Utilisation of facilities**

Areas within centres could not be utilised due to poor condition of facilities. For example, at one of the correctional centres visited, even though the centre was overcrowded, an entire section that could accommodate more than 100 inmates as well as a number of individual cells could not be utilized due to the non-operational cell-locking system and security cameras.

3.2.2 There was no clear understanding between role-players as to what the situation would be when the RAMP contracts on critical areas expired and at some centres where boiler RAMPs had expired, contractors left premises without any maintenance arrangements having been made. This resulted in boilers not being maintained for considerable periods of time and emergency calls made by DCS staff resulted in temporary arrangements being made.

A lack of dedicated repairs and maintenance plans as well as insufficient communication and coordination.

Paragraph 6.3,
page 11

3.3 QUALITY OF MATERIALS

3.3.1 Maintenance planning did not always take into account the effects of overcrowding on the condition of the facilities. The quality of materials used was therefore inadequate and contributed to the state of disrepair within the centres.



Copious amounts of water were constantly pouring from the taps and down walls.

Maintenance planning was not adequately aligned with the strategic planning for the usage of facilities.

Paragraph 6.6,
page 15

3.4 BUDGETING AND MONITORING

3.4.1 Due to inefficient budget planning and monitoring, together with delays and ineffective communication and accountability arrangements, the allocated budgets were under spent and expenditure was approved at period-end to make use of surplus funds. RAMPs were therefore not consistently prioritised and funds utilised ineffectively.

Elements of control have not been developed and documented.

DCS: Capital expenditure (including repairs and maintenance)

Financial year*	Allocation R	Expenditure R	Over/(under) expenditure R	Expenditure as a percentage of allocation
2004	830 262 000	910 579 302	80 317 302	110%
2005	838 950 000	789 189 150	(49 760 850)	94%
2006	641 161 231	520 431 532	(120 729 699)	81%
2007	947 934 204	707 040 106	(240 894 098)	75%
Total	3 258 307 435	2 927 240 090	(331 067 345)	90%

* The allocated and expended amounts received from the DPW for 2008 (unaudited) indicated a further under spending of R 342 582 748 for the year, resulting in an overall expenditure as a percentage of allocation for 2004 - 2008 of 83%.

Paragraph 6.7, page 16	3.5 COMMUNICATION CHANNEL FOR COMPLAINTS 3.5.1 There was no formal channel for communicating complaints regarding repairs and maintenance received by the Judicial Inspectorate of correctional centres to the DCS facilities staff at the correctional centres concerned. The DCS staff was therefore not always aware of the condition-related complaints lodged at the Judicial Inspectorate.	Structures and responsibilities of the role-players were not clearly defined.
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