



# Republic of South Africa

## Judicial Inspectorate for Correctional Services

Private Bag X9177, Cape Town 8000 Tel: +27 (0)21 421 1012/3/4/5 Fax: +27 (0)21 418 1069 <http://judicialinsp.pwv.gov.za>

---

Presentation to the Parliamentary Portfolio Committee on Correctional Services in regard to the budget allocated to Vote 18: Correctional Services

### ***Introduction***

The Judicial Inspectorate for Correctional Services (JICS) has, since its establishment in 1998, received an annual invite from the Portfolio Committee to participate in these public hearings on the budget allocated to the Department of Correctional Services (DCS) under Vote 18. For this we are very grateful.

We regard these hearings, and more particularly the process of open and often robust debate about the DCS budget as an important opportunity to influence the strategic direction of DCS. Please allow me, with the greatest of respect, to emphasize that the approval of the budget by the Portfolio Committee remains the most effective manner in which this committee can ensure improved service delivery within DCS. The budgetary process is a powerful lever in the hands of the Portfolio Committee which can and should be used to ensure that DCS is steered in the right direction.

Therefore, Mr. Chairperson, I hope that our suggestions and our comments will add some value to the important work of this Committee.

### ***General***

The total budget to be appropriated for the Department of Correctional Services for the 2009/10 financial year amounts to R13 238 600 000<sup>1</sup>. This means an expenditure of about R36 million per day to secure and care for the 112 618 inmates currently serving a term of imprisonment in our correctional centres as well as the 49 477 people who are kept as awaiting-trial detainees.

The first observation we make on the budget concerns the rate of growth. The revised estimate of expenditure<sup>2</sup> for DCS in the 2008/2009 financial year amounts to

---

<sup>1</sup> 2009 Estimates of National Expenditure Vote 18

<sup>2</sup> 2009 Estimates of National Expenditure, page 392

R12.3 billion. The nominal growth rate between the actual expenditure of this financial year and the budget allocated to the next financial year therefore amounts to 7.3% which, if discounted against the current headline inflation estimates of 6.7%<sup>3</sup>, amounts to a real increase of 0.6%.

The Medium-term expenditure estimate for DCS indicates that in the financial year 2011/2012, we will be spending more than R18 billion per annum on correctional services. Considering that during 1997 we were spending only R3, 5 billion<sup>4</sup> the continued escalation in the cost of maintaining our correctional system should be of concern to us all.

Year	Budget- Rmillion
1997/1998	R 3,580,054
1998/1999	R 4,515,581
1999/2000	R 4,679,993
2000/2001	R 5,392,819
2001/2002	R 6,658,102
2002/2003	R 7,156,897
2003/2004	R 7,601,778
2004/2005	R 8,828,792
2005/2006	R 9,631,216
2006/2007	R 9,251,186
2007/2008	R 10,754,409
2008/2009	R 11,671,834
2009/2010	R 13,238,600
2010/2011	R 14,268,600
2011/2012	R 18,098,700

The sustainability of such continued growth is questionable.

Chairperson, we have previously expressed our concerns about the lack of focus that is being placed in the budget and in the strategic plan of DCS to develop the business side of DCS.

Section 3(2) of the Correctional Services Act 111 of 1998 as amended clearly states "*The Department must – (b) as far as practicable, be self sufficient and operate according to business principles;*"

Achieving self-sufficiency necessitates the setting up of industries, prison farms, prison factories, etc. Business principles are concerned with continuous improved production through innovation, reduction in cost and in waste and creating value. We are not saying that our prisons should become profitable industries, nor do we advocate the re-introduction of forced labour – but the Act is clear about the fact that DCS has a statutory obligation to create industries and use the labour at its disposal to achieve self-sufficiency which could save the taxpayer billions of rand.

Far too many able-bodied young inmates are still not involved in any meaningful work or rehabilitation programmes. These, mostly young men, spend 23 hours per day locked-up in their cells wasting away their lives. DCS should use its statutory

<sup>3</sup> Fast Facts, South African Institute of Race Relations, No04/2009/April 2009

<sup>4</sup> Department of Correctional Services Annual Report 1997

mandate to get these inmates to work to achieve higher levels of self-sufficiency and to save costs. In some cases DCS has achieved remarkable results in this regard, some examples of which are the poverty alleviation programmes (using prison labour to produce vegetables for poor communities), the industries at the Boksburg Correctional Centre, the candle factory at Mangaung, etc. These initiatives, however, are currently undertaken on a relatively small scale.

Available performance indicators, as obtained from the DCS Annual Reports, indicate a reduction in the levels of self-sufficiency over the last few years opposed to the desperate need that exists to expand these programmes and get more inmates involved.

<b>Number of inmates involved in</b>	<b><u>1997</u></b>	<b><u>2007</u></b>
- Agriculture	6 674	2 210
- Production workshops	2 359	1 757

<b>Let us look at goods produced</b>	<b><u>1997</u></b>	<b><u>2007</u></b>
- Fruit	611 393kg	558 482kg
- Eggs	1 166 928 doz	1 084 045 doz
- Red meat	541 431kg	585 115kg
- Vegetables	9 125 973kg	10 380 607kg

The reduction in the number of prisoners involved in work and the loss of production took place despite the fact that we now have more correctional officials (46 083) and the best official to prisoner ratio (1:3.5) than ever before.

The second observation we make pertains to how the available funds are distributed between the various programmes (priority areas). From this observation the following spending patterns emerge: most money namely 33.4% is earmarked for Security, followed by 26.2% for Administration costs, 13.4% for Facilities, 12.0% for Care, 8.4% for Corrections and only 3.4% and 3.2% respectively for Development and Social Reintegration. Chairperson, we wish to draw the attention of the Committee to the fact that these spending patterns remains skewed in favour of security at the cost of other equally important priorities such as development and care.

Parliament approved the "White Paper on Corrections in South Africa" during February 2005. In the White Paper it is clearly stated that "The *White Paper* outlines

*the new strategic direction of the Department with rehabilitation at the centre of all its activities – and one in which the Department strives to make a fundamental contribution to corrections at societal level.”*

However, Chairperson, if we look at the table below we can see that little progress has been made, since the 2004/2005 financial year, in aligning the budget with this new vision of “*rehabilitation at the centre of all activities*”.

**Movement of funds 2004/05 to 2009/10**

<b>Programme</b>	<b>2004/2005</b>	<b>2009/2010</b>	<b>2011/2012</b>
Administration	31.39%	26.27%	23.02%
Security	33.34%	33.43%	27.76%
Corrections	5.66%	8.40%	7.09%
Care	10.00%	12.02%	10.85%
Development	4.50%	3.39%	2.76%
Social Reintegration	3.52%	3.22%	2.48%
Facilities	18.96%	13.27%	26.04%

Of particular concern is also the fact that the programmes Care and Development will have a negative growth rate during the Medium-term expenditure period up to the 2011/2012 financial year. This will necessitate massive savings on operational levels, whilst a number of new correctional centres will be opened during this period of time. Questions must be asked at how DCS plans to overcome this.

Security is important and it is a fact that DCS has, over the last few years, had good results in improved external security - reducing the rate of escapes by considerable margins. However, Chairperson it is our view that we have now reached the point of diminishing returns and that the continued investment in perimeter fencing and external security measures is becoming wasteful. To be spending billions of rands each year in an effort to reduce the escape rate from 5 per 10 000 inmates by such small ratios as 1:10 000 will not deliver value for money. We must rather start the process of channelling this money into the development, rehabilitation and social reintegration of inmates. Investing money in these areas should also enhance the capacity of DCS to achieve higher levels of self-sufficiency.

We noted and support the intention of DCS to “provide an environment that ensures the safety of all persons”<sup>5</sup> This is long overdue. Reports of assaults by prison gangs

<sup>5</sup> 2009 Estimates of National Expenditure Vote 18

on vulnerable prisoners such as children and first time offenders are common and require urgent attention.

However, we have, to date, seen very limited progress made in creating a safe environment in most of our correctional centres. Electronic aids such as intercoms, CCTV and panic buttons in cells are still very much the exception rather than the rule. Any strategy aimed at creating a safe environment inside correctional centres should, in our opinion, include the maintenance and the expansion of the complaints system. Inmates should have confidence in such a complaints system so that they will report incidents when they feel threatened and will be able to rely on such system to have their complaints resolved.

It is our view that the committee should set specific performance indicators to the Department to ensure that their rate of spending under both these programmes (Care and Development) is increased and that funds are redirected and aligned with the intention of the White Paper.

In conclusion, Chairperson as you are aware the budget of the JICS comes from the budget of DCS and I feel it is important for me to note that last year our total expenditure of R 15,1 million, amounted to only about 0,12% of the DCS budget.

I thank you!

Prepared by: Gideon Morris  
Director: Judicial Inspectorate for Correctional Services  
Tel: 021 421 1012