

Correctional Services

Aim

The aim of the Department is to contribute to maintaining and protecting a just, peaceful and safe society by enforcing the sentences of the courts in a manner prescribed by the Correctional Services Act of 1998, detaining prisoners in safe custody while ensuring their human dignity, and promoting the social responsibility and human development of prisoners and people subject to community corrections.

Policy developments

The growing population of prisoners is the most important trend affecting the outputs and budget of the Department. The number of prisoners was 121 500 in 1996, rising to 159 000 by November 1999, projected to grow to 207 000 in 2002. This 70 per cent growth over the last six years is due to high numbers of unsentenced prisoners, and has negatively affected conditions in prisons and increased cost pressures in the correctional system.

Correctional Services aims to increase efficiency and effectiveness through a range of programmes that will reduce costs and risks while increasing delivery. These include the following:

- The anti-corruption unit is being amalgamated with the office of the inspecting judge
- Community corrections are being emphasised and reinforced through the use of electronic monitoring technology
- Public-private partnerships are used strategically in the control of the prison population
- Partner departments in the integrated justice system are cooperating to reduce the burden on Correctional Services arising from delays in the criminal justice process.

Over the next three years, Correctional Services aims to build capacity in terms of prison accommodation, electronic monitoring of probationers and parolees, and human resource management.

As a key player in the justice system, the Department needs to accommodate increasing numbers of sentenced and unsentenced prisoners. Seven new facilities will be completed in the next three years, and work will begin on an eighth prison. Two are being constructed through public-private partnerships and the capital costs of the others will amount to approximately R1,5 billion over three years. These facilities will increase prison accommodation by nearly 11,5 per cent by March 2003.

The Department's investment in electronic monitoring will enable it monitor 30 000 probationers and parolees by March 2003. In addition, it is currently re-engineering human resource management and shifting from five to seven-day working weeks to reduce overtime costs. This will reduce expenditure on overtime – currently R500 million a year – and create employment opportunities in the Department.

Expenditure estimates

Table 20.1 Expenditure by programme

R million	Expenditure outcome			Revised estimate 1999/00	Medium-term expenditure estimate		
	1996/97	1997/98	1998/99		2000/01	2001/02	2002/03
Administration	1 224,1	1 035,7	1 307,4	1 365,6	1 404,0	1 458,6	1 500,1
Incarceration	1 453,6	1 944,8	2 462,2	2 480,1	2 758,4	2 672,9	2 819,7
Care of offenders	367,2	419,8	485,7	523,9	581,8	600,5	643,5
Development of offenders	280,0	331,2	380,8	414,5	465,8	480,5	508,8
Community corrections	73,9	118,9	149,2	204,2	354,7	355,2	347,3
Reintegration into the community	41,6	42,6	51,8	50,5	62,1	65,9	70,0
Public-private partnerships	–	–	–	–	4,2	388,9	494,5
Less: Internal charges	272,5	313,5	356,6	428,4	424,7	440,8	472,4
Departmental vote	3 167,9	3 579,5	4 480,5	4 610,4	5 206,4	5 581,7	5 911,6
Public works ¹	256,6	382,8	762,5	587,2	581,1	435,1	602,5
Total	3 424,5	3 962,3	5 243,0	5 197,6	5 787,5	6 016,7	6 514,1
Change to 1999 budget estimate	–	–	–	138,2	(74,1)	(196,4)	–

¹ Appropriated on Vote 26: Public Works.

- *Administration* comprises the Ministry and the other senior policy-makers and managers of the Department.
- *Incarceration* secures prisoners and ensures the sound management of Correctional Services facilities.
- *Care of offenders* provides for the nutritional, medical and other needs of prisoners.
- *Development of offenders* offers employment skills programmes for offenders and provides a range of personal development programmes.
- *Community corrections* ensures the direct supervision of probationers and parolees, and is implementing electronic monitoring.
- *Reintegration into the community* provides resettlement services, assists former prisoners in finding work, and maintains the system of parole boards that periodically review the sentences of prisoners.
- *Public-private partnerships* reflects payments to private contractors currently building two prisons, to be operated on behalf of the Department.

Table 20.2 Economic classification of expenditure

R million	Expenditure outcome			Revised estimate	Medium-term expenditure estimate		
	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02	2002/03
Current							
Personnel	2 529,2	2 895,5	3 551,0	3 556,0	4 127,6	4 154,7	4 383,9
Transfer payments	4,9	6,9	7,2	10,1	8,4	8,8	9,5
Other	604,6	646,4	895,0	823,2	866,8	1 277,6	1 409,7
Capital							
Transfer payments	0,2	0,7	–	–	–	–	–
Acquisition of capital assets	285,6	412,8	789,8	808,2	784,7	575,7	711,1
Total	3 424,5	3 962,3	5 243,0	5 197,6	5 787,5	6 016,7	6 514,1

Spending on personnel rises from R3 556,0 million in 1999/00 to R4 127,6 million in 2000/01, and to R4 383,9 million in 2002/03. This is largely due to the personnel-intensive nature of incarceration, and reflects the impact of rising overtime incurred by personnel staffing correctional service facilities. The move to a 7-day week will contribute to better management of spending on personnel in the medium term.

Other current spending amounts to R866,8 million in 2000/01, rising to R1 277,6 million in 2001/02 and R1 409,7 million in 2002/03. The increase in 2001/02 reflects payments to the private companies that are building and will operate two prisons on behalf of the Department in terms of public-private partnerships.

The remaining five prisons completed by the Department account for capital spending of R784,7 million in 2000/01, R575,7 million in 2001/02 and R711,0 million in 2002/03. Medium-term estimates for capital spending are reduced due to the implementation of the public-private partnerships' prison-building programme. Transfer payments to the private companies concerned are made over a 17-year period, and include both operating costs and capital costs incurred in the building of the prisons.

Acquisition of capital assets also includes acquisition of technology for electronic monitoring of probationers and parolees.

Programme 1: Administration

Table 20.3 Programme expenditure

R million	Budget estimate	Adjusted appropriation	Revised estimate	Medium-term expenditure estimate		
		1999/00		2000/01	2001/02	2002/03
1999 Budget	1 304,4	1 365,6	1 365,6	1 373,0	1 403,3	–
2000 Budget	–	–	–	1 404,0	1 458,6	1 500,1
Change to 1999 Budget estimate	–	61,2	61,2	31,0	55,3	–

Administration ensures the proper organisation of the Department; provides appropriate legal advice and support; and maintains sound managerial control over personnel, logistics and finances at national and provincial levels.

The higher estimates for the next two years reflect additional allocations to logistics, as well as to the financial, information technology and human resource management functions.

Programme 2: Incarceration

Table 20.4 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	2 460,2	2 480,1	2 480,1	2 708,0	2 899,0	–
2000 Budget	–	–	–	2 758,4	2 672,9	2 819,7
Change to 1999 Budget estimate	–	19,9	19,9	50,4	(226,1)	–

The *Incarceration* programme comprises the management of the 236 prison facilities in South Africa. The anticipated increase in expenditure on this programme in 2000/01 is mainly to accommodate a larger prison population, as well as an increase in the financed establishment to cope with higher numbers and ensure secure incarceration. The decline in expenditure after 2000/01 is affected by increased spending on the Asset Procurement and Operating Partnership System (Apops) programme (see below), reflecting a transfer of expenditure from this programme to the *Public-private partnerships* programme.

Outputs and service delivery trends

Table 20.5 Incarceration: Key activities and outputs

Key activities	Outputs
Keeping prisoners incarcerated	Maintaining prisoners behind bars, minimising prisoner escapes, injuries or deaths from unnatural causes
Keeping prisoners in humane conditions	Standard prisoner capacity, average daily cost of incarceration

Since 1996 the prisoner population has increased by 30 per cent. Two-thirds of the increase (65 per cent) resulted from higher daily average numbers of unsentenced prisoners. Prisons were, on average, overpopulated by 51 per cent during 1999, and despite the new planned prisons, overcrowding is expected to average 77 per cent by 2002.

Table 20.6 shows prisoner population numbers in relation to standard prisoner capacity and the number of prisoner escapes from 1996/97 to 1999/00. The number of prisoners also influences the daily average cost of incarceration which rose from R51 per prisoner in 1996 to R72 in 1999/00.

Table 20.6 Prisoner population and number of escapes

Correctional Service prisoner population	1996/97	1997/98	1998/99	1999/00
Total daily average of prisoners	121 456	138 296	143 003	157 847
Standard prisoner capacity	96 307	99 407	98 923	104 747
Escapes	1 131	902	472	452

Policy developments

Strategic management of the Department will be significantly enhanced when a new model to project prisoner populations is completed during 2000/01. The Department also aims to ensure better compliance with policies on prisoner privileges, reduce escapes and ensure a more secure prison environment using advanced security equipment and possibly smart cards. It has reviewed its policy on accommodating disabled prisoners.

Programme 3: Care of offenders

Table 20.7 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	549,0	523,9	523,9	568,2	588,6	–
2000 Budget	–	–	–	581,8	600,5	643,5
Change to 1999 Budget estimate	–	(25,1)	(25,1)	13,6	11,9	–

The *Care of offenders* programme provides for the basic needs of offenders, such as their nutritional, medical and clothing requirements. The increase in projected expenditure is due mainly to the higher daily average prisoner population.

Outputs and service delivery trends

Table 20.8 Care of offenders: Key activities and outputs

Key activities	Outputs
Provision of nutrition	Calories per day per prisoner
Provision of medical attention	Mortality / morbidity of prisoners, daily average cost of care of offenders

The Department is committed to a high standard of care both to ensure that it protects the rights of prisoners and for the rehabilitative effects of such care.

While the rapid growth in prisoners with HIV/Aids is of concern, Table 20.9 shows that such prisoners form only a small proportion of the prisoner population. However, infected prisoners are not necessarily registered. Caring for prisoners is expected to become more expensive, as the incidence of HIV/Aids and other transmissible diseases is likely to increase with continued overcrowding of facilities.

Table 20.9 Prisoners with registered diseases, 31 October

Year	1996	1997	1998	1999
HIV	756	1 149	1 688	2 276
Aids	20	50	112	133
Tuberculosis	759	1 224	1 243	1 596

The Department is moving away from specialist medical care to a primary health care approach. Ration scales are being reviewed to consider gender and age in providing for the nutritional needs of offenders.

Programme 4: Development of offenders

Table 20.10 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	415,1	414,5	414,5	467,0	483,3	–
2000 Budget	–	–	–	465,9	480,5	508,8
Change to 1999 Budget estimate	–	(0,6)	(0,6)	(1,1)	(2,8)	–

Development of offenders aims to rehabilitate prisoners through skills training, education (including adult education), libraries, psychological and spiritual counselling, as well as drug and alcohol dependency counselling. While rehabilitation programmes were previously separated from prison life, they now encompass the entire prison, staff routine and activities. This provides active support and encouragement to prisoners involved in rehabilitation programmes.

Outputs and service delivery trends

Table 20.11 Development of offenders: Key activities and outputs

Key activities	Outputs
Providing rehabilitative programmes	Prisoners participating in rehabilitative programmes
Providing skills training	Successful learners among participating prisoners, employment secured after release from prison
Developing appropriate policies and maintaining relevant infrastructure	Coherent, effective and transparent policies

Policy developments

The rehabilitative services are challenged by the overpopulation in prisons and cannot always reach all clients due to a shortage of human resources. A growing number of people with HIV/Aids also need to be accommodated.

Plans to address the needs of offenders include:

- appointing more personnel
- improving training and developing new programmes
- improving the monitoring and supervision of staff
- increasing the use of family and community members, as well as Public-private partnerships
- accrediting the Department of Correctional Services as a training institution and creating internships for psychology students
- including religious care into the daily programme of prisoners.

Correctional Services is planning to implement a victim empowerment programme. The programme will include:

- training staff
- preventing the victimisation of prisoners
- involving victims in parole board hearings
- developing a mediation protocol.

Programme 5: Community corrections

Table 20.12 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	231,9	204,2	204,2	307,5	327,2	–
2000 Budget	–	–	–	354,7	355,2	347,3
Change to 1999 Budget estimate	–	(27,7)	(27,7)	47,2	28,0	–

The *Community corrections* programme funds the activities of the Department in supervising parolees and probationers who are serving out their sentences while remaining in the community.

The upward revision of the medium-term estimate is due to the implementation of electronic monitoring of probationers and parolees to ensure a more cost-effective system of monitoring.

Table 20.13 Community corrections: Key activities and outputs

Key activities	Outputs
Efficient and effective supervision of parolees and probationers	The number of parolees and probationers, the number of parolees and probationers per community corrections officer, the number of cases on electronic monitoring, the number of absconders, the daily average cost of supervision, the violation rate of parolees and probationers

The numbers of parolees and probationers, as well as the annual average cost of supervision, are reflected in Table 20.14.

Table 20.14 Average daily numbers and costs of parolees and probationers

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02	2002/03
Probationers and parolees	51 255	56 817	55 556	63 500	78 577	97 326	116 073
Average annual cost (R) per probationer / parolee	5,19	3,08	7,99	9,54	12,3	10,03	8,20

Policy developments

The Department is negotiating the implementation of a programme of electronically monitoring offenders who remain in the community. R82 million is allocated in 2000/01 and R100 million in 2001/02. An estimated 10 000 people will be supervised in this way by the end of 2000/01, with another 10 000 being added in the next two years, to total 30 000. After the initial capital costs, it is anticipated that this programme will significantly reduce the average cost of supervising parolees and probationers.

Programme 6: Reintegration into the community

Table 20.15 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	63,4	50,5	50,5	56,4	58,8	–
2000 Budget	–	–	–	62,1	65,9	70,0
Change to 1999 Budget estimate	–	(12,9)	(12,9)	5,7	7,1	–

The *Reintegration into the community* programme seeks to facilitate a seamless and rehabilitative transition from prison life to life in the community. It involves programmes aimed at helping offenders resettle and look for work. In addition, spending on the parole boards that evaluate eligible offenders is managed through this programme.

Outputs and service delivery trends

Table 20.16 Reintegration into the community: Key activities and outputs

Key activities	Outputs
Resettling former prisoners	Numbers and cost
Evaluating potential parolees	Numbers of parolees evaluated
Assisting former prisoners in finding work	Numbers assisted in finding work

Table 20.17 shows that the number of prisoners released early fell by 43,1 per cent between 1995 and 1998, mainly owing to the 75 per cent decline in amnesty-related releases.

Table 20.17 Early releases from prison

Year	1995	1996	1997	1998
Amnesties	32 160	–	–	8 084
Paroles	49 430	42 304	38 564	38 349
Total	81 590	42 304	38 564	46 433

Policy developments

Parole conditions have been significantly tightened over the past few years, increasing the proportion of a sentence prisoners must serve before becoming eligible and tightening the application of criteria. This resulted in a fall in the number of parolees released each year, despite the increasing numbers of sentenced prisoners.

Programme 7: Public-private partnerships

Table 20.18 Programme expenditure

R million	Budget estimate	Adjusted appropriation 1999/00	Revised estimate	Medium-term expenditure estimate		
				2000/01	2001/02	2002/03
1999 Budget	–	–	–	35,9	38,5	–
2000 Budget	–	–	–	4,2	388,9	494,5
Change to 1999 Budget estimate	–	–	–	(31,7)	350,4	–

The *Public-private partnership* programme, better known as the Asset Procurement and Operating Partnership System (Apos), is a new addition to the structure of the Department's budget. The programme will provide for payments to the private companies which are building and which will operate two prisons on behalf of the Department. This partnership – which has the effect of deferring the costs of building prisons into the future, making them more affordable in the present – represents a policy departure for the Department.

This is a new programme and costs will rise to their long-term real levels in 2002/03 after the prisons have become operational in 2000/01 and 2001/02. The programme aims to improve efficiency in service delivery, transfer risk to the private sector and transfer relevant skills from the private sector to the Department. In addition, job creation benefits are expected.

Departmental income

The Department derives income from the sale of agricultural products, charging for prison labour and selling the products of prison workshops. These receipts are paid into the National Revenue Fund.

Table 20.19 Income generation

R million	Actual income			Projected 1999/00	Medium-term expenditure estimate		
	1996/97	1997/98	1998/99		2000/01	2001/02	2002/03
Prison labour	3,6	3,3	3,1	3,9	4,2	4,5	4,9
Farm products	1,5	1,3	1,7	1,5	1,6	1,7	1,9
Labour workshops	2,6	2,3	2,8	2,7	2,9	3,2	3,4
Prison income	9,3	11,4	10,1	13,3	14,4	15,5	16,7
Membership fees	34,1	38,6	41,0	45,1	48,8	52,7	56,9
Administration fees	4,0	4,3	5,0	5,0	5,4	5,8	6,3
Other income	4,9	4,7	6,1	5,5	5,9	6,4	6,9
Total	60,0	65,9	69,8	77,0	83,2	89,8	97,0

