

# 21: CORRECTIONAL SERVICES

## AIM

*The aim of the Department is to contribute to maintaining and protecting a just, peaceful and safe society by enforcing sentences of the courts in a manner prescribed by the Correctional Services Act (Act 111 of 1998), detaining all prisoners in safe custody whilst ensuring their human dignity and promoting the social responsibility and human development of all prisoners and persons subject to community corrections.*

**Table 21.1 Expenditure by programme**

| R million                             | Expenditure outcomes |                |                | Preliminary outcome<br>1998/99 | Medium term expenditure estimates |                |                |
|---------------------------------------|----------------------|----------------|----------------|--------------------------------|-----------------------------------|----------------|----------------|
|                                       | 1995/96              | 1996/97        | 1997/98        |                                | 1999/00                           | 2000/01        | 2001/02        |
| Administration <sup>1</sup>           | 974,6                | 1 326,3        | 858,6          | 1 209,0                        | 1 304,7                           | 1 415,7        | 1 490,3        |
| Incarceration <sup>2</sup>            | 1 426,4              | 1 740,2        | 2 265,0        | 3 031,4                        | 3 044,2                           | 3 427,1        | 3 607,7        |
| Development of offenders <sup>1</sup> | 371,5                | 274,7          | 312,2          | 389,6                          | 415,4                             | 453,2          | 477,1          |
| Community corrections                 | 57,2                 | 99,2           | 143,7          | 223,3                          | 259,8                             | 254,6          | 268,0          |
| Less: Internal charges                | (232,1)              | (272,5)        | (0)            | (409,1)                        | (428,4)                           | (458,3)        | (482,5)        |
| RDP projects                          | 1,3                  | –              | –              | –                              | –                                 | –              | –              |
| <b>Subtotal</b>                       | <b>2 598,9</b>       | <b>3 167,9</b> | <b>3 579,5</b> | <b>4 444,2</b>                 | <b>4 595,7</b>                    | <b>5 092,3</b> | <b>5 360,6</b> |
| Capital works <sup>3</sup>            | 150,0                | 256,6          | 382,8          | 762,5                          | 463,7                             | 769,4          | 852,4          |
| <b>Total</b>                          | <b>2 748,9</b>       | <b>3 424,5</b> | <b>3 962,3</b> | <b>5 206,7</b>                 | <b>5 059,4</b>                    | <b>5 861,7</b> | <b>6 213,0</b> |

<sup>1</sup> Spending by programme has been reclassified where possible to correspond to the current programme structure.

<sup>2</sup> Authorised losses added: 1995/96 0,8 million; 1996/97 3,3 million; 1997/98 R0,9 million.

<sup>3</sup> Appropriated on Vote: Public Works.

In 1996/97 the Department's six-programme structure was changed to five programmes. *Administration*, *Incarceration* and *Community corrections* remained unchanged but *Treatment* and *Agriculture and industries* were changed into *Development of offenders*. In 1998/99, the programme *Auxiliary and associated services* was incorporated into the *Administration* programme.

- ◆ *Administration* manages the Department and provides auxiliary services and services associated with the Department's aims.
- ◆ *Incarceration* deals with the safe custody of prisoners and the provision for their physical needs until they are lawfully discharged.
- ◆ *Development of offenders* provides treatment to convicted prisoners in custody. It aims to maximise self-sufficiency by the optimal utilisation of production resources according to business principles.
- ◆ *Community corrections* deals with the promotion and re-integration of prisoners into the community and supervises probationers and parolees in the community.

**Table 21.2 Economic classification of expenditure**

| R million                          | Expenditure outcomes |                |                | Preliminary outcome | Medium term expenditure estimates |                |                |
|------------------------------------|----------------------|----------------|----------------|---------------------|-----------------------------------|----------------|----------------|
|                                    | 1995/96              | 1996/97        | 1997/98        | 1998/99             | 1999/00                           | 2000/01        | 2001/02        |
| Current                            |                      |                |                |                     |                                   |                |                |
| Personnel expenditure <sup>1</sup> | 2 052,7              | 2 529,2        | 2 895,5        | 3 478,1             | 3 619,1                           | 4 068,5        | 4 300,0        |
| Other current expenditure          | 518,8                | 604,6          | 646,4          | 725,9               | 769,3                             | 808,4          | 819,3          |
| Transfer payments                  | 2,9                  | 4,9            | 6,9            | 9,9                 | 8,4                               | 9,2            | 10,0           |
| Capital                            |                      |                |                |                     |                                   |                |                |
| Transfer payments                  | 0,4                  | 0,2            | 0,7            | 0,6                 | 1,2                               | 1,2            | 1,3            |
| Acquisition of capital assets      | 174,1                | 285,6          | 412,8          | 992,2               | 661,4                             | 974,4          | 1 082,4        |
| <b>Total</b>                       | <b>2 748,9</b>       | <b>3 424,4</b> | <b>3 962,3</b> | <b>5 206,7</b>      | <b>5 059,4</b>                    | <b>5 861,7</b> | <b>6 213,0</b> |

<sup>1</sup> Departmental personnel expenditure includes employer's contributions to pension funds at a rate of 17 per cent of basic salary in 1998/99 and 15 per cent of basic salary in subsequent years.

## OUTPUTS AND TRENDS IN SERVICE DELIVERY

The Department's core business is the safe custody and supervision of and control over probationers and parolees in the community, human detention and treatment of offenders, development services for offenders, re-integration of offenders into the community and effective resource management and utilisation.

### Offender population

The offender population increased from 145 000 in 1995 to 221 000 in 1998/99, and is projected to increase to 329 000 by 2001/02, more than doubling in the six-year period. Given current and budgeted provision for prison capacity, this implies capacity utilisation of 117 per cent in 1995/96, increasing to 155 per cent in 1998/99.

The Department plans to introduce electronic monitoring in the *Community corrections* programme. Properly implemented, this could slow the growth in the prisoner population to 198 000 by 2001/02 with a capacity of 174 per cent compared with the original projection of 205 per cent.

Table 21.3 is a break-down of the offender population, showing that the awaiting-trial population has increased substantially from around 21 per cent of the prisoner population in 1995/96 to 27 per cent in 1997/98. It is projected to be around 31 per cent for the next three to four years.

**Table 21.3 Actual and estimated numbers of prisoners**

| Year                             | Actual numbers |                |                | Preliminary numbers | Estimated numbers |                |                |
|----------------------------------|----------------|----------------|----------------|---------------------|-------------------|----------------|----------------|
|                                  | 1995/96        | 1996/97        | 1997/98        | 1998/99             | 1999/00           | 2000/01        | 2001/02        |
| Prisoner population              | 110 000        | 118 000        | 134 000        | 156 000             | 177 000           | 200 000        | 227 000        |
| Sentenced                        | 87 000         | 89 000         | 98 000         | 108 000             | 123 000           | 138 000        | 157 000        |
| Awaiting trial                   | 23 000         | 30 000         | 37 000         | 48 000              | 54 000            | 62 000         | 70 000         |
| Community corrections            | 35 000         | 49 000         | 56 000         | 65 000              | 71 000            | 77 000         | 83 000         |
| <b>Total offender population</b> | <b>145 000</b> | <b>167 000</b> | <b>190 000</b> | <b>221 000</b>      | <b>248 000</b>    | <b>277 000</b> | <b>310 000</b> |

**Average cost of offenders**

The daily cost per prisoner<sup>1</sup> (excluding people on *Community corrections*) has increased by 3 per cent in real terms over last three years, from R83 in 1995/96 to an estimated R86 per prisoner in 1998/99.

**Table 21.4 Average cost per offenders**

| Cost per offender (R) | 1995/96 | 1996/97 | 1997/98 | 1998/99 | 1999/00 | 2000/01 | 2001/02 |
|-----------------------|---------|---------|---------|---------|---------|---------|---------|
| Nominal cost          |         |         |         |         |         |         |         |
| Prisoner              | 67      | 77      | 78      | 86      | 85      | 81      | 75      |
| CommCorr person       | 5       | 6       | 7       | 8       | 8       | 8       | 8       |
| Real cost             |         |         |         |         |         |         |         |
| Prisoner              | 83      | 88      | 83      | 86      | 80      | 73      | 66      |
| CommCorr person       | 6       | 6       | 8       | 8       | 8       | 7       | 7       |

## POLICY DEVELOPMENTS

**Differentiation of categories of offenders**

A high-security prison has been established at Pretoria Maximum Prison, providing for the custody of 130 high-risk inmates.

New Juvenile Centres have been established at certain prison complexes. One example is the Ekuseni Youth Centre, created with the involvement of the private sector through the Joint Educational Trust (JET).

The concept of unit management was introduced in the new prisons at Malmesbury and Goodwood. It provides for more direct supervision of and contact with prisoners, dividing inmates into smaller, well-defined

<sup>1</sup> The cost per prisoner per day is taken as the total DCS allocation minus the CommCorr programme plus the Department of Public Works allocation, and then divided by the prisoner population and number of days in the year. The cost per CommCorr person is CommCorr spending divided by the number of CommCorr persons and the number of days in the year.

clusters. The aim is to improve the quality of relationships between staff and prisoners.

**Increased focus on risk management**

The term “risk management” relates to the increasing trend to supervise offenders outside prisons, which offers substantial cost reductions. To this end, the risk of the offender to the community on both short-term imprisonment and long-term supervision within the community need to be assessed.

To combat escapes from prisons, electrified security fences have been established at 19 high-risk prisons with funds obtained from the National Crime Prevention Strategy (NCPS).

An anti-corruption unit has been established in the Department, reporting directly to the Commissioner of Correctional Services.

To ensure the effective movement of offenders through the Justice system, special emphasis has been given to speeding up court cases to reduce the high proportion of unsentenced prisoners in detention.

**Research into recidivism**

The Department is exploring options to reduce the high rate of recidivism, or relapse into crime, which is reflected in the rate of repeat offenders entering the correctional system. A research project into this problem is planned for 1999/00.

**DISCUSSION OF PROGRAMMES**

**Programme 1: Administration**

| R million          | Budget estimate | Adjusted appropriation<br>1998/99 | Preliminary outcome | Medium term expenditure estimates |                |                |
|--------------------|-----------------|-----------------------------------|---------------------|-----------------------------------|----------------|----------------|
|                    |                 |                                   |                     | 1999/00                           | 2000/01        | 2001/02        |
| 1998 Budget        | 860,0           | 1 226,8                           | 1 209,0             | 942,4                             | 1 025,4        | –              |
| <b>1999 Budget</b> | –               | –                                 | –                   | <b>1 304,7</b>                    | <b>1 415,7</b> | <b>1 490,3</b> |

*Administration* deals with the formulation of policy by the Minister, the Commissioner and other members of the Department’s management. The programme involves organising the Department, rendering centralised administrative, legal and office support services, managing departmental personnel, logistical and financial administration, determining working methods and procedures and exercising control through head office and provincial offices.

**Programme 2: Incarceration**

| R million          | Budget estimate | Adjusted appropriation<br>1998/99 | Preliminary outcome | Medium term expenditure estimates |                |                |
|--------------------|-----------------|-----------------------------------|---------------------|-----------------------------------|----------------|----------------|
|                    |                 |                                   |                     | 1999/00                           | 2000/01        | 2001/02        |
| 1998 Budget        | 3 070,8         | 3 076,1                           | 3 031,4             | 3 360,1                           | 3 370,0        | –              |
| <b>1999 Budget</b> | –               | –                                 | –                   | <b>3 044,2</b>                    | <b>3 427,1</b> | <b>3 607,7</b> |

*Incarceration* addresses the basic needs of prisoners by providing food, clothing, medical care, hygiene facilities and contact with family. It involves detention, transfer and supervision and control over prisoners inside and outside prisons. The programme also provides personal care, accommodation and health services to prisoners.

- ◆ Overcrowding has been reduced and alternative options for provision or management of capacity investigated.
- ◆ The Department is addressing the projected increase in prisoner numbers by negotiating four asset procurement and operating partnership (APOP) projects with private investors. A maximum of 5 300 additional beds will be created through these four pilot projects.
- ◆ Partnership arrangements are being investigated for managing current prison facilities or private sector structures through a service delivery contract with a private sector partner.

### Programme 3: Development of offenders

| R million          | Budget estimate | Adjusted appropriation<br>1998/99 | Preliminary outcome | Medium term expenditure estimates |              |              |
|--------------------|-----------------|-----------------------------------|---------------------|-----------------------------------|--------------|--------------|
|                    |                 |                                   |                     | 1999/00                           | 2000/01      | 2001/02      |
| 1998 Budget        | 366,0           | 395,3                             | 389,6               | 405,0                             | 442,6        | –            |
| <b>1999 Budget</b> | –               | –                                 | –                   | <b>415,4</b>                      | <b>453,2</b> | <b>477,1</b> |

### Programme 4: Community corrections

| R million          | Budget estimate | Adjusted appropriation<br>1998/99 | Preliminary outcome | Medium term expenditure estimates |              |              |
|--------------------|-----------------|-----------------------------------|---------------------|-----------------------------------|--------------|--------------|
|                    |                 |                                   |                     | 1999/00                           | 2000/01      | 2001/02      |
| 1998 Budget        | –               | 226,6                             | 223,3               | –                                 | –            | –            |
| <b>1999 Budget</b> | –               | –                                 | –                   | <b>259,8</b>                      | <b>254,6</b> | <b>268,0</b> |

**Table 21.5 Average costs by type of prison, 1997/98**

| R'000 (1998/99 prices)   | Daily average prisoner population | Personnel levels | Total expenditure | Prisoners: Personnel | Capacity levels (%) |
|--------------------------|-----------------------------------|------------------|-------------------|----------------------|---------------------|
| Medium prison            | 965                               | 151              | 13 876            | 6:1                  | 139                 |
| Maximum prison           | 896                               | 178              | 17 657            | 5:1                  | 132                 |
| Female prison            | 265                               | 53               | 4 507             | 5:1                  | 106                 |
| Youth development centre | 385                               | 77               | 6 317             | 5:1                  | 102                 |
| Admission centre         | 3 448                             | 279              | 23 853            | 12:1                 | 184                 |

Table 21.5 shows the variation in cost per prisoner by prison type. For instance, the costs involved in running an admission centre (awaiting-trial

facility) are substantially higher than the costs of running other prisons. This is purely volume driven. Almost two and a half times more people use the awaiting-trial facilities than other prisons. As a result, personnel levels are much higher. There is, nevertheless, a much larger prisoner to personnel ratio in the awaiting-trial facilities than in other prisons. In particular, prisoner to personnel ratios are lower in the case of maximum, female and youth prisons. This reflects the need for closer supervision in the case of the maximum prisons and the priority afforded the youth offender population. Similarly, youth centres tend to operate at much lower capacity levels of 102 per cent compared with the average medium prison where capacity levels are at 139 per cent or awaiting-trial facilities which operate at capacity levels of 184 per cent.

**Development of offenders**

The *Development* programme provides psychological treatment to sentenced offenders and social work services to sentenced prisoners. Probationers of the Department liaise with other interested parties such as statutory bodies and welfare agencies. The programme also involves religious care by chaplains and religious workers of various denominations. The programme aims to re-integrate prisoners into the community. This is expensive as it tends to be personnel intensive, requiring specialised training staff and additional supervision of prisoners.

**Table 21.6 Prisoners involved in rehabilitation programmes**

| Programmes  | Prisoner numbers (1998) |
|---|-------------------------|
| Religious care                                    | 252 000                 |
| Psychological                                     | 10 897                  |
| Social work                                       | 123 000                 |
| Education and training                            | 19 128                  |
| Organised recreational sport and library projects | 75 156                  |

**Community corrections**

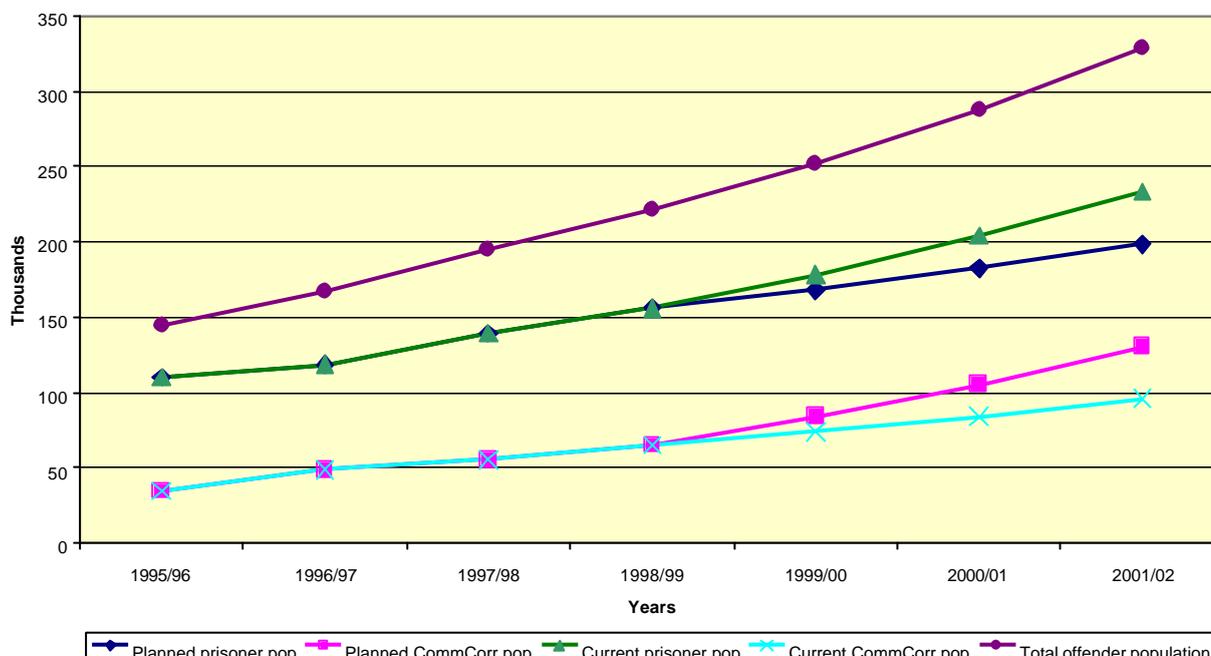
The *Community corrections* programme is an alternative to prison sentences and also supervises prisoners on parole. Its outputs are community support structures in housing and employment and networking for social re-integration.

Spending levels increased from R57,2 million in 1995/96 to R223,3 million in 1998/99, a 290 per cent increase over three years. The Community correction population increased from 25 700 to 65 000 over the same period. Thus, the cost per person increased in real terms over the period. The MTEF submission proposes an electronic monitoring (EM) programme to increase numbers substantially without increasing costs beyond R8 per person in real terms for the next three years.

Graph 1 illustrates the potential increase in numbers from 65 000 in 1998/99 to 130 000 by 2001/02 using EM, compared with 83 000 without EM. Assuming that this increase is achieved by reducing the current prisoner population rather than as a sentencing option for future prisoners, this would result in a reduction in the projected prisoner population in 2001/02, from 233 000 to 198 000. Not only would this reduce overcrowding, but it would also be substantially cheaper.

The Department piloted a small EM project to test the viability of the programme. On this basis it has proposed the introduction of EM for 10 000 people a year, each within a minimum one-year sentence, thus saving 10 000 prison places.

Graph 1: Planned prisoner population



## DEPARTMENTAL INCOME

Departmental income results from the sale of agricultural products, tariffs for prison labour, prison labour workshops, prison income, membership fees of departmental personnel and departmental administrative fees. These funds are paid into the National Exchequer Account. Claims are based on the incremental income principle, agreed to between the Departments of Correctional Services and State Expenditure.

Table 21.7 Departmental income

| R million           | 1995/96     | 1996/97     | 1997/98<br>Actual income | 1998/99<br>Voted | 1998/99<br>Projected |
|---------------------|-------------|-------------|--------------------------|------------------|----------------------|
| Prison labour       | 3,5         | 3,6         | 3,3                      | 3,8              | 3,6                  |
| Farm products       | 1,9         | 1,5         | 1,3                      | 1,3              | 1,4                  |
| Labour workshops    | 3,2         | 2,6         | 2,3                      | 2,5              | 2,5                  |
| Prison income       | 7,8         | 9,3         | 11,4                     | 11,9             | 12,4                 |
| Membership fees     | 29,6        | 34,1        | 38,6                     | 41,4             | 41,7                 |
| Administration fees | 2,7         | 4,0         | 4,3                      | 4,0              | 4,6                  |
| Other income        | 4,6         | 4,9         | 4,7                      | 4,9              | 5,1                  |
| <b>Total</b>        | <b>53,3</b> | <b>60,0</b> | <b>65,9</b>              | <b>69,8</b>      | <b>71,3</b>          |

