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**Offender skills development
programme to bring out skills that can
be leveraged to “insource” small
maintenance projects**

**STUDENT NAME: MATLWA KEABETSWE,
MATIWANE YOLANDA, RAMAFAMBA ELVIS**

**CLUSTER: JUSTICE AND PROTECTION
SERVICES**

NATIONAL TREASURY

Executive Summary

This expenditure review assess the potential savings and associated issues that could results from the insourcing of small maintenance work to offenders, rather than relying on Department of Public Works and Infrastructure (DPW-I) for this service.

It has been constantly demonstrated by the Department of Correctional Services (DCS) that the dilapidation of its facilities is due to the time it takes for the DPW-I to attend to them. This leaves the DCS with no option but at times to rely on offenders to do some of the small maintenance within the facilities. However, DCS still have to pay the DPW-I for this service as the funds are allocated and earmarked to be used only to fund DPW-I which has the mandate to be the custodian and manager of all national governments' fixed assets, for which other legislation does not make another department or institution responsible.

DPW-I's mandate includes the determination of accommodation requirements, rendering expert built environment services to client departments, the acquisition, maintenance and disposal of such assets. Due to this mandate, DPW-I is often referred to as the "handy man" of the state as well as the asset manager for and behalf of the state. All the aforementioned prescribes for the DPW-I to be the one responsible for the construction and maintenance of all state owned facilities or accommodation except in other cases where there are legislations overruling the annual appropriation act, the state land disposal act and other transcripts.

Despite its mandate, DPW&I often under performances resulting in the need for DCS to undertake its own small maintenance. At the same time it is beneficial for DCS use its offenders to undertake this small maintenance. However, this will require intensive training of offenders as well as the development of training programmes thereof. The department already has some partnerships with departments and educational institutions, which can make this easier.

The willingness of the DCS to take over this role is supported by the department who have indicated on their roadshows that, "Maintenance of buildings should not be outsourced but rather use internal capacity. Thus the Department should maximise its use of internal resources i.e. staff/ officials in fixing some of the broken equipment".

Moreover, it has been highlighted by the DCS in their service delivery model that "a model which insources maintenance by leveraging inmates' skills and could provide inmates with

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gainful employment opportunities in their social reintegration". This will benefit the DCS by providing occupational programmes within their environment, reducing idle time, and providing cost savings to the DCS assuming that artisans are appropriately budgeted for.

Therefore, this expenditure review focuses on the assessment of the issue around the savings that could be derived should it be allowed for small maintenance works to be done by the offenders. It is assumed that taking over this function will address the issue of delays in maintenance and thus improve the life cycle of the DCS facilities. This will also equip offenders with skills that will ensure proper social reintegration upon release.

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2. Introduction

The problem statement

The current layout of most of the existing correctional centers hinder service delivery due to the fact that most correctional centers built many years ago focused more on the punitive aspect of imprisonment. This type of infrastructure hindered many offenders' chances of being rehabilitated since they in most instances do not provide for training to skill those offenders. What this type of infrastructure provide for is only hard labour.

Therefore, what is concerning is the continuing dilapidation of correctional centers, which also leads to offenders escaping from the centers. This happens even when the DCS has the ability to use offenders to attend to the maintenance work which can assist in enhancing the life cycle of the infrastructure whilst gaining skills in the process. Moreover, there have been challenges due to DPW-I failures to timely execute its responsibilities in line with how its mandate is crafted.

The problem leading to this process is that the correctional services centers where the offenders are housed are dilapidated while there are resources allocated for ensuring periodic rehabilitation of buildings as well as the unused capacity in the form of offenders within the centers, which can be used and also save some costs.

The context

The DCS indicated in the 2018/19 Annual Report that some of their facilities were closed due to dilapidation. Those facilities included Swellendam Correctional Center and Brandvlei Maximum in the Western Cape Region and Geluk in the Limpopo, Mpumalanga and North West Regions. The dilapidation of these facilities can be attributed to DPW-I's delay in responding to the maintenance needs of the facilities. In addition, the DPW-I forms part of the institutions that are in partnerships with DCS to improve the employability of parolees and probationers through the Expanded Public Works Programme (EPWP).

Therefore, it is concerning that the DCS can have dilapidated infrastructure whilst it's in partnership with the DPW-I which has the expertise in ensuring that the facilities are well maintained and meet the accepted requirements. Further the DCS has in excess of 100 000 offenders that can be trained to execute the maintenance works. In addition, financial

resources are allocated to ensure the repairs and maintenance of facilities, but they go to DPW-I even when the infrastructure remains not maintained.

The National Treasury conducted site visits for more than 3 years and the aforementioned was evident in most of the visited centers. There was water running inside the cells, unpainted walls, and broken windows just to mention a few. The over utilisation of the infrastructure has also contributed to the frequent failure of utilities resulting in the poor or absence of water, electricity, and sanitation.

The current reactive approach to the maintenance of facilities has compromised the optimal utilisation of correctional facilities. Repairs are undertaken, at greater expense when total breakdown has occurred. The cost of the repair work is often higher than what it should have been had the maintenance been undertaken in time. In addition, the infrastructure may have to be replaced well before the end of its originally intended life.

Therefore, based on the above it can be deduced that overcrowding and delay in small maintenance have increased the cost of maintenance of correctional facilities, and has had an adverse effect on normal offender management. In addition, poor planning and a lack of maintenance by DPW-I have resulted in safety, health, and environmental hazards, and budgets often being used to repair broken or damaged infrastructure rather than to develop new infrastructure. Therefore, in order to achieve safe accommodation for offenders adequate and timeous maintenance is vital and this can be achieved by doing the following:

- Day-to-day maintenance
- Own Resources maintenance (offender utilisation)
- Planned (preventative) maintenance
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- This will also minimize the more costly unplanned maintenance and the need for major repairs and renovations.

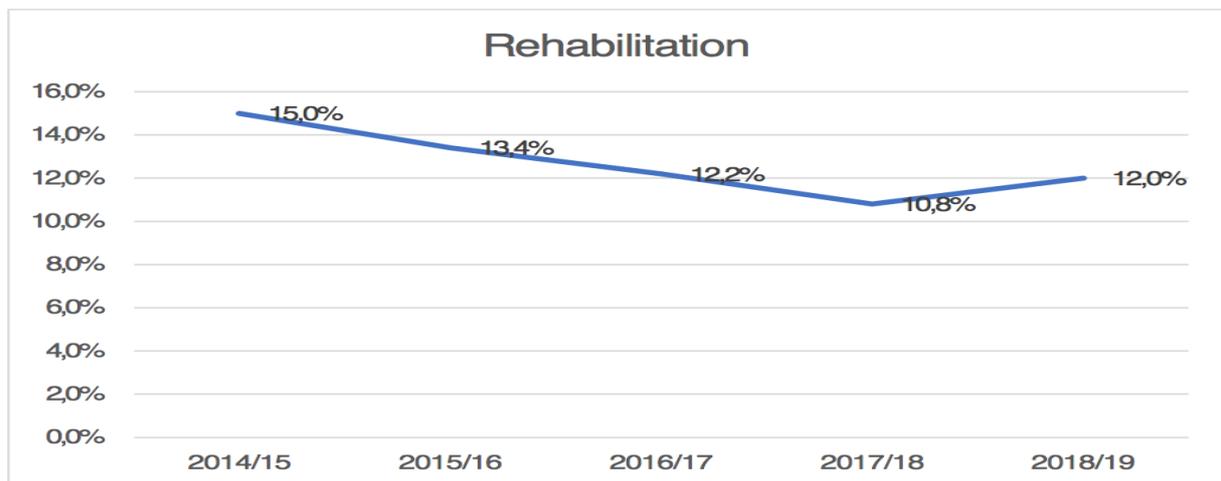
However, it has been noted that the DPW-I as the implementing agent has failed in ensuring that the abovementioned happen. As a result, the DCS has on numerous occasion raised that there is a need to implement DCS maintenance work using in-house artisans and/or offender labour. This is also part of their strategic plan for 2020 to 2025. The DCS indicated that if this happens, it will enable proactive maintenance of infrastructure across the department.

Given the above, it is implied that the DCS will become self-sufficient and not depend on DPW-I for maintenance.

Although there are projects that are done in-house on DCS' "own resources programme", this programme is yet to reach its full potential. In order to allow the own resources programme to reach full potential perhaps the DCS should strongly consider (1) optimizing offender labour, (2) appointing in house artisans, and (3) retain the skills.

With regards to the programme responsible for the training of Offenders it is evident that vacancy rate from period 2014/15 to 2018/19 decreases, refer to graph below: However, it is not clear which positions are filled since that information could not be sourced from the department.

Graph 1: Rehabilitation's vacancy rate



Source: Department of Correctional Services (Annual Reports 2014-2019)

The above discussion supports what the department is planning to do. It is anticipated that by 31 March 2021, the department would have finalised the "Own Resources Policy: Enhance the Own Resources Programme in order to maintain facilities", consequently leading to self-sufficiency and become a tool for rehabilitation, smart emerging technologies to enable safe environment for incarceration, adequate security, and conditions consistent with human dignity

3. Policy and Institutional Information

Key policies, laws and regulations

The GIAMA Act, No 9 of 2007, was introduced with the aim of introducing measures to ensure a uniform framework for the management of immovable assets used by a national or provincial

department in support of its service delivery objectives. One of the principle of GIAMA is that existing immovable assets must be maintained.

According to GIAMA 13(1)(d)(v), maintenance means all work on existing immovable asset that is undertaken to, prevent deterioration and failure, restore the immovable asset to its specified level of operation; restore the physical condition to specified standard, recover the immovable asset from structural and service failure, and partial equivalent replacement of components of immovable asset.

Currently the constitution mandates the DPW-I to be the handy- man of the state, however the DPW-I cannot meet its mandate. As a result, during the 2019/20 strategic planning session the DCS tabled its 5-year strategic intent to transform infrastructure management. Through the aforementioned the department will (1) increase the number of bed-spaces through the construction of new facilities & upgrading of existing facilities; (2) Regain unused bed space (500) through its Own Resources Maintenance / Construction of Class Rooms: and (3) Maintain infrastructure including Bulk Services to Staff Accommodation, Office Accommodation and Engineering Services.

By end of 31 March 2021, the DCS plans to finalise its “Own Resources” Policy to enhance its “Own Resources” Programme in order to maintain facilities.

Key stakeholders and their inter-relationships

If the department embarks on an own resources plan they will have to work with the Department of Higher Education, primarily the FET Colleges, that will supply Artisans, SAQA for accreditation, the Department of Labour to determine the skills needs of the department to ensure that it operates optimally. The DCS also needs to establish relationships with institutions of Higher learning, to identify centers of excellence in the maintenance and construction sector, and consequently supply the department.

4. Programme Chain of Delivery

A number of institutions are involved in skills development. For example, the Department of Higher Education through its TVET colleges, and the relevant SETA (i.e., SASSETA) which funds the training of offenders in various skills. Hence the taking over of the role of DPWI is possible.

DCS is involved in the design of inmate’s rehabilitation programmes. Both DCS and DPW are the departments that designed the implementation of infrastructure maintenance. However, currently the task of maintenance is carried out by DPW-I to all government institutions per national agreement.

In terms of the resources the department needs to have approved budget allocation in support of critical projects, fill critical technical positions (artisans), as well as the skilling of inmates. The DCS acknowledges that, for the department to be self-sufficient they have to established partnerships with the following stakeholders: Government Entities such as Municipalities and Department of Environmental Affairs.

5. Performance Analysis

Number of offenders enrolled on maintenance/ construction related (accredited) Skills Development Programmes are as shown in the table below:

Table 1: skills development programmes and number of offenders who registered

Skills programme	Number of offenders registered
Bricklaying and plastering	1 171
Electrical	87
Welding	276
Painting	285
Plumbing	125
Tiling	24
Total	1 968

Source: The Department of Correctional Services

6. Expenditure Observations

Key observations

The DCS’s expenditure on maintenance and repairs as recorded in the annual report has decreased from R908.6 million in 2014/15 to R78.3 million in 2018/19. The DCS has indicated during engagements that when budgets were cut they had to reduce the repairs and

maintenance budget because they did not see the value from the budget as the facilities' conditions continued to deteriorate.

Table: 1: Expenditure on property maintenance and repairs

R'000	2014/15	2015/16	2016/17	2017/18	2018/19
Property maintenance and repairs	908 567	924 427	162 979	224 634	78 314

Source: Department of Correctional Services Annual reports (2014-2019)

This means that the department would have saved the amount on repairs and maintenance if all these years had they trained the offenders to do the maintenance and repairs assisted by staff within correctional services and DPW-I.

Potential savings

Although there is still a challenge in getting information with regards to the proper definition of small maintenance and what is the exact amount spent in paying for tools and what is used in maintenance, there seem to be an understanding that the cost would not be similar to when these services are done by DPW-I.

7. Options

Whilst the DCS may save from the amount of funds it will transfer to DPW-I, the department still needs to invest in skilling offenders as well as hire permanent technical staff such as technicians/artisans. Furthermore, the department needs to construct new facilities. The majority of Correctional Centers are older than 50 years. The architectural design of the majority of infrastructure does not cater for new democratic reform in the new South Africa. With the shift and emphasis on rehabilitation, in post-apartheid South Africa, it should be noted that the vast majority of centers which were constructed during the apartheid area do not fully cater for rehabilitation programmes since they do not have facilities for rendering rehabilitation and care programme services.

8. Recommendations

Worth noting is that, the results/outcome/conclusions must be interpreted with caution and a number of limitations should be borne in mind. The data that would have assisted in providing sound recommendations could not be sourced from the Department of Correctional Services. This is the data on the following:

- small maintenance in terms of its definition by the DCS and the criteria used in allocating such to offenders,

- the cost of such work as done by offenders compared to when it's done by the DPW-I and related information.

As a result, the information used is limited in terms of responding to the question raised in the study.

However, the DCS plans to do the following in order to achieve self-sufficiency: ensuring that the DCS's facilities planning and building programme is needs-driven and informed by an integrated justice system analysis, designed to function as tools for rehabilitation, creating performance infrastructure that embraces self-sufficiency, smart emerging technologies to enable safe environment for incarceration, adequate security, and conditions consistent with human dignity.

Furthermore, the department plans to put in place plans to transform its infrastructure as outlined in their strategic planning session in 2019/20. The plans include amongst others, own resources policy, which is focusing on enhancing the own resources programme in order to maintain facilities. In addition, the DCS should take over the control of the small maintenance budget currently given to DPW-I.

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