

2016

**Spending on Security Operations:
Department of Correctional Services**

STUDENT NAME: WERNER KRAUSE

**CLUSTER: JUSTICE AND PROTECTION
SERVICES**

NATIONAL TREASURY

Executive summary

Over the past three financial years (2012/13 to 2014/15), there has been a consistent increase in spending on security operations, despite a steady decrease in staff numbers. A shortage of personnel exacerbates workloads and leads to stress symptoms and burnout on the part of custodial staff. It also adversely affects the way in which guards conduct their duties and interact with inmates. As a result, there has been inadequate attention and compliance with security policy. Inmates are also subject to constant security risks and are not receiving optimal rehabilitative services.

A further impediment to effective prison governance is the overwhelming number of inmates crowded into institutions that are far above capacity. Overcrowding contributes to a greater risk of disease, higher noise levels and surveillance difficulties, puts constraints on building infrastructure (shortage of beds), and has an impact on the provision of rehabilitation programmes. It also places pressure on management and administrative practices as well as on the welfare of offenders themselves. Life is more difficult for inmates and work is more onerous for staff. Staff has insufficient time to organise events and activities for prisoners, leading to heightened tension that in turn generates more violence.

That our jails are overcrowded is a known fact. At the end of March 2016, the bed capacity was 119 134 and the inmate population was 161 828 – a level of overcrowding of 36%. The department partly manages overcrowding through the transfer of offenders between centres and releases resulting from sentence conversion. However, its main response to this problem has been to release large groups of prisoners to relieve the pressure on available capacity. The last such release took place in 2012.

The afore-mentioned challenges make it difficult for the department to operate efficiently, and, more importantly, to meet the requirements of the White Paper on Correctional Services in South Africa (2005), which advocates for a more 'human rights' orientated and rehabilitative approach to corrections instead of the traditional 'retributive' stance to corrections set out in the Correctional Services Act (2008).

There is a general consensus in the literature that rehabilitation and social reintegration are integral to the reduction of recidivism and that these areas need appropriate investment to ensure that offenders are successfully rehabilitated and reintegrated back into society. However, rehabilitation and social reintegration objectives can only be met once security objectives have been attended to. It is therefore beneficial to examine security operations in more detail in order to determine whether or not there are items where savings can be identified to be diverted to areas such as rehabilitation and social reintegration.

The current ratio of staff to inmates is 1:7. Internationally, the preferred ratio is 1:4. In the interest of affordability and fiscal sustainability, it is the view of the National Treasury that the department should move to a ratio of 1:10. The potential saving generated through such a reduction could amount to ±R2.3 billion by 2018/19, and can be achieved through simple attrition. The findings in this analysis show that such a reduction is indeed possible. If not accepted, the department's only other option to save costs would be to reduce the size of the inmate population i.e. burst prisons.

Scope of work

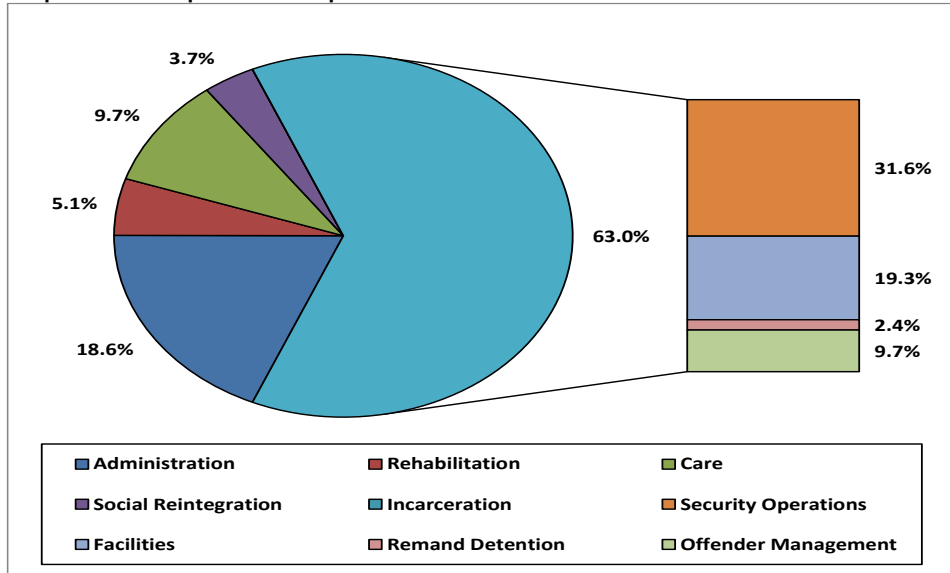
This review focused on security operations within the Department of Correctional Services. Expenditure on this subprogramme for financial years 2012/13, 2013/14 and 2014/15 were averaged and then graphed to understand spending per region, item and management area. Results per management area were then linked to inmate and staff numbers to establish cost per inmate, cost per staff member and ratio of inmates to staff. Regional and head office costs were excluded. Outcomes were thereafter used to construct an elementary model that uses inmate numbers, average staff costs and staff/inmate ratios to determine likely staffing and spending requirements. The model has also been applied to identify future savings.

Programme analysis

Location

Graph 1 shows that the Correctional Services budget has five programmes, the largest of which is Incarceration. Within Incarceration, the largest subprogramme is security operations, which is also the focus of this study, representing on average 31.6% of total departmental spending over the past three years.

Graph 1: Total Expenditure: Department of Correctional Services



Purpose

The security operations subprogramme funds activities aimed at providing safe and secure conditions for incarcerated persons, personnel and the public. It involves the operationalisation of all correctional centres across the country, and includes a total staff complement of ±21 500.

Description

Correctional centres are used to confine and rehabilitate offenders. Their aim is to keep offenders away from society so that they can do no further harm to innocent people. Centres are funded by tax money and funds are used to provide housing, food and clothes to inmates, as well as to hire staff to supervise inmates and run the centres.

Inmates are generally held in locked cells during the day. They also enjoy certain privileges such as TV use and phone calls in other areas of the building, and some are allowed to work on farms and in departmental workshops as part of skills development. Departmental workshops include wood, steel and textiles workshops, bakeries and one shoe factory.

There are both medium and maximum security centres. The latter typically holds offenders that are considered dangerous, disruptive or likely to try to escape.

Components

There are 240 correctional centres across the country with a daily average inmate population of ±154 355. This includes 2 public-private partnership (PPP) correctional centres. Nine centres are for women only, 14 for juveniles and 129 for men.

Stakeholders

Table 1: Security Operations Stakeholders

INSTITUTION NAME	WHAT DO THEY DO
Department of Correctional Services	Operating state correctional centres
Bloemfontein Correctional Services Contracts	Operating Mangaung Maximum Security Correctional Centre in Free State/Northern Cape Region
South African Custodial Services	Operating Kutama-Sinthumule Maximum Security Correctional Centre in Limpopo/North West/Mpumalanga Region

Logical framework

Table 2 shows that security operations are performed to ensure that inmates, personnel and the public are provided with a safe and secure correctional environment. The ultimate aim is to ensure that all people in South Africa are and feel safe.

Table 2: Chain of Delivery: Security Operations

Programme	Security Operations			
Impact	All people in South Africa are and feel safe			
Outcome	Inmates are provided with a safe and secure correctional environment			
Outputs	Escapes are prevented		Inmates are provided with a safe and secure environment	
Indicator/measure	Number of escapes		Number of unnatural deaths and injuries as a result of reported assaults	
Intermediate outputs	Perimeter fencing/walls	Access control (in and out)	Facility surveillance	Direct supervision
Indicator/measure	Length of fencing/walls; adherence to norms and standards; number of reported perimeter breaches	Number of access points (i.e. entry and exit points); number of visits; number of entry and exit permits issued; number of reported breaches of protocols	Prison area under camera surveillance as a percentage of total prison area; recorded hours; number of reported breaches of protocol/surveillance standards	Number of guards; guards to inmates ratio; number of impromptu searches; number of reported security breaches
Data source				
Activity 1		Vehicle searching	Video surveillance	Implementation of standard operating procedures/security protocol
Activity 2		Body scanning	Guard towers	Impromptu searches to eliminate illegal substances (persons and cells)
Activity 3		Escorting of service providers	Roving patrols	Regular threat assessments
Input 1	Fencing equipment	Access gates	Surveillance equipment	Custodial staff
Input 2	Walls (i.e. bricks, sand and cement)	Security personnel	Monitoring personnel	Security equipment
Input 3		Cellphone and metal detection devices	Security personnel	Emergency security teams
Input 4		Vehicle and body scanners	Dogs and dog handlers	Gang management units
Input 5		Searching cubicles	Security lighting	

As primary objectives, government intends to ensure that escapes are prevented and that inmates are provided with a safe and secure environment. Performance is measured by considering indicators such as: number of escapes, number of unnatural deaths and number of injuries as a result of reported assaults.

To prevent escapes, the department sets up perimeter fencing/walls, access control points (in and out) and facility surveillance. Activities include vehicle searching, body scanning, escorting of service providers, video surveillance, guard towers and roving patrols. Inputs comprise fencing equipment and walls, access gates, cellphone and metal detection devices, vehicle and body

scanners, security personnel, surveillance equipment, monitoring personnel, security lighting, dogs and dog handlers. Performance is measured by considering indicators such as: length of fencing/walls, number of reported perimeter breaches, number of entry and exit permits issued, prison area under camera surveillance as a percentage of total prison area, and number of reported breaches of protocol/surveillance standards.

Safety and security inside centres are predominantly provided by means of direct supervision i.e. custodian personnel. Activities include implementation of standard operating procedures/security protocol, impromptu searches to eliminate illegal substances (persons and cells), and regular threat assessments, amongst others. Inputs comprise security officers (guards), security equipment, gang management units and emergency security teams. Performance is measured by considering indicators such as: number of guards, guard to inmate ratio, number of impromptu searches, number of reported security breaches, et cetera.

Performance indicators

Correctional centers are spread across 46 management areas in 6 regions. Each region has a regional office. There is also a head office providing strategic leadership, management, support services and training to the department. In this analysis, management areas are linked to inmate and staff numbers to give a general sense of execution (performance) per area.

Table 3: Regions, management areas, inmates and staff

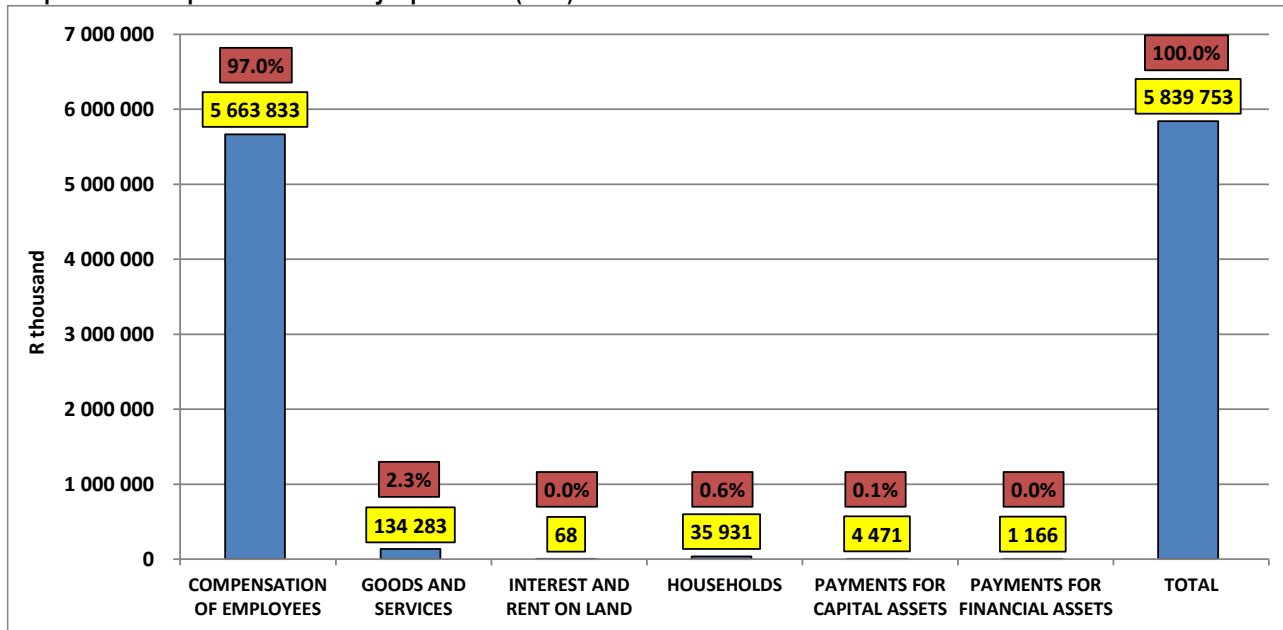
REGION	MANAGEMENT AREA	INMATES	STAFF	REGION	MANAGEMENT AREA	INMATES	STAFF
EASTERN CAPE (EC)	EAST LONDON AREA	3 921	483	KWAZULU-NATAL (KZN)	DURBAN AREA	9 538	726
	KIRKWOOD AREA	1 164	211		EMPANGENI AREA	3 607	543
	MIDDLEDRIFT AREA	2 653	328		GLENCOE AREA	2 103	344
	MTHATHA AREA	3 484	412		KOKSTAD AREA	1 757	823
	SADA AREA	2 619	472		NCOME AREA	2 622	356
	ST ALBANS AREA	5 311	674		PIETERMARITZBURG AREA	4 682	702
FREE STATE/NORTHERN CAPE (FS/NC)	COLESBURG AREA	632	94	WESTERN CAPE (WC)	WATERVAL AREA	3 196	385
	GOEDEMOED AREA	1 669	351		ALLANDALE AREA	1 737	257
	GROENPUNT AREA	4 800	680		BRANDVLEI AREA	1 379	504
	GROOTVLEI AREA	5 367	497		BREEDERIVER AREA	1 931	345
	KIMBERLEY AREA	3 463	479		DRAKENSTEIN AREA	2 006	427
	KROONSTAD AREA	4 407	622		GOODWOOD AREA	2 677	193
	UPINGTON AREA	1 333	211		MALMESBURY AREA	1 827	242
					OVERBERG AREA	2 771	417
GAUTENG (GP)				POLLSMOOR AREA	7 603	889	
	BAVIAANSPOORT AREA	1 630	437	SOUTHERN CAPE AREA	2 824	490	
	BOKSBURG AREA	4 319	563	VOORBERG AREA	2 025	345	
	JOHANNESBURG AREA	9 261	697	LIMPOPO/NORTH WEST/ MPUMALANGA (LM/NW/MP)	BARBERTON AREA	3 562	671
	KGOSI MAMPURU II AREA	7 600	1 324		BETHAL AREA	2 336	430
	KRUGERSDORP AREA	2 261	220		KLERKSDORP AREA	3 244	451
	LEEUVKOP AREA	4 051	427		POLOKWANE AREA	1 873	210
	MODDERBEE AREA	5 071	746		ROOIGROND AREA	1 749	274
ZONDERWATER AREA	2 659	420	RUSTENBURG AREA		2 221	490	
			THOHOYANDOU AREA		5 244	342	
			WITBANK AREA		2 164	377	
TOTAL		77 676	10 348			76 679	11 235
GRAND TOTAL						154 355	21 583

Judging by inmate numbers, Table 3 shows that the largest management areas are Durban (KZN), Johannesburg (GP), Pollsmoor (WC) and Kgosi Mampuru II (GP), while the smallest management areas are Colesberg (FS/NC), Kirkwood (EC), Upington (FS/NC) and Brandvlei (WC). It is also evident that those management areas that accommodate the largest numbers of inmates also require the largest numbers of staff and vice versa.

Expenditure evaluation

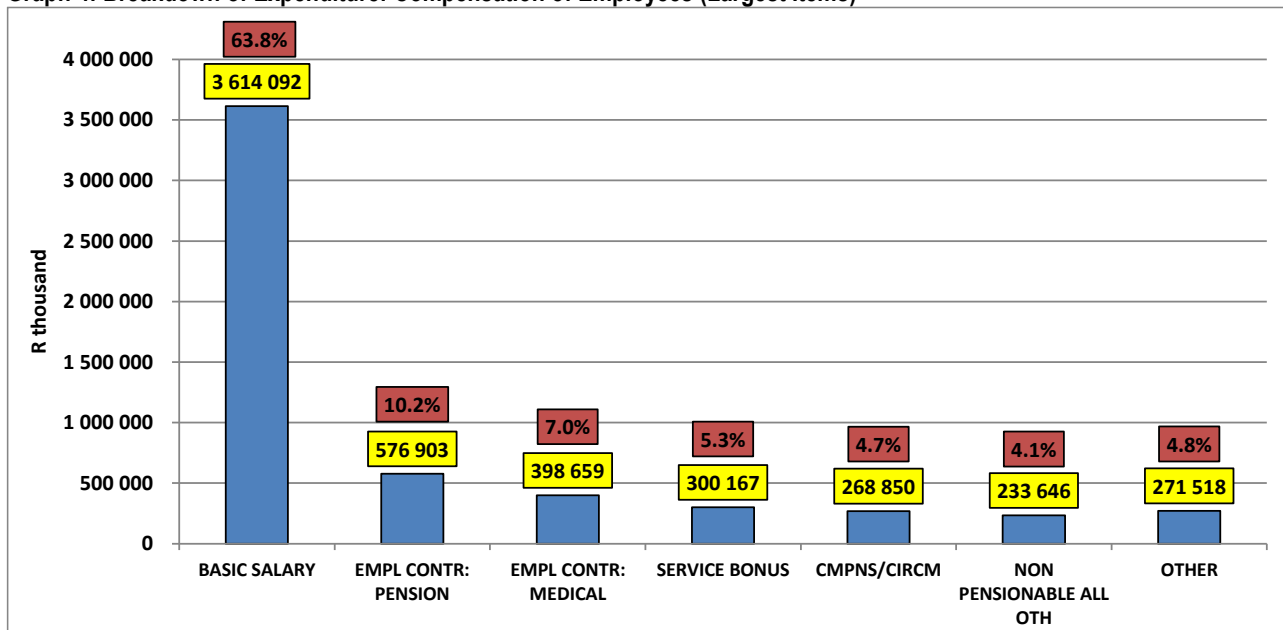
Overall spending

Graph 3: Total Expenditure: Security Operations (Item)



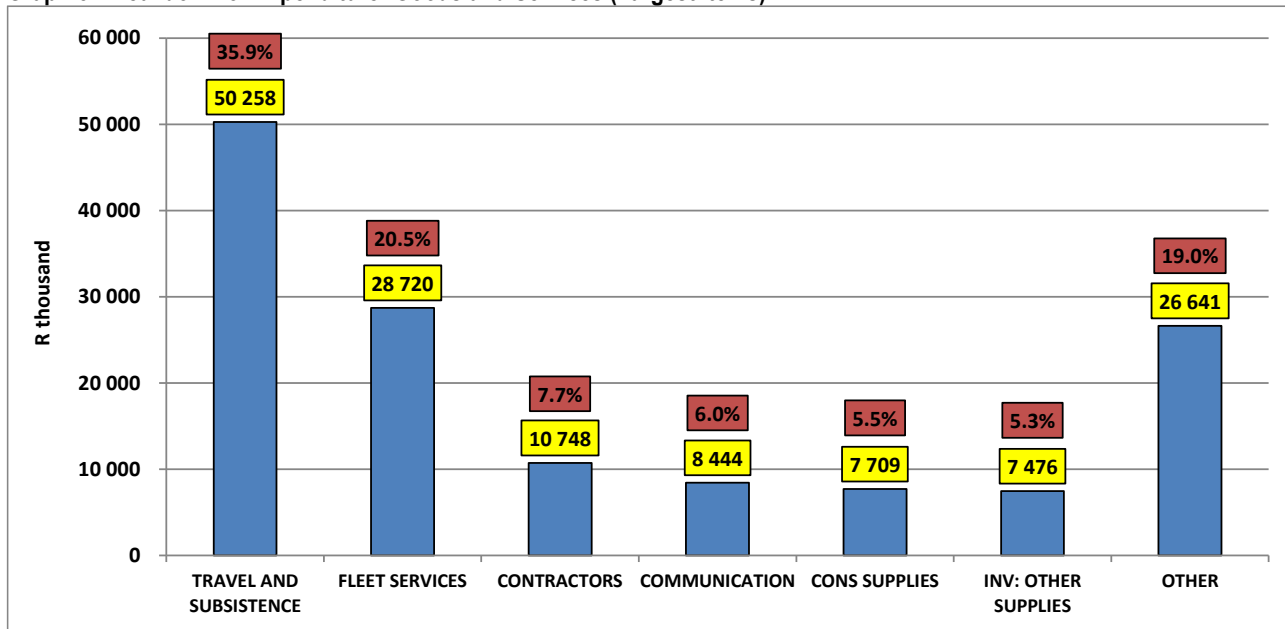
Graph 3 shows that total expenditure on security operations equates to approximately R5.8 billion, and because the subprogramme is labour intensive, most of its spending is on compensation of employees and goods and services, representing R5.7 billion (97%) and R134.3 million (2.3%), respectively.

Graph 4: Breakdown of Expenditure: Compensation of Employees (Largest Items)



Looking at compensation of employees, Graph 4 shows that the majority of spending goes towards basic salary (63.8%), followed by employer contributions towards pension and medical (10.2% and 7%, respectively), service bonus or 13th cheque (5.3%), compensation/circumstantial (e.g. acting, shift and standard danger allowances) (4.7%) and non pensionable allowances (e.g. cash allowances) (4.1%). Other items represent 4.8% of total expenditure on compensation of employees.

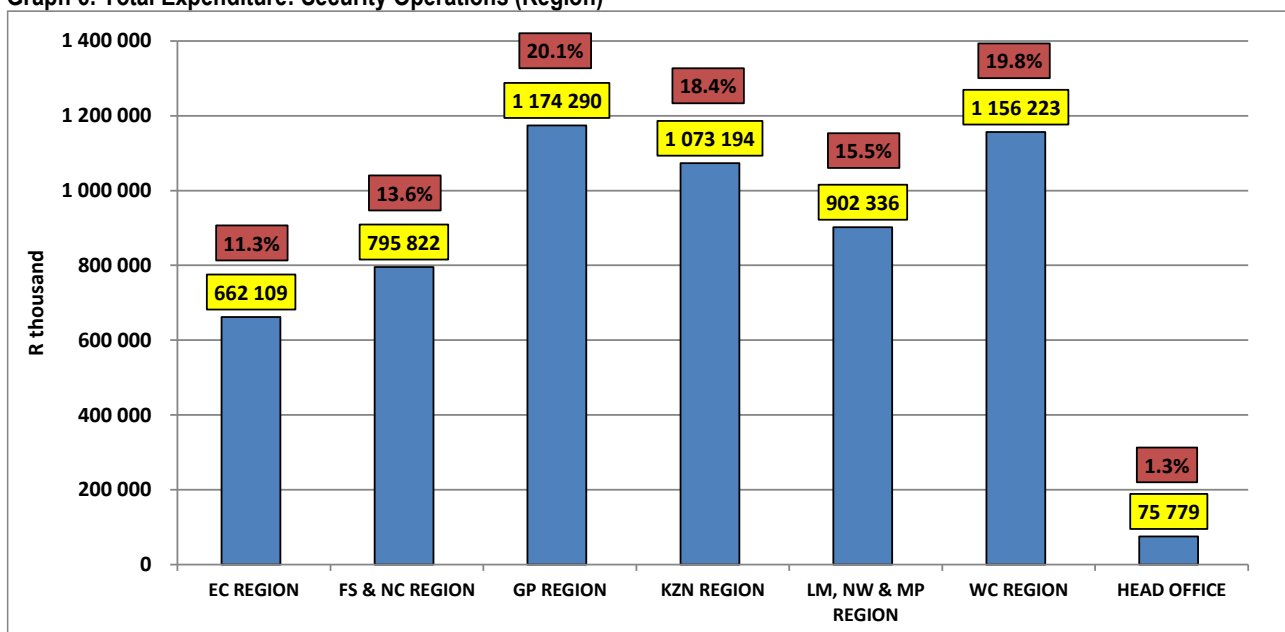
Graph 5: Breakdown of Expenditure: Goods and Services (Largest Items)



Under goods and services, Graph 5 shows that the majority of spending goes towards travel and subsistence (accommodation and special daily allowances) (35.9%), fleet services (kilometres travelled) (20.5%), contractors (maintenance and repair of non-infrastructure assets) (7.7%), communication (telephone and facsimile costs) (6%), consumable supplies (5.5%) and other supplies (uniforms and protective clothing) (5.3%). Summed together, other items represent 19% of total expenditure on goods and services.

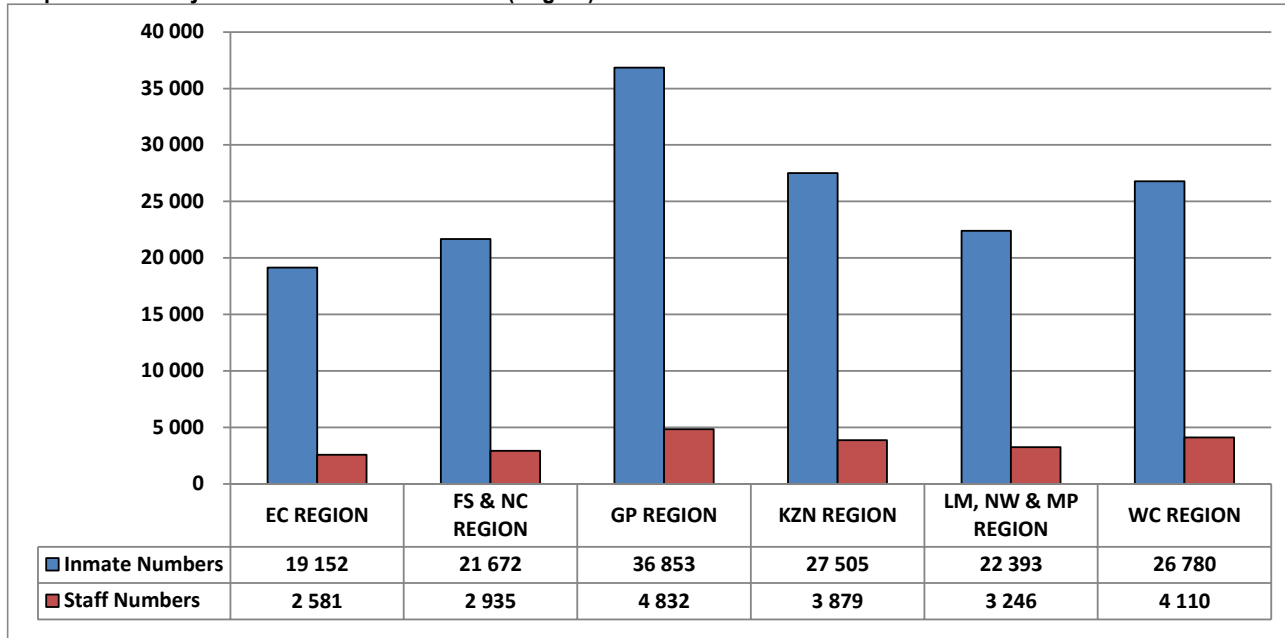
Spending per region

Graph 6: Total Expenditure: Security Operations (Region)



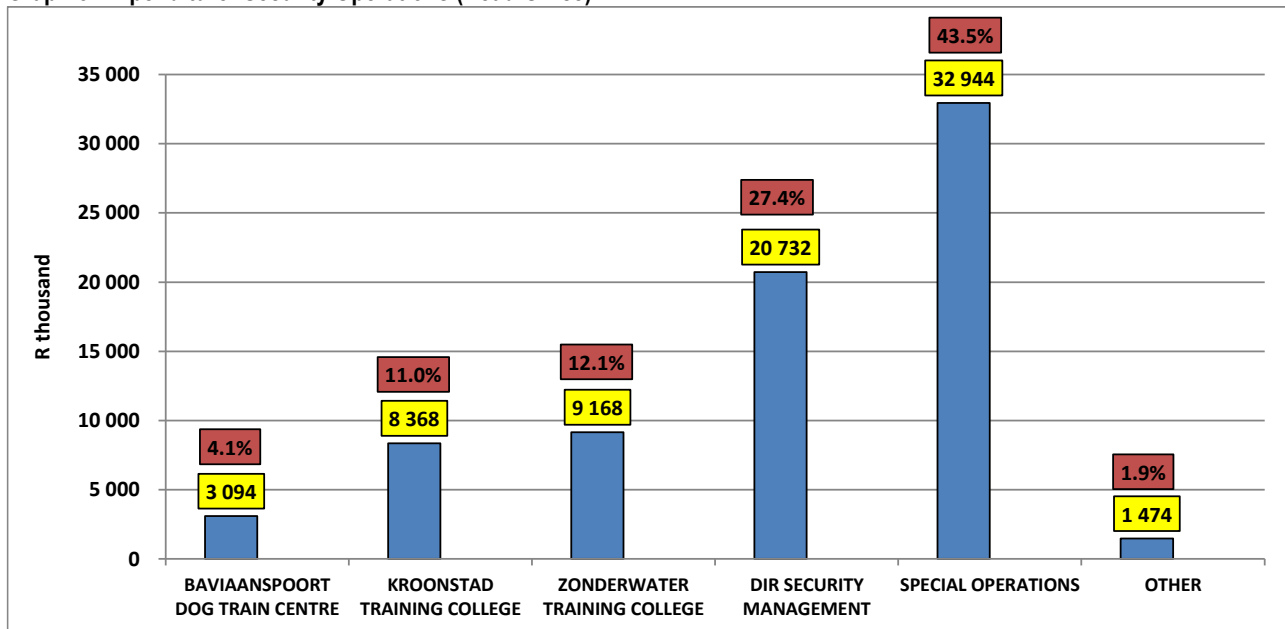
Graph 6 shows that the largest proportions of spending goes to the Gauteng and Western Cape Regions (20.1% and 19.8%, respectively), followed by KwaZulu-Natal (18.4%) and then Limpopo/North West/Mpumalanga (15.5%). This is mainly because Gauteng, Western Cape and KwaZulu-Natal hold the biggest populations of inmates and consequently also the largest numbers of staff. (Also see Graph 7)

Graph 7: Summary of inmate and staff numbers (Region)



Graph 6 also shows that Head office receives the smallest proportion of spending (1.3%), while Graph 8 indicates that this expenditure is mainly for Special Operations (43.5%), Director: Security Management (27.4%), the Zonderwater Training College (12.1%), Kroonstad Training College (11%), and Baviaanspoort Dog Training Centre (4.1%).

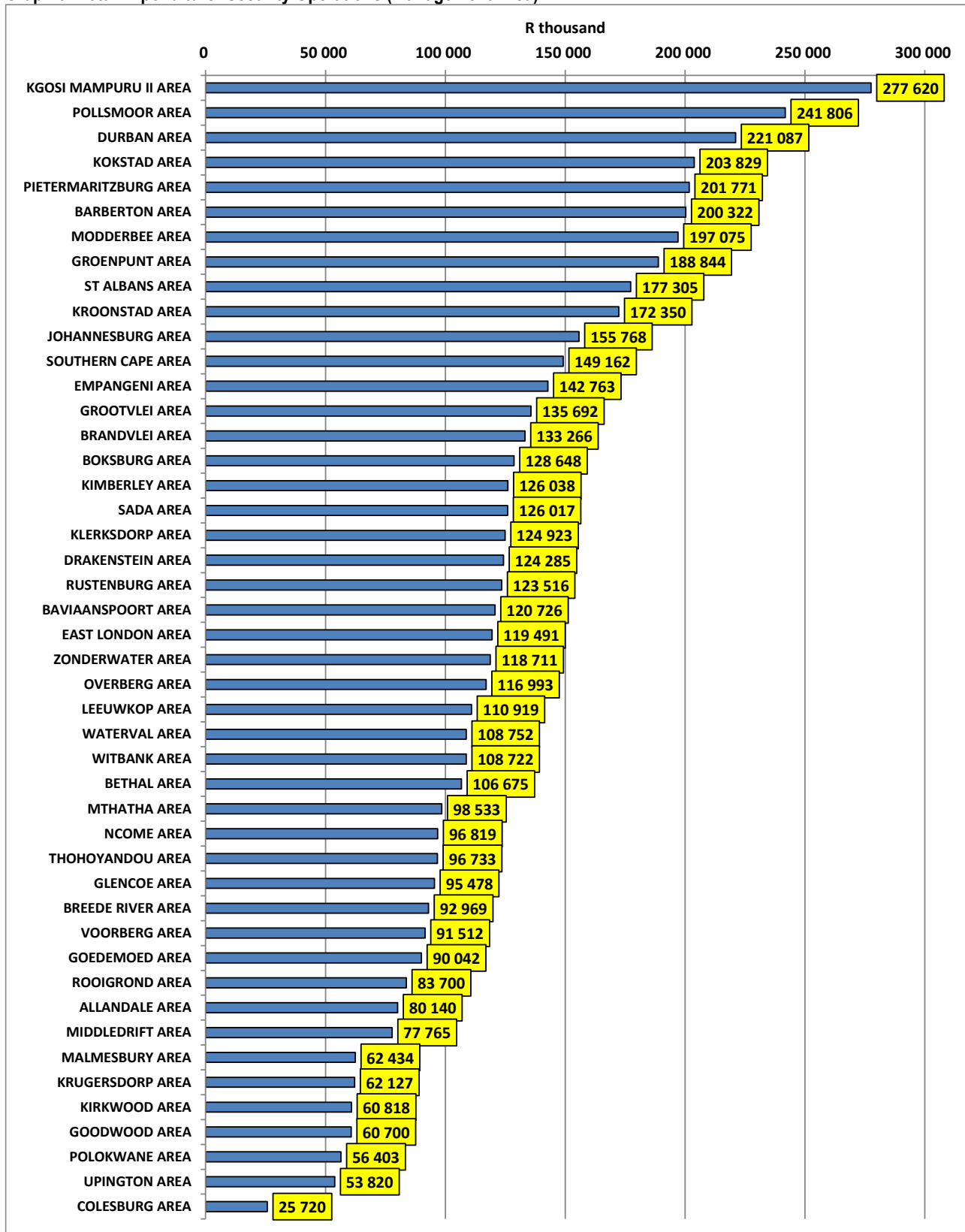
Graph 8: Expenditure: Security Operations (Head Office)



Spending per management area

If regional and head office expenditure are removed, Graph 9 shows that the largest proportions of spending goes to the Kgosi Mapuru II (R277.6 million), Pollsmoor (R241.8 million) and Durban Management Areas (R221.1 million), followed by Kokstad (R203.8 million), Pietermaritzburg (R201.8 million), Barberton (R200.3 million) and Modderbee (R197.1 million). This is mainly because these management areas include large numbers of facilities, but also because they contain significant numbers of inmates and staff.

Graph 9: Total Expenditure: Security Operations (Management Area)



Average spend per inmate/staff member and inmates per staff member

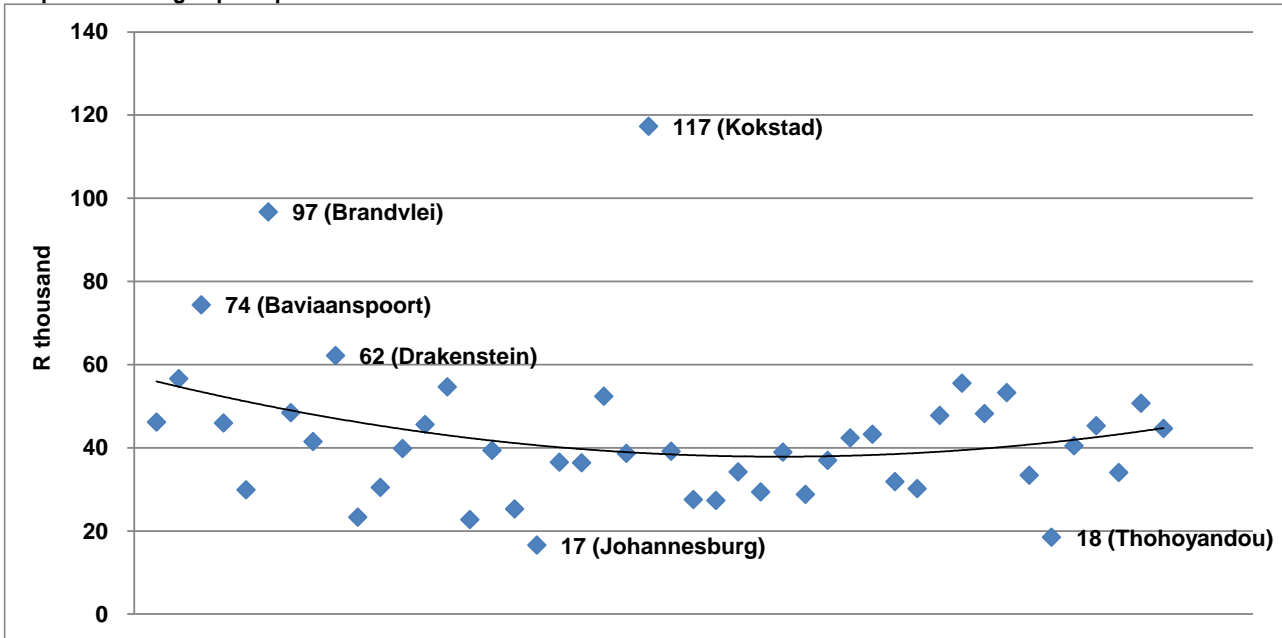
Table 4 provides a summary of expenditure, inmate numbers and staff numbers per management area, as well as average spend per inmate, average spend per staff member, and inmates per staff member.

Table 4: Average spend per inmate/staff member and inmates per staff member

Management Area	Expenditure	Inmate Numbers	Staff Numbers	Average Spend per Inmate	Average Spend per Staff Member	Inmates per Staff Member
	R thousand			R thousand	R thousand	
ALLANDALE AREA	80 140	1 737	257	46	314	7
BARBERTON AREA	200 322	3 562	671	57	303	5
BAVIAANSPOORT AREA	120 726	1 630	437	74	278	4
BETHAL AREA	106 675	2 336	430	46	248	5
BOKSBURG AREA	128 648	4 319	563	30	228	8
BRANDVLEI AREA	133 266	1 379	504	97	264	3
BREEDE RIVER AREA	92 969	1 931	345	48	269	6
COLESBURG AREA	25 720	632	94	41	274	7
DRAKENSTEIN AREA	124 285	2 006	427	62	293	5
DURBAN AREA	221 087	9 538	726	23	304	13
EAST LONDON AREA	119 491	3 921	483	30	255	8
EMPANGENI AREA	142 763	3 607	543	40	264	7
GLENCOE AREA	95 478	2 103	344	46	278	6
GOEDEMOED AREA	90 042	1 669	351	55	257	5
GOODWOOD AREA	60 700	2 677	193	23	326	14
GROENPUNT AREA	188 844	4 800	680	39	277	7
GROOTVLEI AREA	135 692	5 367	497	25	273	11
JOHANNESBURG AREA	155 768	9 261	697	17	222	14
KGOSI MAMPURU II AREA	277 620	7 600	1 324	37	210	6
KIMBERLEY AREA	126 038	3 463	479	36	265	7
KIRKWOOD AREA	60 818	1 164	211	52	295	6
KLERKSDORP AREA	124 923	3 244	451	39	278	7
KOKSTAD AREA	203 829	1 757	823	117	248	2
KROONSTAD AREA	172 350	4 407	622	39	277	7
KRUGERSDORP AREA	62 127	2 261	220	27	284	10
LEEUEWKOP AREA	110 919	4 051	427	27	260	10
MALMESBURY AREA	62 434	1 827	242	34	260	8
MIDDLEDRIFT AREA	77 765	2 653	328	29	249	9
MODDERBEE AREA	197 075	5 071	746	39	265	7
MTHATHA AREA	98 533	3 484	412	29	253	9
NCOME AREA	96 819	2 622	356	37	274	7
OVERBERG AREA	116 993	2 771	417	42	282	7
PIETERMARITZBURG AREA	201 771	4 682	702	43	287	7
POLLSMOOR AREA	241 806	7 603	889	32	273	9
POLOKWANE AREA	56 403	1 873	210	30	270	9
ROOIGROND AREA	83 700	1 749	274	48	307	6
RUSTENBURG AREA	123 516	2 221	490	56	252	5
SADA AREA	126 017	2 619	472	48	268	6
SOUTHERN CAPE AREA	149 162	2 824	490	53	307	6
ST ALBANS AREA	177 305	5 311	674	33	276	8
THOHYANDOU AREA	96 733	5 244	342	18	283	15
UPINGTON AREA	53 820	1 333	211	40	256	6
VOORBERG AREA	91 512	2 025	345	45	265	6
WATERVAL AREA	108 752	3 196	385	34	286	8
WITBANK AREA	108 722	2 164	377	51	292	6
ZONDERWATER AREA	118 711	2 659	420	45	283	6
TOTAL	5 748 789	154 355	21 583	37	267	7

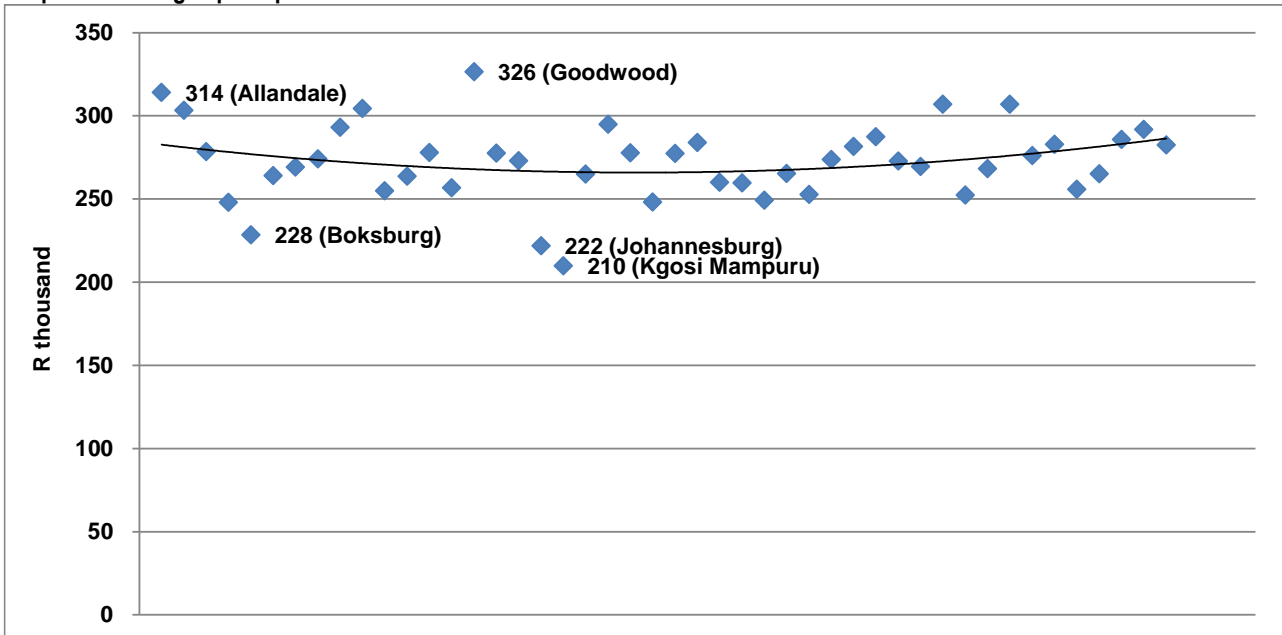
Compared to the overall average spending per inmate of R37 000, Table 4 shows that the highest spending per inmate occurs in Kokstad (R117 000), Brandvlei (R97 000), Baviaanspoort (R74 000) and Drakenstein (R62 000). This is mainly because these management areas include big maximum security facilities, which require lower staff/inmate ratios than medium security facilities. The lowest spend per inmate occurs in Johannesburg (R17 000) and Thohoyandou (R18 000), which also have the highest staff/inmate ratios. (Also see Graph 10)

Graph 10: Average spend per inmate



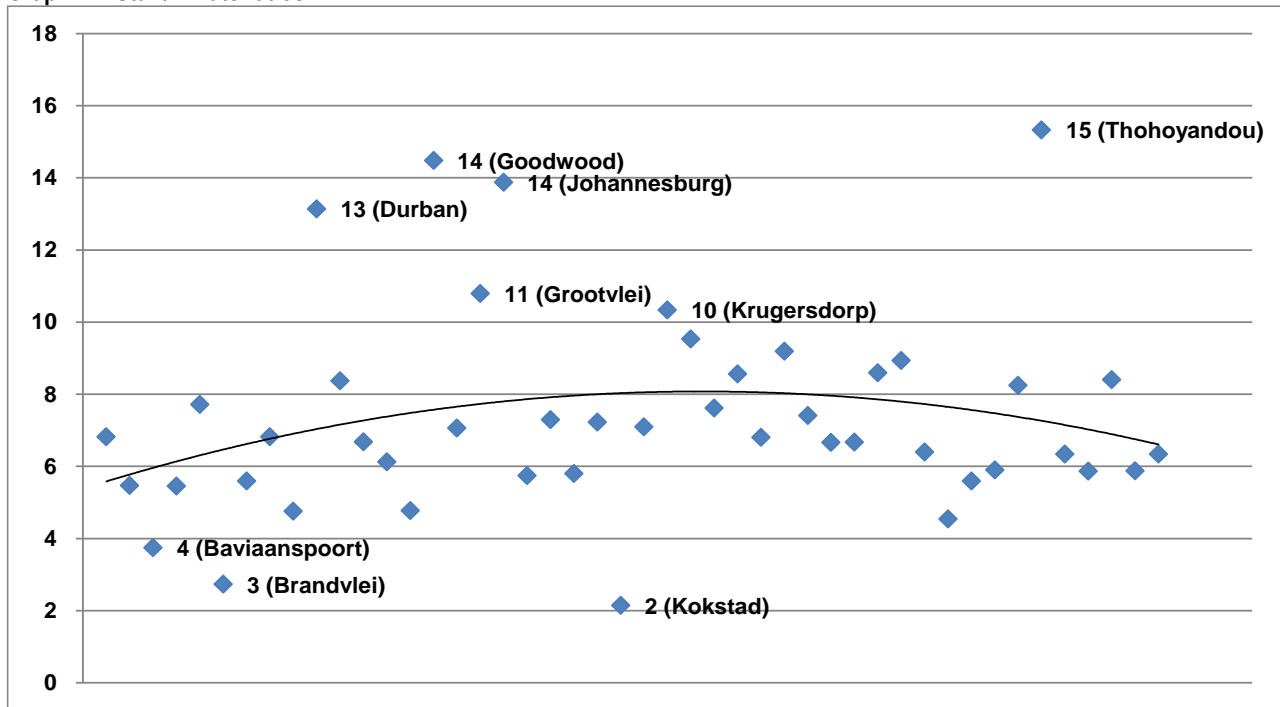
When examining spend per staff member, compared to an overall average of R267 000, Table 4 shows that spending by most management areas range between R250 000 and R300 000. However, there are a few outliers e.g. Allandale (R314 000), Goodwood (R326 000), Boksburg (R228 000), Johannesburg (R222 000) and Kgosi Mapmuru II (R210 000). (Also see Graph 11)

Graph 11: Average spend per staff member



Looking at staff/inmate ratios, compared to an overall average of 1:7, the highest ratios are evident in Thohoyandou (1:15), Goodwood (1:14), Johannesburg (1:14), Durban (1:13), Grootvlei (1:11) and Krugersdorp (1:10), while the lowest ratios are evident in Baviaanspoort (1:4), Kokstad (1:3) and Brandvlei (1:2). The former is due to the listed management areas having the largest numbers of inmates, while the latter is due to the listed management areas accommodating the country's biggest maximum security facilities, requiring fewer inmates per staff. (Also see Graph 12)

Graph 12: Staff/inmate ratios



Costing model

Because the majority of spending goes towards compensation of employees, an Excel model is proposed that uses inmate numbers, average staff costs and inmate/staff ratios to determine likely staffing and spending requirements. (See Table 5)

Values are drawn from Table 4 and allowance is made for spending on other items e.g. goods and services, households and payments for capital assets. The afore-mentioned is done for the security operations subprogramme in total, as well as each facility type (minimum and maximum). Later models can include columns for inmate type (male, female and juvenile).

Table 5: Costing Model

Value/Result	Total	Maximum*	Medium*
Inmates per Staff Member	7	4	9
Average Cost per Staff Member	267 316	267 316	267 316
Allowance for Other Spend as % of Total	3.0%	3.0%	3.0%
Number of Inmates	154 355	31 215	123 140
Resultant of Staff	21 486	7 804	13 682
Resultant Spend on Staff	5 571 128 726	2 023 488 140	3 547 748 127
Total Spend	5 748 788 625	2 084 444 707	3 664 343 918

* Illustrative

The bottom part of the model is formula driven, thus staffing and spending requirements change as values in the top part of the model are changed. Flipped around, the model can also be used to estimate costs if the prison population decreases or increases.

Savings

Since the above model is Excel based and its results mainly formula driven, it can also be used to identify savings. For example, savings can be realised if there is an increase in inmate/staff ratios, decrease in average cost per staff member or decrease in number of inmates. However, the most meaningful saving would be to increase inmate/staff ratios.

Table 6: Potential Savings

Value/Result	2014/15	2015/16	2016/17	2017/18	2018/19	2018/19
Inmates per Staff Member	7.2	7.8	8.3	8.8	9.4	9.9
Average Cost per Staff Member	267 316	290 038 *	307 441 *	325 887 *	345 440 *	366 167
Allowance for Other Spend as % of Total	3.0%	3.0%	3.0%	3.0%	3.0%	3.0%
Number of Inmates	154 355	161 500 *	163 000 *	164 000 *	165 000 *	165 500
Resultant of Staff	21 486	20 636	19 636	18 636	17 636	16 636
Resultant Spend on Staff	5 571 128 726	5 805 538 107	5 855 653 035	5 890 881 817	5 909 257 703	5 908 631 520
Total Spend	5 748 788 625	5 979 036 527	6 032 057 597	6 068 343 774	6 087 268 624	6 086 623 724
Available Budget	5 748 788 625	5 979 036 527	6 547 358 000	7 152 719 000	7 914 318 000	8 357 519 808
Annual Saving			(515 300 403)	(1 084 375 226)	(1 827 049 376)	(2 270 896 084)

* Illustrative

To illustrate, Table 6 shows that savings totalling ±R2.3 billion could be generated in 2018/19 within the existing security operations baseline if the current inmate/staff ratio is steadily increased from 1:7 to 1:10. The afore-mentioned can be achieved through simple attrition. It is assumed that 1 000 guards leave per annum and provision has been made for annual salary adjustments, as well as growth in inmate numbers.

Conclusion

The National Treasury has always maintained that the Department of Correctional Services should work towards achieving a staff/inmate ratio of 1:10. Effectively, this would mean that the staff establishment of the Security Operations subprogramme must be reduced by ±4 000 members. This report shows that such a reduction is possible through simple attrition and that savings generated could amount to ±R2.3 billion by 2018/19.