



# STRATEGIC PLANNING REPORT

16 TO 20 JULY 2018  
KOPANONG HOTEL AND  
CONFERENCE CENTRE

SHAPING THE FUTURE  
OF CORRECTIONS IN  
SOUTH AFRICA



**correctional services**

Department:  
Correctional Services  
REPUBLIC OF SOUTH AFRICA







| SHAPING THE FUTURE  
| OF CORRECTIONS IN  
| SOUTH AFRICA

# TABLE OF CONTENTS

Key-note Address by the Minister of Justice and Correctional Services	7
Executive Summary	8
Introduction	11
<b>SECTION 1: PRE-CONFERENCE INPUTS</b>	<b>12</b>
<b>1.1 Human Resources:</b>	<b>12</b>
1.1.1 The Ideal Correctional Leader/Official	12
1.1.2 Organisational Efficiency	13
<b>1.2 Incarceration and Corrections:</b>	<b>20</b>
1.2.1 Needs-Based Intervention Plan	20
1.2.2 Safety, Security and Humane Dignity	23
1.2.3 Appropriate and Cost-Effective Facilities	25
1.2.4 Correctional Health Services for Special Categories of Offenders: Focus On Inmates with Mental Illnesses	28
1.2.5 Self-Sustaining Corrections	30
<b>1.3 Community Corrections:</b>	<b>33</b>
1.3.1 Community Corrections	33
1.3.2 Restorative Justice and Parole Boards	34
1.3.3 Community Liaison	36
<b>1.4 Information and Communication Technology:</b>	<b>37</b>
1.4.1 Technology and Corrections of the Future	37
<b>1.5 Branch: Finance</b>	<b>38</b>
1.5.1 Cost-containment	38
<b>SECTION 2: SOUTH AFRICA IN THE NEXT 50 YEARS (50-YEAR TRAJECTORY)</b>	<b>39</b>
<b>2.1 Presentations:</b>	<b>39</b>
2.1.1 Statistics South Africa	39
2.1.2 The South African Police Service	41
2.1.3 The National Prosecuting Authority	42
2.1.4 The Department of Human Settlements	43
2.1.5 The Department of Small Business Development	45
2.1.6 The Department of Public Works	46
2.1.7 The Department of Justice and Constitutional Development	48
2.1.8 The Council for Scientific Industrial Research	50
2.1.9 The State Security Agency	51
<b>SECTION 3: KEY ISSUES FROM PLENARY</b>	<b>53</b>
<b>3.1 Offenders</b>	<b>53</b>
<b>3.2 Technology</b>	<b>53</b>
<b>3.3 The Parole System</b>	<b>53</b>
<b>3.4 Partnerships</b>	<b>53</b>
<b>3.5 Policies and Procedures</b>	<b>53</b>
<b>3.6 Resources</b>	<b>54</b>

3.7	Strategy Development	54
3.8	Self Sufficiency	54
3.9	Social Re-integration	54
3.10	Integrated Government	54
3.11	Socio-Economic Challenges	54
3.12	Safety and Security	55
<b>SECTION 4: REFLECTIONS ON THE WHITE PAPER ON CORRECTIONS</b>		<b>55</b>
<b>SECTION 5: ENVIRONMENTAL ANALYSIS</b>		<b>57</b>
5.1	Group Discussions with Correctional Officials: Levels 3 to 12	57
5.2	Survey Findings with Senior Management Service Managers on the Department of Correctional Services' Vision, Mission and Values	58
5.3	Environmental Scan Findings	58
5.4	Organisational Effectiveness, Survey Findings	59
<b>SECTION 6: PRESENTATION OF COMMISSIONS BY EXTERNAL STAKE-HOLDERS</b>		<b>59</b>
6.1	<b>Government Departments/ Entities:</b>	<b>59</b>
6.1.1	The Department of Health (Presentation and inputs during Commission 11)	59
6.1.2	The Department of Agriculture, Forestry and Fisheries (Presentation and inputs during Commission 6)	61
6.1.3	The Department of Social Development (Presentation and inputs during Commissions 4 and 7)	62
6.1.4	The Integrated Justice System (Presentation and inputs during Commission 9)	63
6.1.5	The Judicial Inspectorate of Correctional Services (Presentation and inputs during Commission 11)	64
6.1.6	The Auditor-General, South Africa (Presentation during Commission 10)	65
6.1.7	The National Treasury (Presentation and inputs during Commissions 6 and 10)	66
6.2	<b>Academic Presentations:</b>	<b>67</b>
6.2.1	Presentation 1: Criminal career research as a crime prevention and rehabilitative tool (Presentation and inputs during Commission 2)	67
6.2.2	Presentation 2: Balanced approach to human rights protection in the corrections environment (Presented during Commission 11)	69
6.2.3	Presentation 3: How much punishment is enough: Criminal record as death sentences? Exploring the experiences of job applicants with a previous criminal conviction on ex-offenders pursuing quality employment after incarceration (Presented during Commission 8)	70
6.2.4	Presentation 4: The new breed of ex-inmates: Is South Africa ready? (Presented during Commission 11)	71
<b>SECTION 7: SUMMARY REPORT ON EACH COMMISSION</b>		<b>72</b>
7.1	Commission 1: The Ideal Correctional Leader & the Ideal Correctional Official	72
7.2	Commission 2: Needs-Based Intervention Plans	73
7.3	Commission 3: Safety & Security	74
7.4	Commission 4: Special Categories of Offenders	74
7.5	Commission 5: Appropriate & Cost Effective Facilities	75
7.6	Commission 6: Self Sustaining Corrections	75

7.7	Commission 7: Restorative Justice	76
7.8	Commission 8: Social Reintegration	76
7.9	Commission 9: Technology in Security and Corrections	77
7.10	Commission 10: Organisational Efficiency and Effectiveness	78
7.11	Commission 11: Humane Dignity & Offender Development	79
<b>SECTION 8: YEAR 1 FOCUS AREAS AND 5 to 10 YEARS STRATEGIC OBJECTIVES</b>		<b>79</b>
8.1	Year 1 Focus Areas	79
8.2	5 to 10 Year Strategic Objectives	80
<b>SECTION 9: STRATEGIC INTENT - 50 YEARS</b>		<b>82</b>
<b>SECTION 10: KEY ISSUES EMANATING FROM COMMISSIONS ON STAKEHOLDER INVOLVEMENT</b>		<b>82</b>
<b>SECTION 11: KEY POLICY GAPS</b>		<b>84</b>
<b>SECTION 12: THE 50 YEAR SCENARIO</b>		<b>84</b>
12.1	The Idea of the State as Driver of the Future: Values & Sovereignty	85
12.2	Politics and Economics: An Integrated Perspective	86
12.3	2068: Top 5 Incremental Changes	86
12.4	2068: What does this all mean for DCS?	
<b>SECTION 13: INDLULAMITHI SCENARIOS 2030</b>		<b>88</b>
<b>SECTION 14: CONCLUSION</b>		<b>90</b>
<b>SECTION 15: RECOMMENDATIONS</b>		<b>91</b>
<b>SECTION 16: WAY FORWARD</b>		<b>92</b>
<b>ANNEXURE A: ABBREVIATIONS</b>		<b>96</b>

## KEY NOTE ADDRESS BY THE MINISTER OF JUSTICE AND CORRECTIONAL SERVICES

The Minister of Justice and Correctional Services, the Honourable Advocate Michael Masutha has expressed his profound appreciation to all the Heads of Departments and other entities having set aside time in developing a correctional system, most suited in taking South Africa forward.

The historical context provides a scenario rife with socio-economic challenges. The current socio-economic challenges emanate from opportunities lost and dating as far back as 1620 with the arrival of the first settlers. The events of 1852, 1889 and the establishment of the Union of South Africa during 1910 also all failed to unite South Africa along of racial and gender dispensations. The welfare system also developed for civil society, as well as other interventions were at the time aimed at addressing the needs of a white minority, invariably resulting in a severe lack of education and the proliferation of poverty among the larger black population. The impact of these policies still reverberate today, and have over time resulted in and contributed towards a situation in which our prisons presently are bursting at the seams.

The National Development Plan, Vision 2030 (NDP) aims to mobilise the nation as a whole towards the realisation of a common strategy and plan. The Department of Correctional Services (DCS) is part of the Criminal Justice System that is responsive to high levels of crime which is prevalent in society, primarily with the intention of curbing crime. Taking cognisance of the fore-mentioned historical context regarding the myriad of socio-economic challenges confronting South Africa, the timing is opportune for the DCS to pro-actively and strategically plan for the next 100 years.

During the previous year, Parliament has reviewed the Justice and Criminal Value Chain. Over-crowding in correctional centres, inmate to officer ratios, the conditions of facilities and identified challenges regarding compliance with national and international instruments, as well as the impact of these factors on the rehabilitation inmates and offenders constitute a number of the major concerns.

Of particular interest to the Minister has been the Dutch case-study, in respect of which prisons and prison populations have been nearly, all but eradicated, while the Rule of Law within the country has remained untarnished and intact.

The Minister has encouraged the DCS to become innovative and solution-driven and praised the Department for its efforts in refurbishing the Middleburg Courts through the utilisation of offenders and accordingly challenged the Department to continue with similar meaningful programme interventions that inculcate and result in a positive impact to the offender, the Department and broader South African society. The DCS has also been commended for various school projects which it has undertaken and special mention was made regarding the provision of a fully-fledged library for the blind that was installed at the Siloe School for the Blind, alongside facilities installed at the Umtata School aimed at improved support for an enhanced digital learning experience.

The Minister concluded by stating that there is a need to recognise the value of offenders and providing the necessary tools in preparing them to become active and successful participant within society subsequent to social re-integration. It is also incumbent on the Department to consider engaging National Treasury for an appropriate funding mechanism.



**Advocate Michael Masutha**  
**Minister of Justice and Correctional Services**

## EXECUTIVE SUMMARY

Prior to the hosting of the strategic planning session, the DCS branches were tasked to identify key issues on which each session should accordingly focus. Branches also identified various challenges related to the implementation of their respective programmes alongside issues for consideration in relation to planning activities over the medium to long term.



A number of Human Resource challenges, including lack of an effective Staff Recruitment and Retention Strategy, Service Delivery Model and low staff morale were identified as challenges compounded by the inadequate allocation of resources.

As a core Branch of the Department, Incarceration and Corrections also raised a number concerns and the most pressing challenges highlighted, comprise of a lack of capacity to efficiently profile sentenced offenders, the absence of correctional programmes for short-term incarcerated offenders, overcrowding in prison facilities, a lack of appropriate facilities and suitable programmes developed for inmates with mental illnesses.

The Community Correction Branch reported an increase in case-loads, resulting longer sentences and increased pressure on limited resources.

The Information and Communication Technology (ICT) Branch identified issues such as electronic monitoring and tagging and the mobile technology for post-release inmate support as some of the mechanisms being promoted to address overcrowding, while enhancing cost efficiency and effectiveness.

The Finance Branch reflected on the impact of cost containment measures on service delivery in general.

### South Africa in the Next 50 Years (Trajectory)

The Department invited various key government departments to participate during the strategic planning session with the aim of presenting their respective 50-year visions and indicate how their strategies would accordingly impact on and affect the Department. Eight government departments and one entity made presentations during the plenary session and comprised of Statistics South Africa (Stats SA), the South Africa Police Service (SAPS), the National Prosecuting Authority (NPA), the Department of Human Settlements (DHS), the Department of Small Business Development (DSBD), the Department of Justice and Constitutional Development (DOJ&CD), the State Security Agency (SSA), the Department of Public Works (DPW) and the Centre for Science and Information Research (CSIR).

The Stats SA presentation highlighted several issues that may impact on DCS plans in the future and these include in particular; unemployment, high poverty levels and crime. The SAPS presentation focussed on a number of deliverables that impact on the DCS, while the NPA highlighted factors contributing to overcrowding and initiatives developed to counteract factors related to overcrowding.

The Department of Human Settlements proposed the endorsement of a joint venture with the DCS to address housing needs of correctional officials. Similarly, the DSBD suggested collaborations with DCS to create and enhance access to business initiatives for ex-offenders with a view



to afford them an opportunity to support themselves after release. The Department of Public Works also recommended the resuscitation of joint task teams to strengthen and support the implementation of DCS projects.

The DoJ&CD reflected on the role of Criminal Justice Sector (CJS) initiatives in reducing overcrowding in correctional centres. The SSA emphasised the need for robust involvement of DCS within Justice Crime Prevention and Security (JCPS) cluster, as well as the Social Governance and Economic Clusters. The CSIR discussed a number of relevant technologies that can improve security within DCS facilities.

### **Reflections on the White Paper on Corrections**

The presentation pertaining to the White Paper on Corrections, emphasised the need for the DCS to understand the type of offender in custody, at all times. A number of the recommendations include the use of technology as an effective tool for the management of offender rehabilitation and social integration. It also emphasised the impact of the changing profile of offenders in DCS facilities and rehabilitation programmes.

### **Environmental Analysis**

The Vision and Mission of the Department was confirmed to have relevance based on the views expressed by a representative sample of officials spread across various salary levels. A number of environmental factors that may negatively influence the implementation of the DCS strategy include a shortage of resources, a lack of recruitment and retention strategies alongside vacancy rates.

### **Key Issues from Plenary**

The issues raised by external stakeholders in presentations during the plenary session were analysed and categorised into twelve thematic areas, namely: offenders; technology, the parole system, partnerships, policies and procedures, resources, strategy development, self-sufficiency, social re-integration, integrated government, socio-economic challenges and safety and security.

### **Presentations in Commissions by Government Departments**

Government departments and entities were invited to participate during commissions based on their respective mandates and how these impact on the DCS. Four (4) departments made presentations during commissions namely: the National Departments of Health, Agriculture, Social Development, and National Treasury alongside entities namely, the Judicial Inspectorate of Correctional services (JICS) and the Auditor-General, South Africa.

### **Academic Presentations**

The research community was also invited to provide their perspectives which the DCS must take into consideration when planning for rehabilitation and share relevant findings on their research studies regarding how Correctional Services can be developed and improved in South Africa.

Four academic presentations were provided regarding the following research topics: "Criminal career research as a crime prevention and rehabilitative tool", "Exploring the experiences of job applicants with a previous criminal conviction on ex-offenders pursuing quality employment after incarceration", "The New Breed of Ex- Inmates" and "Balanced approach to human rights protection in the corrections environment".

### **5 to 10 year Strategic Objectives**

Commissions were tasked to consider inputs provided by various stakeholders during discussions. Based on the outcomes of these discussions, strategic objectives were developed, while policy gaps and relevant stakeholders for implementation were identified. The deliberations were consolidated into eight strategic objectives.

The following are the consolidated strategic objectives emanating from the deliberations of the commissions:

- **Strategic objective 1:** DCS as a professional and ideal correctional environment by 2030;
- **Strategic objective 2:** Having secure and cost effective facilities by 2030.
- **Strategic objective 3:** Improving organisational efficiency in order to achieve self-sustaining corrections for better service delivery by 2030.
- **Strategic objective 4:** Rehabilitating and developing offenders to improve their value system, regenerate morale and enhance social integration.
- **Strategic objective 5:** Improving strategic partnering for integrated government-wide service delivery by 2030.
- **Strategic objective 6:** Having optimal, integrated smart technology to enhance security systems and service delivery.
- **Strategic objective 7:** Humane incarceration supported by inclusive (Special Categories) evidence-based interventions through appropriate rehabilitation programmes.
- **Strategic objective 8:** Providing integrated security, classification of facilities and offenders and partnering with relevant structures for enhanced security in safe and secure correctional environments.

#### **Key Issues on Stakeholder Involvement and Policy Gaps**

The commissions also identified key issues that require stakeholder involvement and policy gaps for alignment with strategic objectives.

#### **Scenario Planning**

The SSA presented possible scenarios for South Africa aimed at providing an approach to capacitate the DCS strategic planning cycle for long-range planning linked to specific 50-year scenarios in so far as they have relevance for the country. There were three themes supported by various scenarios, presented by the SSA and comprising of “The idea of the state as a driver of the future values and sovereignty”, “Politics and economics an integrated perspective” and “2068: Top 5 Incremental changes” as well as what these scenarios mean for DCS.

The planning team also reflected on the “Indlulamithi Scenarios on South Africa” as presented to President Ramaphosa. These scenarios were developed by the respected Unisa academic and well-known politician and commentator, Dr Somadoda Fikeni and the Mapungubwe Institute for Strategic Reflections (MISTRA). These scenarios complement those presented by the SSA, in that the SSA scenarios are focused on the “State and the Authority of the State”, whereas the Indlulamithi scenarios are focused on socio-economic issues in particular.



## INTRODUCTION

The Department of Correctional Services convened its first all-inclusive strategic planning session at the Kopanong Hotel and Conference Facility from 16 to 20 July 2018. Strategic planning is described as an organisational management activity that is used to set priorities, strengthen operations, ensure that employees and other stakeholders are working towards common goals, as well as assess and adjust the organisation's direction in response to a changing environment.

Effective strategic planning articulates not only where an organisation is going and the actions needed to support progress, but also how it will know if it is successful.

The strategic planning approach used was centred on initiating a dialogue within Government around how best to approach corrections as a societal responsibility as accordingly enshrined in the White Paper on Corrections. This dialogue therefore is aimed at assisting in developing interventions that will have an impact on social stability and restore moral regeneration within society.

The dialogue also sought to establish how the government's approach to corrections during the next five, ten and fifty year periods will be managed and clearly pronounce on how the DCS will contribute to the achievement of the 2030 National Development Plan objectives and subsequently by extension how best to project the fifty-year trajectory.

The logic behind planning for the next 50 years was based on the need for government to move away from short-term towards long-term planning which has sustainable benefits. Many countries generally use this approach and China serves as a good example.

The team's approach to the DCS Vision 2068, was to ensure that other Departmental strategies and policies were factored into the long-term planning of the DCS.

During the strategic planning session participants comprised of DCS senior members, invited guests (Directors-General and/or their representatives from other departments, as well as entities and UNISA academics).

A total of 321 invitees participated during the planning session consisted of representatives from 21 National Departments, two representatives from organised labour, 15 representatives from academic institutions, one former National Commissioner, two Non-Government Organisations, three Government Agencies, two representatives from the Judicial Inspectorate of Correctional Services and all members of the senior management service of the Department of Correctional Services.

The strategic planning process accordingly endorsed was based on a methodology developed by the planning team.

The planning process included these following specific steps:

- Process Planning;
- Stakeholder engagements;
- Executive management engagements;
- Inputs from other departments;
- Reflections on the White Paper on Corrections;
- Environmental analysis; and
- The Commission's respective conceptualisation and constitution.

The Commissions were tasked to identify and formulate:

- Strategic objectives;
- Policy gaps; and
- The identification of relevant stakeholders.

The pre-planning process consisted of a number of workshops, while the planning session was divided into two plenary sessions and breakaway sessions facilitated through eleven commissions. This report represents a compilation of "proceeding-related reports" which each document the status and progress of the process. The Appendix contains planning session agendas.

This report was accordingly finalised by the conclusion of the process

## SECTION 1: PRE-CONFERENCE INPUTS

### BACKGROUND

Prior to the strategic planning session, DCS Branches and Regions were requested to identify key issues on which the Strategic Planning Session should focus. Environmental analysis was conducted with a sample of officials at salary level 111 to 12 in form of workshop and SMS through a survey questionnaire. This analysis was conducted for Head Office and all Regions and is presented in section 5 of this report.

The respective Branch inputs are presented as follows:

#### 1.1 HUMAN RESOURCES

The Human Resources Branch provided a presentation which covered the following areas:

##### 1.1.1 Definition of an Ideal Correctional Officer/Leader:

Paragraphs 8.2.1 to 8.2.11 of Chapter 8 contained in the White Paper on Corrections in South Africa, 2005 outline the characteristics of an ideal correctional official.

The concept of the ideal correctional official is understood to cover all officials working within the DCS regardless of rank or profession. The definition therefore encapsulates characteristics associated with the concept of the "ideal correctional officer"/"ideal correctional leader". All officials are expected to embody these characteristics espoused in the White Paper on Corrections.

The definition of the ideal correctional official resonates with the aspiration underscored by the National Development Plan and the Government's Programme of Action in developing a public service cadre. In terms of Chapter 13 of the NDP, one of the key objectives to be realised is aimed at building a capable and developmental state in respect of which *"staff at all levels have the authority, experience, competence and support they need to do their jobs."*

From the definition in the White Paper it can be therefore be deduced "that:

An ideal correctional official is an important member of society and multi-tasker whose job includes the administration of law and the implementation of programmes and policies of Government in line with the Constitution of the Republic.

He/she must encapsulate the following qualities and be:

- an exemplary public servant and personify the epitome of Batho Pele Principles;
- Embody the principles of Ubuntu;

- Skilled and knowledgeable;
- Professional;
- An excellent communicator;
- A teamwork promoter;
- A problem-solver;
- Decisive;
- Resilient;
- Selfless;
- Able to practice open-mindedness;
- Dedicated;
- Informed and possess a profound understanding of the business of Department i.e. that the safety, well-being, rehabilitation and successful re-integration of offenders is the focus of all his/her activities;
- Intrinsically motivated by a desire to make a difference within society; and
- Able to demonstrate a high level of integrity and self-mastery.

#### Gaps identified in respect of current competencies of correctional officers/leaders

- Poor discipline;
- Corruption;
- Low morale;
- Poor work ethics;
- Passivity;
- Lack of innovation and visionary perspective;
- Resistance to change;
- Un-principled conduct;
- Lack of appreciation for diversity;
- Focus predominantly on extrinsic reward;
- Non adherence with Batho Pele principles;
- "A prisoner is a prisoner" mind set and perception;
- Minimal work activity and output; and
- Lack of- or resistance to understanding the business of the Department.



#### 1.1.2 The Ideal Organisational Culture:

The requirements of the organisational culture of the DCS are documented in Chapter 8 of the White Paper. Herein, specific prescripts for an "Ideal Correctional Official within an appropriate organisational culture" are provided, all of which are aimed at enabling *"the Department to make a fundamental contribution to a new system of corrections in South Africa"*.

The White Paper is clear that an ideal correctional official can only thrive and develop in an appropriate and conducive organisational culture.

The White Paper is explicit that the DCS organisational culture must be "people-centred" and make a contribution to 1) the achievement of the organisation's strategy and 2) the image of the Department.

The Department recognised that its current culture does not support the realisation of the objectives summarised above. In this regard, the White Paper states that:

*"The previous organisational culture of the DCS is inadequate to meet the new challenges of ensuring safe custody under conditions consistent with human dignity, while facilitating effective rehabilitation as required by the legal mandate."*

In order to address this issue, the Department commissioned an Organisational Culture Survey to determine the nature, extent and location of the misalignment between the culture and the objectives of the White Paper, thus making it possible to develop strategies and interventions to address specific gaps and instances of this misalignment. The Culture Survey results are also intended to guide:

- The development of a comprehensive plan to align the culture of the DCS with its rehabilitation objectives and the establishment of a new system of corrections in South Africa; and
- The institutionalisation of Batho Pele principles and service delivery standards.

The survey was piloted at the Modderbee Management Area and Gauteng Regional Office. Key stakeholders at Head Office were also engaged during the initiative.

#### **Outcomes of the Interviews:**

- Demilitarisation is misunderstood and interpreted as people thinking that this means you do not need discipline or are not required to exercise authority... there is no "General" anymore;
- Not everyone is clear on exactly what the current DCS culture personified and comprises;
- There seems to be a lack of accountability at various levels of the organisation;
- Low morale is pervasive in many areas;
- Communication is problematic;
- Many staff members have not made the mind-shift required to deliver on objectives of the White Paper on Corrections;
- Human Resource processes are not culminating in delivering on the profile of an Ideal Correctional Official;
- There is a call for "professionalisation" of the role of a Correctional Official;
- Senior management is out of touch with what is happening 'on the ground';
- Not all managers possess the competencies required to drive the White Paper on Corrections;
- Issues remain surrounding effective policy implementation and alignment; and
- Infrastructure and resources are inadequate.

#### **Positive Outcomes of the Interviews:**

- A number of the representatives indicated that although the transition of the Department from a para-military institution resulted in a loss of discipline and respect, a number of employees still recognised these two factors as strengths of the organisation;
- A sense of loyalty still exists among many employees, despite the transition of the Department from a para-military institution invariably resulting in a loss of discipline and respect. A number of employees are also still proud of wearing their uniforms;
- Most interviewees agreed that wearing a uniform is a critical part of the organisational culture and therefore should remain unaltered.
- Programmes have been launched to reward good performance and should be retained as a critical part of the organisational culture;
- The Centres of Excellence are producing results that will assist in taking the Department forward;
- Employees have good benefits; and
- At Centre level, there is often a strong sense of community and belonging.

Emerging risks impacting negatively on the culture of the Department were identified as staff shortages and a lack of incentives for job excellence.

#### **1.1.3 Competency Framework:**

The White Paper states: *"A thorough analysis of the categories of personnel that are required to perform the range of functions in the Department's administrative offices, correctional centres and community corrections offices, is necessary. The distinction between competencies required for line function staff responsible for interacting with offenders, those involved in policy development and administration, and those involved in management must inform the provisioning strategy."*



Currently there is no approved DCS competency framework that is aligned to the requirements of the White Paper on Corrections. Consequently, the Department is unable to measure the competency levels of existing staff and the candidates that are recruited, especially at levels below the SMS cadre.

As part of the process of developing the proposed organisational structure, a competency framework for DCS was developed to meet the current strategy of the Department. Requirements from a Department of Public Service and Administration (DPSA) perspective and best practices were integrated into the design and development of the proposed competency framework.

#### **1.1.4 Skills set for Relevant Purpose**

The service delivery model and the structure of the DCS, together with approved competencies that meet the requirements and capabilities of the Department should be set in place to ensure that the purpose has been clearly identified. Skills audits of individuals must be conducted and measured against the DCS competencies and skills gaps/knowledge of available skills for relevant purposes.

#### **1.1.5 Recruitment**

A Human Resources provisioning strategy with recruitment criteria aimed at supporting rehabilitation activities needs to be in place.

Appropriate remuneration codes must also be developed to attract and retain the required staff and a long-term staffing plan should be adopted and implemented based on realistic offender-staff ratios, with reviews conducted on a regular basis.

The provisioning strategy is directed at the Public Service in general and not focused internally, to attract rehabilitators.

The implementation of unique Occupation Specific Dispensations (OSD) has provided appropriate scale for the various professionals.

The Department through the current shift system experiences ongoing challenges (staffing shortage or inadequate staffing numbers) which may pose a security risk.

#### **Remedial Action:**

- To facilitate a review of the current strategy and incorporate elements and criteria in support of rehabilitation; and
- To promote compliance with the principles of the various OSDs

#### **1.1.6 Talent Management/Career Pathing**

Talent management is not explicitly mentioned in the White Paper on Corrections, however, a number of its elements i.e., on-boarding (orientation and induction), employee development, performance management, career development and succession planning are mentioned or implied in Chapter 8.

There can be no ideal correctional official/leader without talent management. Although the talent management processes are implemented in the Department, this is not done effected in a synergised and systematic manner as part of an integrated talent management strategy. Furthermore, there are elements that need to precede a talent management framework that are currently not in place e.g., an approved structure, competency framework, job profiles, among other, which would identify the talent that is required and that needs to be developed and retained to ensure delivery on the mandate of the Department.

### **Current Challenges in DCS:**

Talent management is critical to shaping and retraining for an ideal correctional official. Current challenges include:

- The lack of an integrated framework for talent management and career pathing in line with the Departmental and Human Resources Strategies;
- The non-synergy and alignment of talent Management between the DCS requirements and individual needs;
- A lack of policy and appropriate guidelines on career pathing;
- There are elements of Career Pathing in the form of OSDs. However, there is a need to fully incorporate these requirements into the DCS strategy and employee philosophy, ethos and culture; and
- Human resource practices are not fully integrated to effectively create leverage pertaining to different interventions that make or contribute to talent management and career pathing (e.g. Leadership Development Programmes for different levels, rewards systems and the better management of incentives such as bonuses).

### **1.1.7 Training and Development**

One of the strategies required for the development of an ideal correctional official within an appropriate organisational culture, is a comprehensive Human Resource Development Strategy which should ensure delivery on the new policy direction of the Department facilitated through:

- The retraining of staff members;
- The ongoing professionalisation within the workspace; and
- The holistic induction and orientation of new staff members.

According to the White Paper, mandatory training should include:

- Orientation and training of all new staff members on the mandate, core business and location of the Department in respect of integrated governance;
- Basic correctional management training for new recruits;
- Basic office management training;
- Appropriate senior, middle and junior management training;
- Specialist bridging training for professional staff;
- Training of correctional officials working with special needs, offender groups;; and
- Functional training.

### **1.1.8 Succession Planning**

There is currently no Succession Planning Policy set in place or adopted for implementation. This has a negative impact on optimal business continuity and the availability of a consistent talent pipeline for critical posts once they are vacated. Succession planning was previously managed within the Department, and erstwhile referred to as Career Development. There is also no provision for succession planning forming part of the Public Service framework

Therefore, it is recommended that the creation of a talent pipeline accordingly be managed through a talent management framework that will be developed and incorporating requisite elements such as career pathing and career development, among other.

### **1.1.9 Retention**

The Department must adopt an appropriate recruitment, promotion and retention strategy for the various employees categories required to deliver on rehabilitation. All retention strategies were withdrawn in accordance with and subsequent to the approval of the Public Service Regulations, 2016.

The Department as part of exit management processes, implements exit interviews that provide an indication of the reasons why employees decide to leave the Department and this information is utilised to identify measures/strategies for the future retention of officials.



### 1.1.10 Employee Wellness

The White Paper on Corrections does explicitly make mention of the employee wellness of officials. The Department is currently implementing the approved integrated employee health and wellness framework for Government, as prescribed by the DPSA. Employee wellness is critical to creating an ideal environment with a view to bolster and ensure optimum staff productivity.

Affective balance and cogent equilibrium has been achieved between primary employee priorities regarding their respective employment positions and their personal/family life.

The inability to achieve an effective and practical work-life balance may contribute to the following factors:

- Low productivity;
- Absenteeism;
- High costs to the organisation;
- Adverse effects at individual/personal level;
- Family neglect; and
- Psychosocial effects, such as:
  - Increased employee smoking and/or drinking;
  - Increased drug use in order to cope with the problems; and
  - Increased levels of violence within the workplace.

### 1.1.11 Human Resource Strategy

During 2015, the Human Resources Team developed a robust, Integrated Human Resource Strategy for period spanning 2016/17 to 2018/19. The following challenges were identified at the time and are still relevant today:

- An inability of the Human Resource function to provide Human Resources capacity and capability to enable the Department in delivering on its strategic goals;
- An inability to provide transactional Human Resources capacity with a view to enable the Department of Correctional Services in better delivering on its mandate;
- The non-existence of organisational development solutions resulting in ineffective organisational performance;
- Inadequate capacity to provide relevant, accredited and quality training that is responsive to the needs of the Department;
- An unhealthy working environment that is not conducive to enhanced service delivery and healthy workforce.
- An inability to create an environment conducive to strengthening sound employee relations

### 1.1.12 Policy Conflicts / Gaps

The White Paper does not address the wellness of officials necessitating a review of Chapter 8 to bring its contents in line with the requirements of the current strategy. Some of the challenges in attracting, developing and retaining an ideal correctional official have emerged from the non-implementation of existing policies and strategies. The latter policies and strategies also do not clearly articulate the concept of the ideal correctional official/leader. There is as a result, a lack of synergy between the existing policies and strategies.

The following considerations represent policy gaps:

- The lack of a Talent Management Framework (which includes career pathing, succession planning);
- A Recruitment and Retention Policy that has not been aligned with the White Paper on Corrections;
- The lack of a Mentoring and Coaching Policy; and
- An inadequate Disciplinary Code and Procedure that is currently being reviewed.

### 1.1.13 Summary of Critical Challenges

One of the major challenges which works against the concretisation of the ideal correctional official concept is endemic low staff morale. This is a serious impediment to sustained levels of excellence in service delivery.

The following issues comprise additional challenges that need to be addressed:

- The absence of an approved, integrated Human Resources Strategy which supports the canvassing, development and retention of an ideal correctional official;
- The lack of a service delivery model and organisational structure which is necessary to inform essential Human Resource processes and procedures;
- The entire Human Resources value chain's inadequate targeting of the ideal correctional official;
- Existing processes and strategies proposed in the White Paper on Corrections are inadequate, have not been integrated and do not support its objectives;
- An inadequate allocation of resources for the implementation of policies and strategies in support of the recruitment and development of an ideal correctional official/leader;
- Inefficient and limited Human Resources control over the management of the Compensation of Employees' budget;
- A culture of poor performance;
- A perception by officials that their rights are secondary to those of offenders; and
- Insufficient recognition/encouragement of work excellence in relation to the reward systems is currently in place.

### 1.1.14 Recommendations

#### Branch Recommendations over the medium-term (5 to 10 year period):

- Develop and implement a Human Resources Strategy that supports the implementation of the Departmental Strategy.
- Finalise a Service Delivery Model which will inform the organisational structure, competency framework and job profiles.
- Conduct a skills audit to determine the skills gap and development of a Workplace Skills Plan (WSP) to address the identified gaps.
- Implement interventions recommended by the O-organisational Culture Survey.
- Implement e-recruitment processes and professionalise corrections by raising the job entry level requirements for correctional officials.
- Consider infrastructure development options most suited for the creation of an ideal organisational culture.
- Profile the type of correctional official the Department will need beyond the time-frame determined by the White Paper e.g., technological skills and intelligence training, among other.
- Consider the requirements of the fourth industrial revolution and change in the profile of the offender.

#### 1.1.15 Branch Recommendations for the next 50-Year Period:

- Generations Alpha and Glass will be entering the job market and correctional centres - "the most formally educated generation ever, the most technologically supplied generation ever and globally, the wealthiest generation ever." - Mark McCrindle
- People will be living longer, healthier with better quality lives for longer, necessitating policy reviews with regard to retirement age and sentencing laws.
- Human Resources will need to review its use of technology, based on the development of technology over the next 50 years, while determining which skills will be replaced over the same period of time.
- The future status of the economy is unknown, but will have a significant impact on the Department's resources, its employees and offender profiles, alike.
- Human Resources will be required to enable the Department in improving the social fabric, by way of programmes that positively impact on the correctional leader, the correctional official

and the management of correctional centres.

- Human Resources will need to monitor the extent of changes within the JCPS cluster and ensure that the Human Resources strategy, organisational structure and practices respond accordingly.
- The Human Resources strategy and structure will need to consider the possibility of self-managed, correctional centres.

Human Resources will need to consider the direction and influence of government systems and policies implemented over the next 50 year period, as well as the status and conditions of international and national treaties and memoranda of understanding regarding offenders.

#### Key Issues for HR

- *The integrated human resource strategy needs to be finalised, approved and implemented;*
- *The Human Resources Branch needs to participate in the development of the service delivery model and ensure that the organisational structure is completed in line with the service delivery model, value chain, processes and procedures; and*
- *Provide Human Resource interventions that promote the desired DCS culture supported by robust employee health and wellness and other programmes supporting employee engagement.*

#### 1.1.2 Organisational Efficiency

Organisational efficiency is determined by the degree of success in utilising and expending the least possible input, in order to produce the greatest possible outputs. Organisational efficiency is too broad to be encapsulated by a single figure. As such, organisations measure efficiency by applying various quantitative figures.

One of the basic values and principles governing public administration based on democratic values and principles as enshrined in the Constitution, is that *"public administration must be accountable."*

Employee accountability is the responsibility of each employee to complete tasks each are assigned, to perform the duties required by their job descriptions and report for duty and proper shifts in order to fulfil or further the goals of the organisation.

Accountability is a crucial element of every high-intensity and function workplace. Accountability in the workplace has a clear correlation with higher performance and as a result requires increased dedication to the role, boosting morale and higher levels of workplace satisfaction. Accountability also engenders innovation, as staff members become more invested in the company going forward. Officials in government departments are expected to account for the effective and efficient use of resources aimed at improved service delivery in line with their respective mandates, both internally and externally in relation to oversight bodies.

The White Paper on Corrections states that the competencies of an ideal correctional officer should focus on the *"recognition of the need to take responsibility for assigned tasks and to be accountable for one's own omissions or actions". The White Paper on Corrections also propagates "a focus on productivity, efficiency and discipline through the implementation of best work methods, procedures and systems, in order to lead to efficiency in service delivery"*

According to the DCS White Paper, corrections is a societal responsibility, it is therefore important that the DCS systems at a macro level, interface coherently with societal systems already in



place. These work processes and systems must support the business of the Department. Since the inception of the White Paper, no business process mapping has been undertaken to document the Department's business processes and determine where business process re-engineering is required in order to realise the objectives of the White Paper.

A process is currently underway to develop a service delivery model in line with the Public Service Operational Management Framework. A number of the current limitations on the work processes and systems being developed by the DCS are:

- The Department is paper driven;
- There is no central repository of policies and procedures, with confusion regarding the application of the B and A orders;
- Officials are not adequately trained in the policies and procedures of the Department;
- A culture of non-compliance is apparent;
- Staff shortages; Trained officials are continuously moved to other components to plug capacity gaps;
- The staffing ratio's cannot be implemented because of budget constraints; and
- With regard to the Organisational Structure:
  - The Organisational Structure is not aligned to post functions in persal;
  - The Organisational Structure does not respond to the departmental Mandate;
  - The Organisational structure is outdated; and
  - No service delivery model has been developed.

#### **Policy Conflicts and Policy Gaps**

- Policies are not reviewed in line with external developments and factors; and
- Policy gaps or conflicts create and result in unnecessary litigation.

#### **Possible interventions:**

- The Review of delegations.
- The Review of the Correctional Service Act and other related legislation and policies.

#### **Key issues raised on Organisational Efficiency**

- *The DCS must ensure that there are effective mechanisms to ensure accountability at all levels of the department.*
- *The DCS needs to ensure that there is an Operations Management Framework that is functional and operational in line with the PSR of 2016 and the White Paper on Corrections that states the Department must have "a focus on productivity, efficiency and discipline through the implementation of best work methods, procedures and systems in order to lead to efficiency in service delivery"*

## **1.2 BRANCH INCARCERATION AND CORRECTIONS**

### **1.2.1 Needs-Based Intervention Plans**

The DCS has a legal obligation to assess offenders, develop Correctional Sentence Plans (CSPs) and provide rehabilitation (correctional) programmes as per Section 38 of the Correctional Services Act 111 of 1998, as amended. Chapter 9 of the White Paper on Corrections also speaks to assessment, profiling and the development of the CSPs.

Correctional Programmes are rendered in line with the Correctional Sentence Plan (CSP) for offenders serving sentences of longer than 24 months, as stipulated in section 41 of the Correctional Services Act and par 9.7 of the White Paper on Corrections. Correctional Programmes are needs-based interventions targeting the offending behaviour of the offender. These programmes aim to raise awareness, provide information and assist the offender to develop and improve their life skills.

The assessment and profiling of offenders and compilation of the relevant CSP, form the basis of the rehabilitation process. Assessment serves to determine needs and risks and the CSP guides interventions towards addressing offending behavior for the entire duration of the offender's stay in the correctional system (including community corrections).

The assessment, profiling of offenders and the development of CSP's, represents an important step in the needs-based interventions and should ideally be conducted by a multi-disciplinary team consisting of psychologists, social workers, educationists, etc. Currently the CSP's are conducted by Correctional Assessment Officials (CAOs) due to insufficient professional staff and a permanent structure to employ the correct levels of various professional staff such as required CAO's. Interim CAOs were appointed from the existing post establishment to implement the simplified tools during 2008.

The lack of a permanent structure for CAO's means that officials who are trained are not always placed where they can implement the training. This does not add value for cost and is not a sustainable practice, as there is no continuity in the transfer of knowledge. There is no development of expertise gained through experience. The establishment of a permanent CAO structure is crucial if the Department wants to deliver a qualitative service. The officials in these interim positions are also utilised in other functional areas, such as security services.

Currently, only sentenced offenders serving sentences of 24 months and above have CSPs. This excludes short-term offenders and remand detainees.

Correctional programmes are offered only in English, notwithstanding the diverse nature of the offender population.

Section 13.3 provides for a need to establish a policy framework for community participation through regulated partnerships frameworks.

There is an insufficient number of artisans to train offenders. Sport, Recreational, Arts and Cultural (SRAC) activities are provided on an ad-hoc basis, depending on the availability of officials. Not all infrastructure complies with Quality Council for Trades and Occupations (QCTO) requirements and the unavailability of a cost and pricing policy makes it difficult to sell art items that are developed by inmates.

Misalignment of the DCS and the psychological services post establishments result in failure to completely implement the Occupational Specific Dispensation (OSD). In terms of OSD a Chief Psychologist is the most senior professional and should supervise the Principal Psychologist and not the Director: Psychology, as is currently the case. The Director: Psychology does not form part of the OSD.

#### **Key Issues:**

- *Create a structure that will enable the re-establishment of the multi-disciplinary team to assess offenders and develop CSP's, while also appointing CAOs permanently and specifically for this task;*
- *The offender assessment and profiling tools must be reviewed to make them user friendly, shorter and to include other outstanding assessment requirements;*
- *Include short sentence offenders (less than 24 months) and remand detainees in the rehabilitation process by developing specific programmes for them;*
- *Evaluate the impact of the rehabilitation programmes;*
- *Translate the medium of communication used in rehabilitation programmes to other South African official languages; and*
- *Appoint one Principal Psychologist out of the current four to act as Chief Psychologist, while creating a post for, advertising and appointing a Chief Psychologist (ideally one for each Region as well as Head Office).*

**Safety, Security and Human Dignity:**

The Department of Correctional Services is responsible for the rehabilitation of offenders in a safe and secure environment, while ensuring their human dignity including at least the provision of, at state expense, adequate accommodation and health-care services. In this regard, the following comments have relevance:

- The Department of Correctional Services is at the receiving end of the Criminal Justice System;
- The DCS is divided into six regions (Limpopo Mpumalanga Northwest (LMN), Eastern Cape (EC), KwaZulu Natal (KZN), Free State Northern Cape (FSNC), Gauteng Province (GP) and Western Cape (WC);
- There are 243 Correctional Centres Nationally, whereas 236 are fully operational and seven non-operational;
- Two private prisons (Kutama-Sinthumule and Mangaung);
- Two high-detention facilities namely: Ebongweni and C-Max;
- Emergency Support Teams (EST) provided per Management Area;
- Dog and Mounted Units;
- The Inmate population as of Annual Performance Plan (APP) submission (2018/04/01); and
- A Total of 164 129 inmates.

The objective of the Safety, Security and Human Dignity policy is aimed at providing safe and secure conditions of detention consistent with maintaining the human dignity of inmates. It provides for administration, classification profiling and consideration of offenders for release or placement into the system of Community Corrections.

Safety and security is delivered through six pillars of security, as determined by the National Security Guidelines namely: Personal Security Measures, Physical Security Measures, Technological Security Measures, Information Security Management, Operational Security Measures and Management Supervision.

The Reclassification Tool (G303 H) was introduced in the DCS during 2008 and gave effect to section 29 of the CSA 111 1998 and the B Order chapter 15 sub-sections 1.2 and 4.1, respectively.

Departmental coal face managers and practitioners later proposed a review of the tool citing security and escape risks posed by offenders that were reclassified from maximum to medium security inmates, including "lifers" after serving an initial 5 year sentence of sentencing verdicts as "maximums".

During 2011, a revised G303 I, was implemented for offenders that were sentenced after November 2011 to date, in accordance to which reclassification is considered after 12 and a half years for lifers and long-term offenders.

Over the past 20 years, the average number of maximum offenders serving life sentences drastically increased from 433 offenders in 1995, to 13 705 offenders serving life sentences during 2015.

There is a high number of sentenced, maximum offenders with very long sentences including lifers within Departmental facilities. The Reclassification Tool introduced in 2011 resulted in lifers spending far too long in a maximum facility.

The introduction of minimum sentences for particular categories of serious crimes also resulted in an increase in the number of sentenced long-term offenders.

Long sentences resulted in Departmental facility constraints which will become a serious con-

cern in future, because the current number of maximum facilities cannot cope with the increasing number of sentenced long-term offenders.

#### **Definition of a Gang:**

A gang comprises "a group of offenders within South African Correctional Centres that belong to any organised, anti-social and/or criminal sub-group within Correctional Centres (prison). Members of this sub-group are subjected to an adjacent sub-culture which is usually regulated and ruled by a specific code of conduct, "laws", customs and activities that promote cohesion and solidarity in order to achieve the goals of the group within the prison environment".

#### **Gang Management Strategy:**

- A Gang Management Strategy was developed and implemented during April 2010.
- Each Region / Management Area / Centre was tasked with developing its own action plans based on the National Strategy as a guideline. Evaluation of progress revealed different levels of implementation in regions and management areas.
- A Gang Management Task Team was appointed during February, 2012. (Line Managers at Head Office and Regional Office Level)
- Gang "Hotspot" centres were accordingly identified.
- A Gang Management Checklist / Monitoring Tool was implemented in June 2013 in an effort to assist the implementation process.
- Heads of Correctional Centres (HCC) have reported progress to RC's regarding implementation from 1 July 2013 and with specific focus on identified hotspot areas.
- Reports are tabled during Regional Gang Management Task Team meetings for elevation to the National Gang Management Task Team.

A Gang Reference Group was identified and appointed during July 2013 which functions as a source of knowledge and is responsible for the development of manuals, and the provision of training, etc. (practical knowledge of gangs at coalface level).

- The matter of gangs was elevated to National Joint Operations and Intelligence Structures (NATJOINTS), to formulate a more dynamic and integrated approach.
- The National Intelligence Coordinating Committee (NICOC) leads an Inter-Departmental Gang Management Task Team, on which the DCS is represented.
- Fact finding visits were undertaken at Pollsmoor and St Albans prisons and further visits are planned for other regions.
- Awareness training for HCCs on gangs and implementation of the Gang Management Strategy is currently in progress and in due course be rolled out to other staff levels.

The Department currently in negotiation with CSIR for signing off a Memorandum of Understanding to assist with research on various topics, of which gangsterism has been included.

#### **1.2.2 Success for Safety, Security and Human Dignity**

There are successful areas achieved by safety, security and human dignity such as the development of a gang management strategy, the establishment of Emergency Support Teams (EST), operation vala, investigations, access control systems, security fences and installation of integrated security systems.

#### **Summary of Challenges:**

- The existence of two separate Security Components causing confusion
- The absence of a system linking all 243 Correctional Centres with Head Office for the monitoring of high-profile (dangerous) offender movements to and from courts.
- A National EST Structure has not yet been approved alongside the inadequate staffing of the Head Office Structure for Security and existing Control Rooms.
- Dysfunctional Electronic Access Control and CCTV systems due to the lack of maintenance contracts.



- The absence of an automated reporting system including an effective intelligence gathering and analysis system (All security incidents are reported manually).
- The smuggling of contraband into Centres which includes amongst others, cell phones, drugs and weapons.
- The Non-compliance with security policies and procedures
- Dilapidation ISS installations due to no ongoing maintenance.
- No budget allocated for the maintenance of facility security systems.
- An Instruction from DCS forwarded to the DPW to cease all maintenance on ISS during 2015.
- The signing of an MOU between ARMSCOR and DCS to be finalised to assist the DCS with technology projects.
- The non-availability of funding to procure equipment.

#### **Proposed Solutions:**

- The employment of more officials to address the shortage of staff.
- Effectively addressing of shift pattern.
- The re-alignment of training curricula in line with operational requirements.
- The vetting and identification of corrupt officials.
- The utilisation of the various relevant State Organs in addressing, amongst others corruption, the gathering of /analysis of intelligence information regarding the smuggling of contraband into the Centres.
- The provision of continuous training of officials on security policies and procedures.
- Reviving the 'Back 2 Basics' principals for security.
- In line with Section 9 of the Regulations of Interception of Communications Act (RICA), and an interface with the SAPS and SSA to address the smuggling of contraband into Correctional Centres.
- The CSO to lead the NICOC Task Team on Gangs Management in terms of the Anti-Gang Strategy.
- NATJOINTS: The continued provision of operational combat training to DCS officials with focus on riot control.
- Emphasising compliance with the Firearm Control Act, including inspections conducted by –+SAPSs.
- DIRCO to lead counter-terrorism and violent extremism interventions.
- The construction/upgrading of correctional facilities aligned with unit management and rehabilitation needs.
- The organisational structure of security operations at Head Office requires urgent revision and accordingly funded at a Branch level, which will include Security Standards with a view to expand its capacity and deliver effective security services according to the DCS mandate.
- There is a need to establish and implement a well-resourced National Emergency Support Team (EST).
- The establishment of a well-resourced National Operation Centre (NOC) that is overseen by the DCS officials is long overdue.
- Effectively addressing overcrowding in terms of multi-pronged strategy.
- The utilisation of relevant state departments to address among others, corruption, the gathering/analysis of intelligence information and the incidence of smuggling of contraband into the Correctional Centres.
- Expediting the approval of an Integrated Security Strategy (ISS) discussion document.
- The Operationalisation and expedition of body scanners in an effort to prevent smuggling in contraband within Correctional Centres.

#### **Key Issues:**

- *Revive security infrastructure in all correctional centres focusing on the big risk centres;*
- *Ensure there is an appropriate organisational structure supported by adequate resources including finance, people, technology and facilities, to name a few;*
- *Engage other government departments in order to improve effectiveness of security operations, as*



- well as solicit support in areas that DCS finds itself challenged; and*
- *Provide capacity-building initiatives to improve security capability of the Department.*

### 1.2.3 Appropriate and Cost Effective Facilities

#### **Problem statement:**

The purpose of correctional facilities is provide well maintained physical infrastructure that supports safe and secure conditions of detention that are consistent with maintaining the human dignity of inmates, personnel and the public.

#### **Context:**

The provision of suitable facilities is one element of the eight-pronged strategy in reducing over-crowding, which is achieved by creating additional bed-space for inmates. The key objective is to build appropriate and cost-effective facilities for the Department.

#### **The current functions of Facilities are as follows:**

##### **Professional Services:**

- Land acquisition informed by legislative compliance and disposal, feasibility studies environmental impact assessments and site clearances, etc.
- Project planning informed by the National Building Advisory Committee, needs assessments, projects registrations, budget planning and the departmental infrastructure plan;
- Design and engineering management facilitated by means of Design Consultant Oversight Policy Development; and
- Information archive management, prototype design and information management.

##### **Construction Project Management:**

- Project Management informed by design management, project monitoring, and project closure;
- In the form of built drawings;
- Project Financial Management enabled by means of a Capital Works budget; and
- Bed-Space Management driven by the Consolidation of National Bed space and Management of Accommodation Determination System.

##### **Facilities Management:**

- Maintenance focusing on day-to-day maintenance programme management, DPW planned maintenance programme oversight and the departmental maintenance plan;
- Repair and Renovation Project Management focusing on the Government Immovable Asset Management Act (GIAMA) condition audits;
- Project management;
- UAMP focussed on the Departmental User Asset Management Plan;
- Leased Accommodation informed by Private Lease Management State Owned Property Payments management;
- Municipal Charges guided in terms of Direct Payment of Municipal Charges Oversight of Municipal Accounts (DPW); and
- Licensing of radio equipment, license renewals and payments.

##### **Facilities Portfolio:**

- The current facilities portfolio is delineated as follows:
- A total number of correctional facilities - **243**;
- New correctional centres constructed since 1994 - **10**;
- Correctional centres constructed in zinc (needing replacement) - **11**;
- Correctional centres decommissioned due to dilapidation - **2**;
- The total leased office space - **185 100** square metres; and
- The total number of Community Corrections ('ComCor') and 'Other Office' leases - **136**.

**Other Physical Infrastructure:**

Staff housing, agricultural land and improvements, dams, fencing, waste water treatment plants, water purification plants, boreholes, recreational areas (Facilities Fund) and incinerators.

**Additional/New Developments:**

There are currently 111 ongoing projects comprising of new, upgrading, repair and renovation and planned maintenance interventions.

**Notable Developments since 1994:**

There have been positive developments towards the enhancement of accommodation for both offenders and correctional staff, as well as general improvement of conditions of incarceration for offenders. These include:

**Correctional Centres:**

- The number of Correctional Centres that have been upgraded - **80; and**
- The number of corrugated iron Correctional Centres to be replaced with mortar and brick structures - **11,**

**Replacement of PPPs:**

The National Building Committee has resolved to break down the five Public Private Partnership (PPP) projects into **18** smaller facilities that will create **15 000** additional bed-spaces. This will assist the Department to curb overcrowding and create additional bed-space for the Department of Correctional Services

**Planning for the New DCS Head Office:**

Planning for the DCS New Head Office at Salvokop has been ongoing for a number of years. Milestones achieved in this regard include the securing of the building site (Erf 17, Salvokop Ext. 5) by the NDPW.

**Challenges:**

Some of the key challenges inhibiting the provision of necessary facilities in the DCS include:

- Poor building maintenance: This leads to massive dilapidation of buildings and as a result exposes the Department to non-compliance with legislative prescripts, OHSA and Building Regulations and the White Paper on Corrections;
- Severe budget cuts: Over commitment of the Capital Maintenance Budgets, with current needs far exceeding the budget allocation;
- Institutional Complexities: These complexities exacerbate co-ordination such as NDPW Processes that do not adequately address the DCS needs timeously;
- Lack of baseline information: What baseline do we plan from?;
- Rapid changes in leadership: Facilities have been headed by three Deputy Commissioners and the movement between four CDCs/ branches since 2012;
- Structural limitations: There is currently no structural link between Head Office and Regional Facilities teams, e.g. Deputy Commissioner for Facilities currently report to the CDC for Incarceration and Corrections
- Non-compliance with legislative prescripts, OHSA and Building Regulations, as well as the White Paper on Corrections;
- Current infrastructure needs investment an ongoing enterprise to mitigate the decaying state of DCS infrastructure; and
- Over commitment of Capital Maintenance Budgets, with current needs and requirements far exceeding the budget allocations.

**Proposed Solutions:**

- **The urgent creation of additional bed-space** is Aimed at reducing overcrowding and mitigating its impact on the Department's ability to deliver correctional programmes, nutrition and

healthcare to inmates in alignment with the rehabilitative accommodation that the White Paper on Corrections (2005) demands;

- **The enhancement of maintenance is required** in order to create humane incarceration conditions for inmates and working conditions for staff, to safeguard facilities from massive dilapidation and ensure that the Department complies with relevant statutory requirements; and
- **Severe budget cuts and shortfalls have hampered the achievement of strategic objectives and service delivery** due to large cuts effected to the Capital Works budget (a total of R800 million over a four-year period from 2017/18 to 2020/21); Municipal Charges budget shortfalls occurring annually since early 2000 and Accommodation Charges budget cuts of R 560 million during the 2018/19 financial Year.

#### **Rationalisation Policy:**

The DCS has resolved that all replacement facilities will be upgraded to multiples of 500, 1000 and 1500 inmate capacitation facilities in order to maximise operational efficiency and effective allocation of capital expenditure.

- **Model 1:** Correctional centres should in principle not cater for a capacity less than 500 inmates;
- **Model 2:** Correctional centres should ideally cater for between 1000-bed and 1500-bed inmates
- Research has revealed that it is economical, managerially cost effective and operationally viable to upgrade or construct facilities to multiples of 500-bed, 1000-bed and 1500-bed and inmate capacitation.

#### **Prototype Model (New Generation Prisons):**

- Develop standardised Correctional Centre designs (review prototype 500-bed, 1000-bed and 1500-bed correctional centres), to improve design efficiency and accommodation requirements in meeting the needs of Correctional Programmes;
- Centralise Correctional Centres to meet stronger security measures;
- Design innovative sidewalks, ample street access, while promoting pedestrian movement, non-motorised access to public facilities and integrated security systems; and
- Focus on inmate rehabilitation and re-integration through correctional programmes.

#### **Revised Templates for Accommodation Needs/ Requirements:**

- Standardised needs will be developed by facilities based on and informed by the Prototype Model for New Generation and Rationalisation Policy;
- Vast experience of planning for new Correctional Centres has triggered the need to improve on functional/operational efficiency and implement solutions that work for the DCS;
- Furthermore, inclusive solutions through bringing together internal and external stakeholders should be explored in an effort to strengthen and enhance service delivery standards between NDPW and DCS better responding to DCS priorities;
- Integrated delivery management capacity including processes and supporting systems i.e. the review of policy procedures in respect of facilities identified to integrate acquired professional skills);
- UAMP as an optimal delivery tool for infrastructure planning and cost efficiency; and
- Maximising on existing facilities management human resources and available skills, while improving on the extreme underutilisation of professional skills.

#### **Improvement of Decision-Making:**

Vast experience of planning for new Correctional Centres has triggered the need to improve on functional/operational efficiency and solutions that work for the Department.

#### **Putting Policy into Action:**

The Department proposed the following measures to effectively implement the policy on facilities management:

- Inclusive solutions by means of bringing together internal and external stakeholders;
- Enhanced Service Delivery Standards between NDPW and DCS that respond to DCS Priorities;
- Integrated Delivery Management capacity (processes and supporting systems i.e. reviewing Policy Procedures for Facilities to integrate acquired Professional Skills);
- The use of UAMP as an optimal delivery tool for infrastructure planning and cost efficiency;
- Maximisation on existing Facilities Human Resources and available skills, extreme underutilisation of professional skills.

#### **Policy Gaps that are Impacting on the Delivery of Targets:**

- The Facilities Policy submitted for approval during 2011/12 and to date, not yet having been approved;
- Capacitation of the Departmental Resources programme;
- The absence of an Energy Efficiency and Alternative Energy Policy, while current Departmental expenditure on municipal charges is exorbitant;
- Alternative funding avenues not efficiently exploited such as the grouping of projects into programmes which could significantly improve the current situation; and
- Minimum standards for rented office accommodation with a view to prevent the leasing of poor quality offices.

#### **Key Issues:**

- **Infrastructure:** Current infrastructure requires investment to improve the decaying state of DCS infrastructure;
- **Institutional Complexities:** Enhance co-ordination between the DCS and service providers, i.e. ensure that NDPW processes adequately and timeously address DCS needs with relative ease;
- **Lack of baseline information:** What baseline do we plan from?
- **The Department needs to explore diversified strategies in building and better maintaining facilities**



#### **1.2.4 Correctional Health Services for Special Categories of Offenders with Focus on Inmates with Mental Illnesses:**

The DCS Branch: Incarceration and Corrections prepared a presentation to reflect on the current state of special categories (mental health care users), while identifying gaps, challenges and possible solutions. Offenders who suffer from mental illness are regarded as a special category of inmates within the DCS.

#### **Waiting Period of Observation Cases and Admission of State Patients to Designated Mental Institutions:**

The observation of mental illness among inmates incarcerated in correctional facilities must happen within **minimum period of less than six months and maximum period of no more than three years**. However, the current procedures to transfer state patients (e.g. inmates with mental illness) to Psychiatric Complexes are too lengthy.

#### **Facilities for Special Categories:**

Inmates diagnosed with mental illnesses are accommodated in single and communal cells depending on the severity of agitation (mental health status), while arrangements are being made to facilitate necessary treatment and care for them in accordance with the *Mental Health Care Act, 2002 (Act 17 of 2002)*.

**Appropriate Programmes for Special Categories:**

As a matter of procedure, all inmates undergo a comprehensive assessment within 24 hours of admission into a correctional centre in an effort to identify and confirm any mental illness. Those inmates identified with any signs of mental illness are referred to the visiting psychiatrist or public institutions for diagnosis and treatment, followed by monthly follow-up and subsequent assessments, until inmates are released from correctional services. The types of mental illnesses treated include, but are not limited to the following conditions, re: Schizophrenia and Bi-Polar mood disorder.

**Provision of Mental Health Services:**

Mental health services include orientation, assessment, diagnosis, treatment, on-going care (counseling), rehabilitation and referral (for common diseases) of all mental health care users including periodic reviews, counseling and support services. These services are rendered by professional nurses, general medical practitioners and visiting psychiatrists and to a limited degree, by psychologists, spiritual care and social workers. Interventions are tailored to the specific needs of offenders for example, psychologists develop programmes in line with the diagnosis made.

**Inter-Governmental/Social/Community Partnerships:**

The Department of Correctional Services, with the assistance of the Department of Health (DoH) has developed capacity building programmes on the roles of the different health care professionals regarding the proper management of mental health care users. These interventions are implemented by Inter-Departmental Task Teams at national and regional levels. These task teams meet on monthly/quarterly basis.

**Policy Gaps:**

The Department of Correctional Services, with the assistance of the Department of Health has to develop a capacity building programme that addresses the following issues:

- A lack of appropriate facilities in the DCS to accommodate mental health care users;
- A lack of adequately skilled professional nurses, even though some have qualified by way of the four-year Diploma: Nursing i.e. Nurse (General, Psychiatry and Community) and Midwifery;
- Custodial officials not "trained" on their roles with regard to mental health care services;
- Lengthy referral processes between DCS and NDoH mental health facilities;
- At times observandi (observation cases) are treated with medication and real behaviors are "masked" subsequently making it difficult to conclude behavior analysis
- Persons referred for observation stay longer in DCS without being observed and at times courts neglect to inform relevant psychiatrists about persons referred for observation;
- Most facilities providing mental health services are covered by an appropriately appointed Mental Health Review Board. However access at service level varies across districts and facilities, with six out of nine provinces adequately resourced while a lack of policy on substitution processes for these boards is apparent; and
- The department does not have any MoU with the Provincial MHRBs or the NDoH on Mental Health Care Users.

**Proposed Measures to Improve the Level of Services for Mentally-Ill Inmates:**

- The designation of certain Correctional Centres as Centres to house only mentally ill patients; (There should be an understanding that DCS does not have proper infrastructure to adequately manage offenders diagnosed as mental health care users).
- The outsourcing of expert services needed by mentally ill offenders e.g. Occupational Therapists and Psychological Services;
- The appointment of Psychiatrists to provide expert services on mental health; and
- The appointment of more psychiatric nurses and psychologists by the Department to improve the quality of mental health services.

**Summary of Key Points:****Waiting Period of Observation Cases and Admission of State Patients to Designated Mental Institutions:**

The DCS has the prescribed minimum periods within which inmates should undergo general health profiling, including diagnosis for mental illness where possible. However the current procedures to transfer state patients (e.g. inmates with mental illness) to Psychiatric Complex are too lengthy.

**Facilities for Special Categories:**

Where circumstances dictate, mental health care users are accommodated in single cells until they can be transferred to external mental health care institutions for treatment.

**Appropriate Programmes for Special Categories:**

The DCS has set appropriate programmes in place to treat various types of mental health care patients and treatment includes but is not limited to the following conditions, re: Schizophrenia, Bi-Polar mood disorder.

**Inter-Governmental/Social/Community Partnerships:**

Capacity building programmes have been developed and managed through Inter-Departmental Task Teams.

**Policy Conflicts/Gaps:**

There is a clear gap between what the DCS policy on mental health care users prescribes and the capacity on the ground to implement the policy. This problem is compounded by red-tape, the lack of formal working agreements (MoUs) and difficulty in engaging facilities that provide services to mental health clients, as they are governed by multiple Review Boards.

**Key Issues:**

- *The Department's facilities are not suitable for people with mental health illnesses;*
- *There is a need for appropriate capacity building interventions on mental health for officials;*
- *The Department does not have a formula for a ratio of health care professional measured against the health care users; and*
- *The Department needs to corroborate the existence of mental health patients with appropriate bodies such as MHRBs and the NDoH.*

**1.2.5 Self-Sustaining Corrections****Background:**

The Directorate: Production Workshops and Agriculture located within the Branch: Incarceration and Corrections prepared a presentation to reflect on present and long-term, future state of self-sustaining corrections that cover the following initiatives:

- Stand-alone agricultural and production workshops;
- Inter-Governmental/social/community partnerships; and
- Policy conflicts/gaps identification.

**Stand-Alone Agricultural and Production Workshops:**

The Department has 19 textile workshops, ten steel workshops, ten wood workshops and eight bakeries, one locksmith workshop, as well as one shoe factory. Together with DAFF, the agriculture and production workshops benefit the Department by reducing government expenditure and developing offender skills through the transfer of vocational skills training. In some instances these benefits go beyond Correctional Services and impact on other government departments and institutions.

The DCS has a total area of ± 40 000 hectares consisting of 21 big farms and 115 small farms (farming predominantly with vegetables). The disaggregation of agricultural land is indicated as follow:

- Grazing/natural land: 28 454 hectares;
- Irrigation land: 1 645 hectares;
- Dry land: 6 503 hectares; and
- Approximately 3 398 hectares that is not arable,

#### **Production Workshops:**

The Department has through these production workshops developed capacity to manufacture necessary items, such as:

- Offender garments and uniform for awaiting trial detainees;
- Office furniture (both wood and steel);
- Furniture for schools, hospitals and offender cells;
- Furniture and equipment for other Government Departments; and
- Equipment for workshops, kitchens and security, with farms providing for internal needs.

#### **Agricultural Production (farms):**

Farms supplement the food needs of the Department in terms of vegetables, fruit, dairy and meat production. The internal production on these food items goes a long way in reducing the Department's expenditure on these items.

#### **Bakeries:**

The establishment of Bakeries in DCS has become one of the best cost-saving initiatives and contribute to development opportunities for offenders. During 2017/18 financial year the Department produced 3.8 million loaves of bread in eight bakeries at an average cost of R7.31 per loaf. This venture created working opportunities for 110 offenders

#### **Inter-Governmental/Social/Community Partnerships**

The Department has identified expansion opportunities to increase self-sufficiency. Feasibility studies conducted by the Department to explore the expansion of old projects and/or the establishment of new projects, have revealed that it could increase its self-sufficiency and save costs even further. This can be realised in the following way:

#### **Expansion of Projects:**

- Layer projects could increase the self-sufficiency to 71% and save the Department approximately an additional R5 million per annum; and
- Broiler projects could increase the self-sufficiency regarding the production and consumption of chicken meat to 70% and save the Department approximately an additional R7.1 million per annum.

#### **Expansion of Food Production Ventures/Programmes:**

- **Red meat:** The Department will need an additional 52 918 hectares to become fully self-sufficient.
- **Milk Production:** Milk production is not a viable option for investment by the Department due to the low profit margin of milk production within the Department (i.e. self-produced fresh milk is competing with powder milk). Instead the Department need to focus on cattle breeding as an alternative.
- **Vegetable production:** Self-sufficiency with regard to vegetable production can be obtained in the majority of regions, except for KZN, where the available land is insufficient to meet the departmental needs. However, the Department still needs an additional 174 hectares to enhance vegetable self-sufficiency to full capacity.



### **Markets to Finished Goods/Products**

The Directorate: Production Workshops and Agriculture engages with Government Departments and Organs of State to market its products and services on an ongoing basis. Clients include, the South African National Defence Force: the Department of Justice and Constitutional Development, the Departments of Water and Sanitation, Basic Education, Public Service and Administration, Health, Agriculture, Fisheries and Forestry, Public Works, as well as Home Affairs and the National Treasury.

### **Challenges for Attaining Self-Sufficiency in Production**

#### **Workshop Production:**

- **Space:** Additional hectares needed to enhance self-sufficiency in food production (both vegetable production and cattle farming for beef and dairy products); and
- **Workshop Production:** Current procurement practices are costly to the Department.

#### **Agricultural Production:**

- **Vegetable Production:** Constraints impacting on the optimum utilisation of the existing vegetable patches at virtually all the production centres.
- **Fruit Production:** The increase in the self-sufficiency of fruit production poses certain challenges due to the labour intensiveness of this enterprise, the risk of escapes at orchards, but more specifically, because of limited seasonal production and the effect of the climate on the cultivation of different fruit cultivars.
- **Market-Related Factors:** The low profit margin of milk production discourages investment in this area of food production.

#### **Future Projects:**

The above mentioned expansion/establishment of old/ new projects could increase self-sufficiency as follow:

#### **Projects:**

- Layer projects could increase the self-sufficiency to 71% and save the Department approximately an additional R 5 million per annum; and
- Broiler projects could increase the self-sufficiency of chicken meat to 70% and save the Department approximately an additional R7.1 million per annum.

#### **Bakeries:**

The Department plans to open the next bakery during this financial year at St Albans and is currently busy with feasibility studies of three bakeries in LMN region (Tzaneen, Potchefstroom and Standerton).

#### **Branch Recommendations:**

Going forward, the Directorate: Production Workshops and Agriculture will drive the following plans for future development:

#### **Workshops:**

The Directorate is in the process of the re-engineering of production workshops and will focus on streamlining resources to ensure that:

- Offenders are prepared for productive, law-abiding lives in their communities; and
- Offenders are literate, educated, skilled and have competencies that will facilitate their re-integration and acceptance into their communities through workplace opportunities

#### **Agricultural Production:**

- The revival of orchards at Leeuwkop, Atteridgeville, Tzaneen and Thohoyandou could increase the production with 711 tons of fruits, per annum;



- The Department plans to open the next bakery during this financial year at St Albans and is currently busy with feasibility studies of three bakeries in LMN region (Tzaneen, Potchefstroom and Standerton); and
- Focus on the development of beef products to make up for low incomes in dairy food production is underway.

#### **Policy Conflicts/Gaps:**

The Department procures raw materials (timber) at higher prices than can be obtained when directly procured from the manufacturers (mills). This means that the furniture that is procured by the Department often comprises of more expensive commercial furniture accordingly provided by companies and the practice goes against the relevant National Treasury Regulations.

#### **Key Issues:**

- The Department needs to consider self-sufficiency beyond production workshops and agriculture;
- The Department needs to adopt business principles to ensure value is extracted for every cent spent by the Department; and
- Options for trading on goods produced by the Department is an avenue to be pursued.

## **1.3 COMMUNITY CORRECTIONS**

### **1.3.1 Community Corrections**

The mandate of Community Corrections is to provide services focused on offender's the preparation of offenders for release, effective supervision of offenders placed under the system of community corrections and the facilitation of their social re-integration into their communities. The strategic objective is to improve compliance on conditions set for parolees and probationers under Community Corrections. Correctional supervision was implemented on 15 August 1991 in South Africa through an amendment by means of the Correctional Services and Supervision Matters Amendment Act, 1991 (Act 122 of 1991) and these provisions were later included in the Correctional Services Act of 1998 (Act 111 of 1998).

There are a number of issues raised, such as:

#### **The Increase of Case-loads:**

Since the introduction of the Community Corrections system, the case-load increased from a daily average of 21 293 cases during the 1994/95 financial year to the current daily average of 71 016 cases. This total is made up of 53 415 parolees, 16 411 probationers and 1 190 awaiting trial persons.

#### **Human Resources:**

There are currently 2 017 funded positions within community corrections dealing with the daily average caseload of 71 016 cases.

#### **Sentences are Becoming Longer:**

The sentences for both parolees and probationers are becoming longer, adding to the pressure on the system and its limited resources.

#### **10-Year Outlook for South Africa:**

There are relevant factors that the DCS needs to consider in developing a 10-year plan for Community Corrections. Some of the factors are discussed below:

- **Partnership with other government departments:** The Department should work together with the NPA, The DoJ&CD and the SAPS in scrapping minimum sentences for the most low-level, non-violent or non-serious crimes.

- **Sentencing:** Comprising of the inclusion of short sentences, correctional supervision, community service and the postponement of sentences.
- The Department should explore and propose additional options of non-custodial sentences e.g. one such alternative is Community Service Orders (CSO).
- The Department should explore the Penal Reform International (PRI) which introduced a community service sentencing programme in Zimbabwe.

**Community Corrections Conference outcomes (Gaps identified):**

- A lack of adequate support from Managers – The Head: Community Corrections should receive the same recognition as HCC;
- Vehicles – The Department oversee its own “pool” of vehicles, even if vehicles are managed by transport controller at centre;
- Physical monitoring – “flexi-hour” shifts administered according to the location of an office (rural/urban);
- Safety concerns in respect of “high risk/no-go areas”, as the SAPS is not always available to assist/escort monitoring officials;
- A significant number of personnel perceived to be inefficient accordingly transferred from Correctional Centres into Community Corrections; and
- A reluctance of magistrates in implementing sentences emulating statutory provisions of non-custodial sentences as opposed to the tendency of the judiciary to favour more punitive and longer sentences.

Leases for Community Corrections Offices are not renewed timeously and this results into month-to-month rental contracts which impact negatively on the installation of long-term ICT infrastructure.

**Key Issues:**

- *The appropriate resourcing of Community Corrections;*
- *A need for appropriate determination of working hours that address the unique working circumstances of Comcor; and*
- *Community Corrections needs to engage with appropriate functions in the Department to resolve respective administrative issues specifically detailed during their presentation.*

**1.3.2 Restorative Justice and Parole Boards**

The mandate of Restorative Justice and Parole Boards is to render restorative justice programmes to offenders in correctional facilities. The section is also expected to promote healing and restoration regarding the relationships of offenders, families, victims and communities. In order to realise the mandate of Restorative Justice and Parole Boards, the DCS has to establish partnerships with other sectors for programme assistance and collaborative projects. The Restorative Justice and Parole Boards provides its expertise on these issues for consideration by the DCS as it pertains to long-term planning.

**The Definition of Victims should be Understood as follows:**

A victim is any person who has directly or indirectly suffered harm, including physical or mental injury; emotional suffering; economic loss or substantial impairment of his or her fundamental rights, through acts or omissions that are in violation of the criminal law.

Indirect victims (the offended in DCS terms) are individuals, families, and communities that are regarded as victims/the offended, when the crime has occurred and may comprise of:

- The immediate family or dependents or even neighbors and colleagues of a direct victim; and
- To some extent, the affected families of the offenders can also become victims of crime, as they are also affected emotionally, economically, socially and otherwise by the crime.

Restorative Justice within a DCS context could be described as a restorative response to crime. It emphasises the importance of the role of victims, families and communities in the justice process. Though no single definition can comprehensively embrace all available perspectives on the concept of Restorative Justice, following views are enlightening;

*"Restorative Justice emphasises the importance of elevating the role of victims and community members through a more active involvement in the justice process, holding offenders directly accountable to the people they have violated and providing a range of opportunities for dialogue, negotiation and problem solving, which can lead to a greater sense of community safety, social harmony and peace for all involved"*

Restorative Justice can also be viewed as a process aimed:

- To provide strategic direction for Victim-Offender Mediation and other related restorative justice services within the context of parole hearings to victims and offenders who are interested in repairing the harm caused by their offending behaviour;
- To develop knowledge and best practices on the design, development and implementation of restorative justice programmes; and
- To create an environment and/or climate that is conducive to the implementation of restorative justice interventions within correctional facilities

Restorative Justice Policy aims to render programmes to offenders within correctional facilities, as well as the following:

- To promote healing and restoration of relationships among offenders, families, victims and communities, while at the same time correcting offending behavior; and.
- To successfully integrate offenders back into the community as law abiding citizens.

The Restorative Justice Programme Scope is indicated as follows:

- Tracing and preparation of victims for participation in the programme;
- Offender orientation and preparation for the programme;
- Provision of psycho-social services to the victims before and after participation in the programme through Victim Offender Mediation (VOM)/Victim Offender Dialogue (VOD);
- Post-mediation support debriefing and support to victims and offenders;
- Preparation for and organisation of public VOD;
- Awareness-raising campaigns launched and driven within communities;
- Establishment of partnerships for programme assistance and collaborative projects; and
- Facilitation/Mediation of VOM and VODs.

#### 10-Year Outlook for South Africa:

There are relevant factors that the DCS needs to consider in developing a 10-year plan. Some of the factors are discussed below.

- **Compulsory Programmes on Restorative Justice:** It was recommended that Restorative Justice should be included in the assessment and sentence plan as well as the Restorative Justice (RJ) Orientation Programme that should be made compulsory for all offenders.
- **Establishment of Permanent Contract:** The current Social Auxiliary Workers appointed on a contract basis at Community Corrections for RJ with their posts, must be incorporated into a permanent structure (positions).
- **Legislative Amendments:** The Community Corrections Branch proposed legislative amendments that seek to remove portions of section 299A of the Criminal Procedure Act as it relates to DCS responsibilities and to include those areas in the CSA. In addition, it is proposed to move the responsibility of Restorative Justice including VOM, VOD and victim involvement to a functionary under the Head of the Correctional Centre. Professionals should ideally suited for such responsibilities.

#### Policy Gaps:

- The function should be dealt with as part of the services rendered by the Branch: Development and Care.
- RJ has been included in the assessment and sentence plan and the RJ orientation programme should become compulsory for all offenders.

#### Key Issues:

- *Restorative Justice must be initiated at the time the inmate is received into the corrections system;*
- *There should be sufficient capacity and resources made available to implement robust RJ initiatives; and*
- *Restorative Justice Policies and practices need to be reviewed to bring them in line with the philosophy of moral regeneration and a crime-free society.*

#### 1.3.3 Community Liaison

The mandate of Community Liaison is to make sure that parolees and probationers are re-integrated back into communities. In addition, there is an expectation to improve access to community correction services by increasing service points. It is also important to note that, since correction is a societal responsibility, the Department cannot work separately without the support of other stakeholders to sustain its projects or programmes.

In the fight against the stigmatisation, marginalisation and social isolation of offenders that often lead to re-offending and a continuation of the cycle of crime, the Department has formalised partnerships with relevant stakeholders to empower offenders with skills for employability and job preparedness.

There are a number of partnerships that the Department has forged with other stakeholders, such as:

- **Government Departments:** such as the Departments of Environmental Affairs, Education, Human Settlement, and Public Works on EPWP programmes.
- **The Business Sector:** such as Business Against Crime Organisations, Nunnovation, Moqhaka Development Agency, Working on Fire, and the City of Johannesburg.
- **Civil Society Organisations:** such as New life After Prison, Safer South Africa, Beauty for Ashes, Realistic, Vezokuhle Youth Development and Nomasojabula Skills training.
- **Non-Profit Organisations:** such as COMPRA, the Dream Team, the G-will foundation and Mo-Africa Skills Development.
- **Tertiary Institutions:** such as the UKZN, University of Zululand, UNISA, TVET College, and University of Free State.

#### 10-Year Outlook for South Africa

There are relevant factors that the DCS needs to consider in developing a 10-year plan for Community Liaison. Some of these factors are discussed below:

- **The Alignment and approval of an appropriate organisational structure to fully support the Halfway House programmes.**
- **A Funding Model and Implementation of the Halfway House Programme:** It was recommended that the Department develop the funding model for the implementation of the Halfway House programme.
- **Provision of Adequate Financial Support:** It was recommended that the Department provide enough financial support in order to manage the Halfway House programme effectively and efficiently.

#### Key Issues:

- *The Department needs to review the community liaison model for effectiveness and efficiency;*
- *The resulting model must be supported by sufficient resources and adequately trained staff; and*
- *Partnerships must be placed at the centre of the new model.*

## 1.4 INFORMATION AND COMMUNICATION TECHNOLOGY

### 1.4.1 Technology and Corrections of the Future:

The Information Technology (IT) Branch indicated that South African correctional system is facing three primary challenges namely, overcrowding, cost and efficiency and effectiveness. The IT identified BI and Smart Analytics Preventing Crime and Alternative Sentencing, Electronic Monitoring and Tagging and Mobile Technology for Post Release Support as some of the mechanisms in addressing these challenges.

- **BI and Smart Analytics Preventing Crime and Alternative Sentencing:** Data analytics will proactively profile offenders who are likely to re-offend. The system will pro-actively counsel individuals identified as high-risk proponents. The smart data will enable the judiciary to match sentencing programmes to individual profiles.
- **Electronic Monitoring and Tagging:** Through this system, real-time monitoring of offenders will become possible. The system will assist in monitoring of the adherence/ compliance of offenders to programmes and treatment. Lastly, the system will pro-actively detect high risk activity.
- **Mobile Technology for Post-Release Support:** The system will provide an opportunity to inmates to succeed outside of corrections. This system has already provided a high success rate in relation to offenders struggling with substance abuse. Furthermore, the system will track and reward positive behaviours. Badges or tokens can also be redeemed for privileges.
- **E-Scheduling of inmate visits:** Improved managed visitations, in tandem with the integration of video conferencing and inmate telephone systems and data gathered through this process also provide for important investigation and analytics, particularly regarding organised crime and gang management.
- **Digital Inmate Education and Engagement Platforms:** The initiative provides a platform for sharing education and social norm reinforcement content and also enables education and e-learning, linking inmate behavior to a rewards system e.g. incentives attained for good behavior or programme compliance that is rewarded within a defined rewards programme.
- **Technology to Improve Health Care:** Telemedicine to enable trainee and qualified doctors, psychiatrists and specialists to provide services remotely while promoting the use of smart wearables in an effort to support enhanced, ongoing monitoring of health.
- **Business Process Mapping, Automation and Integration:** The DCS's own internal business process mapping and automation project showcases innovation, improvements and new efficiencies and the automation of low value activities aims to free the workforce to focus on high-value activities.
- **Inmate Management System:** The Enable Inmate Management from point of incarceration to time of release alongside the use of biometrics which ensures efficient identity tracking.
- **Drone Surveillance:** Drone surveillance offers new technology for expanding the capabilities regarding the effective patrol of DCS facilities.
- **Smart Facility Monitoring:** CCTV installations with smart artificial intelligence, provides automated alerts pertaining to high-risk activities.

### 10-Year Outlook for South Africa:

There are relevant factors that the DCS needs to consider in developing a 10-year plan for IT. Some of the factors are discussed below:

- **Overcrowding:** In order to address overcrowding, the Department should introduce Smart Data Analytics, as well as Electronic Monitoring and Mobile Technologies.
- **Cost Effectiveness:** It is an important to note that corrections are expensive considering the aggregate cost to housing, feeding and guarding inmates. In order to address and reduce/ contain these costs, the Department should introduce the Automation of Business Process, the Drone Surveillance and Threat Defence, Corrections as a business, an Integrated Inmate Management System, as well as the implementation of the Smart Facility Monitoring and Cross Agency Collaboration and Integrated Justice System.

- **Effectiveness:** The core business of the Department is aimed at the rehabilitation the offenders. Therefore, it is important for the Department to generate statistics inaccurately measuring repeat offending. In order to achieve this goal, the Department should introduce E-Scheduling Inmate Visits, automated Education and Inmate Engagement, Improved Healthcare, Inmate Kiosks, as well as a Visitor, Business Community Portal and a Personalised Rehabilitation programme.

#### Key Issues:

- *The Department needs to develop a business process mapping, integrating and supporting a best practise approach, such as approved enterprise, business, data e, organisational and application architecture to ensure an integrated technology platform;*
- *Provision of basic Technology requirements for all employees and to enhance the basic business of the Department; and*
- *Provision of smart technology aligned with societal technological trends in order to improve effectiveness and efficiency of the Department.*

## 1.5 BRANCH: FINANCE

### 1.5.1 Cost Containment:

The purpose of the presentation was to highlight cost containment measures as the key contributor to the non-achievement of departmental targets and service delivery. The report was based on a survey conducted on the impact of each clause of the cost containment measures on service delivery. Concerns emanating from the survey were mainly attributed to limits on kilometres and travelling and subsistence negatively impacting on service delivery. In response to budget cuts, cost containment measures were presented to the Budget Committee for consideration. The Budget Committee recommended that regions be given an opportunity to revisit the proposed cost containment measures.

The survey revealed that over the reporting period stringent cost containment measures were introduced and the performance of the Department has improved from a 63% achievement rate in 2016/17 to 83% during 2017/18.

The following cost pressures remain in the Department;

- Municipal charges;
- Nutritional Services;
- Fleet services;
- Animal Feed; and
- The slow progress on the implementation of efficiency measures on municipal charges particularly on energy and water consumption.

The delay in unlocking value (savings) on the fore-mentioned measures leaves little or no room for the Department to relax cost containment measures. Management should expedite the implementation of efficiency measures on high-value expenditure especially within those areas identified above.

### 10-Year Outlook for South Africa:

There are relevant factors that the DCS needs to consider in developing a 3 to 5 year plan for Cost Containment:

- **Travel and subsistence (kilometre limits):** There should be a review of monitoring and evaluation practices at all levels, which should define the roles of each level of assurance, norms and standards within the available budget.
- **Freezing of Posts:** The Compensation Committee should periodically (quarterly) review funded posts and budget availability as well as ensure that critical vacant posts are advertised and filled on a continuous basis.

- **Telephone Management System:** The Department should participate in the RT 15 Contract Voice-over Internet Protocol (VoIP)

The Department must continually respond pro-actively to a constantly shrinking budget, therefore relaxing cost containment measures implies savings within other areas need to be identified. Management should engage the National Treasury on specific concerns raised in the Survey, with a view to seek clarity and possible amendment in key areas and management should also review its operating model in line with a shrinking budget

#### Key Issues:

- *The Operating Model of the Department is not aligned to a shrinking budget;*
- *The Department needs to be efficient and effective with less resources, thus an ongoing review of budgets and spending is required; and*
- *The Department needs to engage National Treasury for possible assistance with the retention of savings, additional funding and/or being allowed to operate a trading entity.*

## SECTION 2: SOUTH AFRICA IN THE NEXT 50 YEARS (50 YEAR TRAJECTORY)

### BACKGROUND

The desire of DCS to develop a long-term plan depends on its understanding of how South Africa will change over the next 50-year period. The DCS invited various Government Departments to the strategic planning session with a view to share their respective 50-year visions and indicate how their strategies will affect the Department. The conference discussions were preceded by interactions with individual departments and after the conference agreed to creating ongoing partnership/collaborations. These efforts have been focused towards nurturing beneficial and informative dialogue among partner government departments and support the idea of integrated planning across government sphere.

### 2.1 PRESENTATIONS

#### 2.1.1 STATISTICS SOUTH AFRICA

The DCS requested Statistics South Africa (StatsSA) to provide projections of how South Africa will transform and change over the next 50 years, especially in terms of:

- Population trends that should provide insight on how population variables will affect Government services;
- Crime trends based on the Victim Survey data; and
- Economic growth, poverty and unemployment trends.

The Statistics South Africa presentation commenced with a vote of acknowledgement regarding the intrinsic complexities pertaining to the DCS mandate and provided insights on issues that the DCS should consider when commencing with its long-term planning.

#### Focus Areas:

#### Population Projections 2020 to 2060;

StatsSA used mid-year population estimates based on the latest available data pertaining to fertility, mortality and migration to extrapolate the size of the population of South Africa. The





presentation revealed that there is a negative growth rate among children aged 0 to 14 years between 2020 and 2060, and this is as a result of declining fertility. Among older ages from 35 years and over, an estimated increased growth rate between 2020 and 2060 is apparent, as there is an assumption of greater access to health and service delivery over time, impacting overall life expectancy. Between 2020 and 2060 there is an overall increase in the rate of growth for all provinces, significantly so, in the Eastern Cape and Gauteng, respectively.

#### **Gross Domestic Product:**

The largest contributors to negative growth in Q1, 2018 were activities within the manufacturing, mining and agriculture industries as quarter-on-quarter, seasonally adjusted and annualised. The fall in Q1, 2018, was largely driven by decreases in net exports and gross fixed capital formations. Quarter-on-quarter, seasonally adjusted and annualised. Mining is the largest industry in the Limpopo, Northern Cape, North West and Mpumalanga provinces. Financial services is the largest industry in the Gauteng and Western Cape provinces.

#### **Poverty Indicators:**

Approximately 13.8 million South Africans were living below the food poverty line during 2015, down from a peak of 16, 7 million in 2009. In 2015, more than a quarter of the population were living below the food poverty line. Gauteng and the Western Cape provinces remain with the lowest poverty headcounts at 13.6% and 12, 8%, respectively. The poorest three provinces in the country have consistently been Limpopo, Eastern Cape and KwaZulu-Natal. Poor people living in rural areas were not only further away from the poverty line on average, but the poorest of the poor in those areas are significantly worse off than their poor counterparts living in urban areas. 61.6% of individuals with no formal education were poor, compared to only 4.4% of individuals who had a post-matric qualifications in 2015

#### **Labour Market Indicators:**

The number of employed people increased from 14.4 million in Q1, 2008 to 16.4 million in Q1, 2018. The absorption rate increased during in Q1, 2018 to 43.5% quarter-on-quarter (q/q) and has not recovered to the level of 45.8% since 2008. The labour force participation rate is the proportion of the working-age population that is either employed or unemployed. The EC province has the highest unemployment rate based on either the official or expanded definition. Limpopo, KZN and NW Provinces all have more than a 15% difference between their expanded and official definitions. The unemployment rate among the youth is higher, irrespective of education levels. The biggest employment gains were recorded in the Services, Manufacturing and Construction industries, quarter-to-quarter

#### **Tracking the Achievement of NDP Goals using SAPS and VOCS Data:**

The DCS needs to be cognisant of the different categories of crimes, as they have implications for the number of people that are convicted and sentenced to a custodial sentence.

Housebreaking and burglary accounts for over 50% of all crimes experienced by households, followed by home robberies at 10,3% and theft of livestock at 11,0%. The white population group experienced the greatest decline in the rate of victimisation. The North West province experienced the greatest decline in victimisation rate, while the Northern Cape experienced the greatest increase at 17, 2%. A declining trend is seen in the proportion of households that experienced crime in the past 12 months for both male-headed and female-headed households. Total crime reported to the police declined sharply between 2005 and 2008, comprising of the period leading to the World Cup. Thereafter, a period of fluctuation followed.

#### **Projections of Crime in 50 Years:**

Both VOCS statistics and SAPS data suggest that the overall crime rate declined over the past 7 to 13 years, but the decline has been very slow. It is projected that zero crime rate can be achieved in 2061, provided all other contributing factors are addressed within the next 41 years.



However, this does not imply that there will not be a time at which there is no zero crime rate in South Africa or any other society for that matter, as such expectation would be unrealistic.

#### **Key Issues emanating from the Statistics South Africa Presentation:**

- *Education and Unemployment continue to drive multi-dimensional poverty;*
- *The unemployment rate among the youth is higher irrespective of education levels;*
- *There is a negative growth rate among children aged 0 to 14 years between 2020 and 2060 and this is a result of declining fertility;*
- *Approximately 13,8 million South Africans were living below the food poverty line during 2015, down from a peak of 16,7 million in 2009;*
- *Housebreaking and burglary accounts for over 50% of all crimes experienced by households, followed by home robberies at 10,3% and theft of livestock at 11,0%;*
- *There is no reasonable existing model that could accurately project crime in the next 50 years; and*
- *Unforeseen changes from socio-economic factors are bound to materialise over this long period of time.*

#### **2.1.2 THE SOUTH AFRICAN POLICE SERVICE**

The South African Police Service (SAPS) presented a paper on projections of how South Africa will change over the next 50 year period, with particular focus on:

- The current to long-term Crime Combating Strategy; and
- The NDP Vision 2030 with specific focus on “building safer communities” and “fighting corruption”.

#### **Challenges Requiring a Multi-Disciplinary Approach and Interventions:**

These include:

- The number of school age children on the streets;
- Tertiary institutions/campus safety;
- A collapse of the family structure;
- The number of expelled kids from school;
- The number of single mothers below the age of 18;
- Criminal runner ship profile;
- The number of sentenced offenders with dismissed appeals, outside of correctional centres;
- The number of ex-employees at all institutions; and
- The overall drop-out profile.

The SAPS presentation reflected on legislation that guides its mandate. Section 205 (3) of the Constitution of the Republic of South Africa directs that the SAPS to:

- Prevent, combat and investigate crime; and
- Maintain public order.

The SAPS have the responsibility to protect and secure the citizens of the Republic and their properties, as well as uphold and enforce the law.

The SAPS’s Vision is based on the following considerations:

#### **A United Country in which:**

- All citizens are active participants in their own development;
- A capable state able to drive development, instil ethics and serve the citizenry;
- A dynamic and growing economy that is more labour absorbing, supported by adequate infrastructure;
- Education, skills and innovation systems existing that can be utilised to develop the capabilities of its own people;



- Leaders working together to confront and overcome its problems and it is essential that a multi-disciplinary project concept approach is followed.

**Among the Key Deliverables of SAPS, the following have an impact on DCS:**

- Rein forcing the authority of the State ;
- Stabilising and Normalising hotspots and crime weight stations;
- Gang combatting interventions and Prevention Strategy execution;
- Relaunching and execution of "Operation Fiela";
- Modus Operandi Counter Strategy Execution, Root Cause Analysis and Research intervention;
- Operationalising a Modus operandi database and Root cause Analysis Centre ;
- Modus operandi influencing on policy and legislative development (policy change) ;
- Provisioning of a technological responses to crime and modus operandi ; and
- Linking with prisons, churches, non-governmental organisations, ex-prisoners, etc. for modus operandi analysis and research interviews,

There are number of challenges for government that require a multi-disciplinary approach and interventions and these include, among other, the increasing number of school age children on the streets; tertiary institutions/campus safety; the collapse of family structures; expelled kids from school; the number of single mothers below the age of 18; sentenced offenders with dismissed appeals outside correctional centres and the overall school drop-out profile.

**SAPS Vision: "Turning South Africa into a Continental Model for youth crime prevention"**

This vision is linked to the Continental Crime Prevention and Continental Youth Crime Prevention, as well as the International Youth Crime prevention Frameworks.

**Envisioned Specification:**

- *"Making Africa a mirror through which the international countries see South Africa"*
- *"Let us make Africa the tree of life"*

**Key Issues from the SAPS Presentation:**

- *Establishment and formalisation of a modus operandi and root cause analysis/ research centres in collaboration with DCS:*
- *Provision of technological responses to crime modus operandi; and*
- *Collaboration with the DCS on the social re-integration initiatives.*

### **2.1.3 THE NATIONAL PROSECUTING AUTHORITY**

- The DCS invited the NPA to share information on how and where the NPA sees itself within the next 50-year period; and
- Present the NPA strategy aimed at reducing time expended on trials of Remand Detainees (overcrowding). The NPA's presentation reflected on key legislation guiding its mandate.

**The Grounds for Postponement of Cases may be apparent if:**

- The court is of the opinion that it has insufficient information or evidence at its disposal to reach a decision on the bail application;
- The prosecutor informs the court that the matter has been, or is going to be referred to an National Director of Public Prosecutions for the issuing of a written confirmation referred to in section 60 (11A);
- It appears to the court that it is necessary to provide the State with a reasonable opportunity to procure material evidence that may be lost, if bail is granted or perform the functions referred to in section 37; and
- It appears to the court that it is necessary and in the interests of justice, to do so.

**The Factors Impacting on Overcrowding of Remand Detainees are:**

- The impact of crime levels, both the number of crimes as well as the seriousness of crimes

- alongside - nature of crime(s) committed (aggressive, sexual, multiple);
- Delays in the criminal justice process (case-flow management) - number of available RD facilities and limited alternatives to remand detention;
- Previous records and no court attendance history - involvement in gang-related or crime syndicates;
- Warning, bail, supervision by probation officer/correctional official, electronic tagging (pilot) - no addresses or security features for monitoring
- The withdrawal and changing of legal representatives, including transcripts for newly appointed legal representatives - the lack of funds to pay private legal representatives;
- Different pleas entered by remand detainees and co-accused leading to the separation of trials - the presence of the co-accused - bail applications after the initial application was unsuccessful;
- The refusal of presiding officers - the non-availability of parties due to illness, other work, etc.; and
- The failure of witnesses and accused to appear in court - Remand Detainees not responding when called for court appearance or not transported to court facilities (or late arrival) - some areas have vast distances to be travelled which invariably affect arrival times.

#### **Initiatives to Reduce Overcrowding:**

- Fast-tracking of juveniles in custody;
- Sec 49G enquiries - processes regarding offenders detained longer than 24 months and expedited and bail reconsidered, where applicable;
- Sec 105A - pertaining to formal plea agreements;
- The provision of preference to backlogged cases involving remand detainees;
- Sec 62F - pertaining to the release of offenders on correctional supervision; and
- Access to the DCS database by NPA officials for placement of appeal matters.

It is important for the Department to attend local Provincial Enhancement Committee (PEEC), District Efficiency Enhancement Committee (DEEC) and Regional Efficiency Enhancement Committee (REEC) meetings as many problems vary from month-to-month and region-to-region.

Protocols that are currently being applied to reduce backlog and overcrowding in Remand Detention Centres are:

- The 63A Bail Protocol;
- The AVR Protocol (Audio-Visual Remand: 159A-159D of CPA);
- The maximum Incarceration Period of RD's (49G);
- The referral of terminally ill or severely incapacitated RD's (49E); and
- The Electronic Monitoring Protocol (Tagging).

#### **Key Issues from the NPA Presentation:**

- Compliance with various legislative requirements and protocols impact on the length of stay of remand detainees in DCS;
- A number of issues impact on the ability of the remand detainee process being concluded. Some of the factors cannot be controlled, such as a lack of funds to pay legal representatives, the failure of witnesses to appear before court and different pleas entered by remand detainees to name a few; and
- A need exists for strong collaboration with DCS on initiatives to down-manage overcrowding and it is important for DCS to attend local PEEC, DEEC and REEC meetings, as many problems vary from month-to-month and region-to-region.

### **2.1.4 THE DEPARTMENT OF HUMAN SETTLEMENTS**

The DCS is experiencing a staff housing and accommodation shortage challenge regarding availability for its staff working in correctional centres. Many correctional centres are built on the outskirts of cities and towns and have limited access to public transport. The Department of

Human Settlements was engaged prior to the strategy session with a view to establish possible opportunities for employees.

The Department of Human Settlements was requested to provide a presentation on:

- The social housing and rental houses projects, as well as the rent-to-buy intervention and other offerings to officials earning less than R 350 000 per annum who do not qualify for bonds or RDP houses'
- Possible partnerships between the DCS and Human Settlements in implementing these projects for junior officials.

The Department of Human Settlement's presentation indicated that the housing qualification criteria is specific for all qualifying beneficiaries and identifies and considers the following income categories:

- The R 0 to– R 3 500 per month threshold;
- The R 3 501 to R15 000 per month threshold (the latter threshold is to be increased to R20 000 per month, pending the decision of Minister)

A number of programmes could be applied to cater for the needs of employees within Crime Prevention and Security Cluster (such as Correctional Services, SAPS, Metro Police Departments, etc.).

**A Person Qualifies for a Subsidy if he/she:**

- Is a lawful resident of South Africa or in possession of permanent residence status;
- Is legally competent to enter into a contract;
- Has not yet benefited from Government assistance;
- Has previously owned a fixed residential property; and
- May qualify for the purchase of a vacant, serviced site;

**Institutional Arrangements for the Partnership Approach should include:**

- Consumer education on available subsidies; and
- Screening of all employees earning an income below R20 000, based on National Credit Act requirements;

**In this Partnership the Department of Correctional Services will need to Facilitate the following processes:**

- Identifying available land in all Provinces;
- Partnering with the Housing Development Agency to conduct pre-planning and planning studies;
- Seeking support from municipalities to install engineering services (USDG/MIG/HSDG); and
- Requesting provinces to release subsidies for qualifying beneficiaries.

**Issues to Consider in Creating a Conducive Environment for Correctional Services Employees as they respond to these Opportunities:**

- Not all employees will qualify (up to and/or below Assistant Director (ASD) level);
- Capital subsidies be set aside to allow for the 70/30 split in terms of Built, Operative and Transfer (BOT) model; and
- Appointment of a facilities manager to coordinate and oversee the assets.

**Key Issues from the Human Settlements Presentation:**

- *The DCS needs to collaborate with Human Settlements to develop housing initiatives for DCS employees;*
- *The DCS needs to provide land and project management capacity to support the initiative with respect to land, municipal infrastructure and collaboration with the Social Housing Regulatory Authority and the management of leases, where appropriate; and*

- *The DCS needs to educate employees on the Human Settlements qualifying criteria and housing options.*

### 2.1.5 THE DEPARTMENT OF SMALL BUSINESS DEVELOPMENT

The Department of Small Business Development (DSBD) was requested to provide a presentation on rural business development over a medium to long-term period. The DSBD presentation commenced began with reflection on the NDP Vision and its full range of recommendations that are to be implemented by 2030 and with specific relevance to:

- The South African economy growing at 5% per annum. With 60% to 80% of this being the value being generated by Small, Medium and Micro Enterprises (SMME) and expanding businesses;
- The creation of 11 million jobs with 90%, or a total of 9.9 million new jobs being created by SMMEs and expanding businesses; and
- Unemployment being reduced to 6%.

The establishment of the DSBD during 2014 is one of the most concrete manifestations of the fore-mentioned NDP aspirations. It is mandated *“to lead and coordinate an integrated approach to the promotion and development of entrepreneurship, small businesses and co-operatives and ensure an enabling legislative and policy environment to support their growth and sustainability”*.



The DSBD has understood that these targets cannot be delivered by the Department on its own. Instead, it is required to vigorously champion its mandate, so as to mobilise and coordinate resources and garner support from the entire ecosystem in service of the NDP targets.

The revised Preferential Public Procurement Framework Act (PPPFA) Regulations were gazetted in January 2017 and came into effect on 1 April 2017. National Treasury, through the Central Supplier Database (CSD) has access to baseline data and has been providing quarterly reports.

#### The relevant areas of Growth and Investment are indicated as follows:

- **The Oceans Economy:** Particularly within the areas of port infrastructure development, marine manufacturing and boat building, as well as the aquaculture 14 SMME have already since been established in Saldanha Bay alone;
- **Tourism:** The Tourism Incubation Programme will incubate 200 SMMEs and its Business and Support Programme will provide non-financial business support to 400 SMMEs in all nine provinces;
- **The Solar Water Heater Programme:** The roll-out of this programme will unlock enormous opportunities for SMME's to benefit from the manufacture, installation and maintenance of these heaters;
- **Property Development and Management:** The DPW, through the development of small-scale contractors, will mentor them to benefit from the infrastructure spend and DPW's Property Portfolio Maintenance budget. Furthermore, support for emerging SMMEs within property management and development sphere represent potential growth areas;
- **The ICT/ Digital Economy:** The roll-out of the Department of Telecommunications and Postal Services, Cabinet approved, ICT, SMME Strategy presents an enormous opportunity to SMMEs within the ICT environment; and
- **The Chemical and Waste Management Economy:** The recent Phakisa initiative identified SMME growth as a cross-cutting opportunity incorporation all laboratories and initiatives.

#### The National Incubation Policy:

- The drafting of this policy framework is currently underway and will be presented at South African Banking Association Risk Information Centre, 2018; and
- The National Incubation Policy for South Africa will be tabled by 31 March 2019, so as to pro-

vide policy coherence and guidelines for the expanding the network of business incubators in the country.

#### **Why and how should DBSD and DCS co-operate?**

DBSD and DCS should co-operate in support of the Constitution and as part of a consolidated Government servicing all citizens of South Africa.

#### **The DBSD Provides Possible Solutions:**

In the community, the DBSD provides new alternatives and choices for young unemployed people, before they offend. The DBSD promotes entrepreneurship and enterprise development (in townships and rural towns in particular) and tackles the red-tape and stereotypes that exclude new entrepreneurs, start-ups, youth and women from constructively participating in the economy.

The DBSD provides possible solutions for offenders and parolees through entrepreneurship, education and "boot camp" training opportunities. Exposure to this training changes the mindset of an individual and channels his/her talents and creativity towards productive and socially responsible ventures.

Offenders can access business opportunities on exiting correctional centres. Individuals with feasible ideas, products or services may be assisted via Rapid Incubators and Centers with entrepreneurship support. There is a need to create opportunities for parolee or ex-offender owned business around the DCS Procurement budget.

A fund should be established for a Competition aimed at rewarding the most innovative Business Plans (greatest prospect of success).

#### **Key Issues from the DBSD Presentation:**

- The DCS must collaborate with DBSD with regard to enabling ex-offenders in better accessing DBSD initiatives, so that they have a chance to support themselves after release; and
- The DCS will provide skills and development programmes opportunities to offenders in a manner which enables alignment with growth and investment areas, as well as funding initiatives.

### **2.1.6 THE DEPARTMENT OF PUBLIC WORKS**

The DCS invited the Department of Public Works to share information on:

- Where it sees itself in next 50 years; and
- Providing a presentation on the Departments plans in enabling DCS to build, procure, maintain and lease facilities for medium and long-term periods.

The Department of Public Works' presentation focused on the role of the Property Management and Trading Entity (PMTE). The PMTE was established as an Interim Mechanism (Trading Account) during 2006, based on the approval by National Treasury and in response to:

- State Public Finance Management reforms, including the passing of the Public Finance Management Act (PFMA) in 1999;
- The devolution of budgets and accommodation charges, 2006;
- The subsequent passing of GIAMA in 2007; and
- National Treasury's trading entity conditions and the objectives of the DPW Interim Mechanism and Trading Entity Business Cases which were subsequently not fully complied with.

In response to the challenges faced by the Department, the Minister launched a Turn-around Strategy during 2011 to fully operationalise the PMTE in line with the 2006 approval. During 2014 Cabinet approved the Business Case for the PMTE and the Feasibility Study for the establishment of a Government Component as the eventual institutional form/entity. The name of



the PMTE changed to “State Property Management Agency” subsequent to its established as a Government Component.

During 2017 Cabinet reiterated the need for the establishment of a dedicated State Property Agency, accordingly sighting the 18-year failure to comply with original directive and informed by the following considerations:

- **Full Cost Recovery** – The PMTE must function on business-like principles, in line with National Treasury Regulation 19 and provide services on a “full-cost recovery basis”;
- **User Charges** - The PMTE must charge departments for renting of state owned accommodation and recover all costs (rates and taxes; maintenance; refurbishments and capital for new acquisition);
- **Management fees** - The PMTE must charge a 5% management fee for paying municipal services and managing private leases;
- **Revenue** accordingly generated should be retained by the PMTE;
- Itemised Billing for accommodation must be introduced (Exemption granted);
- **Overdraft facilities** - The PMTE must develop a credible, efficient and effective plan to eliminate the overdrafts; and
- **Financial Sustainability** - The PMTE must charge market rates for the use of its property and leverage portfolio for revenue generation.

#### **The DCS Portfolio Composition Comprises of:**

- 243 Correctional Centres (Prisons);
- 136 Private leases; and
- State-owned offices utilised as Community Corrections.

The DCS accommodation solutions are managed under Capital Works Projects, Planned Maintenance Projects and Private Leases. The Capital Works projects and leases are funded by the client (i.e. Correctional Services), whereas planned maintenance projects are funded by the DPW.

#### **The Capital Works Implementation Programme:**

This programme consists of new construction, expansion and renovation or replacement projects for an existing facility. Out of the total Capital Works Budget, DCS has the third largest key account with a capital works budget allocation of R 260 810 150 million. Correctional Service expenditure as at the end March, 2018 was R 475 845 468million, which translates to 182% expenditure of the total approved baseline capital budget for the 2017/2018 financial year (i.e. R 260 810 150 million).

#### **The Repair and Refurbishment Programme:**

This programme focuses on extending the life of the property, keeping it in good operational condition and maintaining its functionality for safe operation by user departments. The Department of Public Works funds and executes this programme for all state owned buildings.

#### **The Lease Programme:**

The lease programme covers all properties that the Department has acquired through leases procured from private owners and other spheres of government for use by various user departments. In the current financial year (2017/18), the Department of Public Works has 2 500 leases on its books and 136 of these comprise leased properties designated for use by DCS. This programme is funded directly from user Department’s budget.

#### **Key Requirements from the DPW Presentation:**

- *DCS is one of our key clients thus constant interaction is important;*
- *Resuscitation of the DPW/DSC Joint Task Team is essential. The Joint Task Team is led by Head of the PMTE and members from DPW are Deputy Directors-General (DDG) of key Branches; and*
- *Formalising regional interaction.*



### 2.1.7 THE DEPARTMENT OF JUSTICE AND CONSTITUTIONAL DEVELOPMENT

The DCS invited the Department of Justice and Constitutional Development (DoJ&CD) to share information on:

- Where the DoJ&CD sees itself within the next 50 years; and
- Providing a presentation on the key issues from DoJ&CD, that need to be aligned with the DCS, in order to create synergy, while shaping the dialogue on Departmental medium to long-term goals.

The DoJ&CD presentation reflected on the priorities of the NDP, 2030, which indicates that a critical activity comprises the reduction of crime by strengthening the criminal justice system and improving community environments. The NDP deals with this aspect under the objective of *“building safer communities”* and it reads *“A safe South Africa needs a strong CJS”. This requires cooperation among all departments in the JCPS cluster”*.

Some of the interventions required include, improving court efficiency, addressing court process issues and overhauling the outdated Criminal Procedure Act, 1977, reforming the bail laws, maximising the use of Alternative Dispute Resolution Mechanisms (ADRM) and restorative justice, addressing overcrowding in correctional centres and improving rehabilitation and reintegration of convicted and sentenced persons back into society.

The DoJ&CD, as well as other relevant departments (DCS, NPA, SAPS, DHA, DSD and Civilian Secretariat of Police) are clustered within the JCPS to deal with Government priorities relating to Outcome 3: “All people in South Africa are and feel safe”.

The Criminal Justice System (CJS) operates to reduce crime and re-offending; to rehabilitate offenders; to protect the public; to provide victims with reparation; to increase public confidence, including among victims and witnesses and ensure the system is fair and just.

The CJS entails the management of processes relating to crime from start to end, in the CJS value chain and its success is dependent on the efforts of many role-players across sector. Failure at any step or stage of the value chain affects the entire criminal justice system. To operate effectively, the CJS therefore relies on the collaboration of all those who work within it, as well as the cooperation of victims, witnesses, police, prosecutors, social workers, legal aid and defence lawyers, as well as correctional services staff and other relevant role-players.

During the April 2018 briefing to the Portfolio Committee, various challenges identified by the DoJ&CD and DCS were highlighted by the Minister, Deputy Ministers and Portfolio Committee members that could benefit from collective attention. These challenges include:

- Resource constraints;
- Clean audits and the effectiveness and efficiency of service delivery, which were important factors in placing the end-user at the centre of the Departments’ efforts;
- Facility challenges and interaction with DPW (regarding new buildings, renovations as well as maintenance requirements);
- The overcrowding of Correctional Centres;
- Escapes from prisons and courts; and
- The importance of those in correctional centres, making goods and providing services and in so doing creating self-sustenance, given that the DCS is facing challenges of infrastructure and funding.

Among several other measures identified to improve efficiency and deal with budget constraints, the DoJ&CD had established a Human Resource Committee, Budget and Operations Review and Integrated Planning Committees to manage compensation and vacancies as well as reduce costs. The Minister also established a Head of Entities Committee to improve joint planning and this Forum should be used to improve joint strategic planning, dealing with opera-

tional interventions across the Minister's portfolio and facilitating the alignment of CJS activities across the value chain. A key constitutional mandate of the Department is derived from Chapter 8 of the Constitution which reads as "Courts and Administration of Justice".

Cabinet approved the development of an Integrated Criminal Justice Strategy (ICJS). The Integrated Criminal Justice System is geared towards strengthening the cooperation and integration of law enforcement agencies in realising the strategic objective of the National Development Plan, in respect of building safer communities and creating a resilient anti-corruption-based and focused Criminal Justice System.

There is a need to interact with all CJS partners to improve the efficiency of the CJS across the value chain. The aim is to accelerate the Integrated Criminal Justice Strategy as an integrated tool to foster integration and cohesion in the implementation of the 7- Point Plan approved by Cabinet in 2008 and which still remains valid and has accordingly been reaffirmed in the NDP. The ICJS will assist to align the governance and accountability arrangements of the IJS and the CJS.

The ICJS will assist in fast-tracking legislative reform and in particular, the overhaul of the Criminal Procedure Act, 1977. This process will ensure an integrated victim-centric approach that balances the rights of victims and those of society with the rights of offenders.

A further aim is to improve/develop a credible data collation and management system. There is a need to put measures in place to avoid unnecessary pre-trial (remand detainees) and post-trial detention of offenders (consideration as to revisiting minimum sentences/parole/community service alternatives), which occurs at exorbitant large cost to the tax-payer.

**What are the issues from DoJ&CD that need to be aligned with the DCS in order to create synergy for the medium to long-term period?**

Some of the initiatives include the improvement of the efficiency of the CJS value chain. This objective is aligned to Chapter 12 of the NDP: Building Safer Communities and Sub-Outcome 2 of the Outcome 3 of the JCPS Medium Term Strategic Framework: An efficient and effective criminal justice system, and accordingly comprising of aspects that are aimed to:

- Overhaul CPA, amend old order legislation, reduce case backlogs and review the current bail regime,
- Promote the use of RJ, alternative sentencing, victim-offender mediation, rehabilitation processes,
- Re-integrate halfway houses;
- Ensure accurate capturing of criminal data across the value chain with proper analysis thereof and an integrated crime data system/and centre, while enhancing a victim-centric criminal justice system;
- Promote Heads of Justice Entities oversight and institutional arrangements; and
- Revise JCPS indicators for remand detainees (improved investigations and trial readiness, speedier trials and sentencing) based on statistics obtained from the DCS and the IJS Board.

**What role can the DoJ&CD play regarding the management of overcrowding, taking into consideration that this is a criminal justice challenge and a human's right issue?**

- Government departments and entities comprising of the ICJS, the DCS, the NPA, the Legal Aid SA and DoJ&CD should provide comprehensive and accurate statistics to PEEC, REEC, DEEC meetings;
- Matters of strategy, policy and overall monitoring and evaluation is dealt with nationally and tactical and operational issues are dealt with at provincial and local levels);
- The IJS should revisit the improved use of AVR DCS – CRTS.
- The legal costs paid by the State and courts costs against departments including the DCS, have been reduced. A large percentage of litigation cases has been settled.

- Monitor the implementation and use of various cross-departmental protocols that have been developed, subsequently signed-off by all relevant Directors-General and are in various phases of implementation.

#### **What can be done to enhance Alternative Sentencing as Non-Custodial options?**

The ICJS will assist in reviewing the sentencing regime/minimum sentences/non-custodial sentences/Restorative Justice Approaches and diversion/ community courts/traditional Courts.

#### **How can we short-circuit the Appeals Process?**

The ICJS will assist in reviewing the Criminal Procedure Act, 1977 and appeal process aspects. In the interim, we need to establish the problem statement and consider aspects that can be dealt with in the meantime through mechanisms such as protocol arrangements.

### **2.1.8 THE COUNCIL FOR SCIENTIFIC INDUSTRIAL RESEARCH:**

The DCS ambition to improve its services requires continuous engagement with research institutions to keep abreast of developments. The Department invited the CSIR to share information on innovation and technological developments that may have an impact on the security and corrections environment in the medium to long-term.

The objectives of the CSIR are, through directed and particularly multi-disciplinary research and technological innovation, to foster, in the national interest and within the fields which in its opinion, should receive preference, industrial and scientific development, either by itself or in co-operation with principals from private or public sectors and thereby contribute to the improvement of the quality of life of the people living within the Republic.

The CSIR has six research impact areas: defence and security, the built environment, the natural environment, energy, health and industry and of which four are relevant to DCS.

- **The Defence and Security Research focussing on Information Security;** comprising of inter-operability and standardisation across organs of State and security; command, control and coordination; and tactical and strategic situation awareness;
- **The Built Environment research area focussing on Sustainable Human Settlements;** comprising of water infrastructure; transport infrastructure, logistics and infrastructure operations and planning support systems;
- **The Natural Environment Research Area focussing on Assessing and Monitoring the State of the Natural Environment;** comprising of support for decision making and resource planning; technologies for water, pollution and waste solutions; value addition to biodiversity and indigenous knowledge; and
- **The Energy Research Area focussing on Battery Technologies;** comprising of energy storage and renewables such as solar, bio-fuels and wind.

There are many capabilities/technologies that the CSIR has assessed such as the Communication, Command, and Control situational analysis (the CMORE Platform) of which:

- The long-range intrusion detection can detect humans during the day and night at a distance of 10 kilometres;
- The optical sensor systems for crime detection which includes the contactless fingerprint detection capability and smart video-camera detection capabilities;
- The cyber security capabilities can be developed to support government agencies in the implementation of cyber security protection of operations centres and the analyses of cell-phone tracking data in crime; and
- An audio detector prototype has also been developed which can detect gunshot events or events that generate audio signatures.

#### **Crime Science and Design of Safe and Secure Environments:**

The CSIR also has expertise in designing safe and secure environments, including within the

criminal justice system, such as police stations and detention centres. The CSIR expertise includes construction of green, sustainable detention facilities and the use of innovative building technologies.

The CSIR has expertise in analysing quantitative and qualitative data about crime and justice and conducting cross-sectional and longitudinal studies. One of its strategic partnership projects is a collaboration with the Department of Defence where it is operating/providing in-house capability. The CSIR proposes a strategic support role in cooperation with the DCS.

#### **Key Issues from the CSIR Presentation:**

- *Partner with CSIR to research, design and develop security technologies for the Department for all forms of security, including cyber security;*
- *Develop integrated strategic support with the CSIR, supported by governance structures for contracting and application of technology within the DCS; and*
- *Partner with CSIR to initiate research, design and develop solutions for infrastructure design that makes use of sustainable strategies and which are integrated with advanced security technology.*

#### **2.1.9 THE STATE SECURITY AGENCY**

The DCS invited the State Security Agency (SSA) to present a paper that provides projections of how South Africa will have changed over the next 50 years, in terms of:

- The current to long-term crime combating strategy; and
- Consideration of the NDP Vision, 2030, in terms of “building safer communities”, and “fighting corruption”.

#### **Integration with Regional Counterparts:**

It is imperative for the DCS to engage research institutes, universities and other institutions of learning and facilitate bi-lateral/multi-lateral arrangements with counterparts within the region and other related institutions.

#### **The Government Sphere:**

In order to fulfil its mandate, the DCS needs to play a role within the following clusters: the JCPS, Social and Governance and Economic clusters. The key driving factors that the DCS should monitor are discussed regularly in these clusters. Some of these factors dealt with are:

- **Crime-Related Issues:** comprising of crime trends and enabling factors; capacity of the cluster(s) to reduce crime; case cycle times; conviction rates; the profile of organised crime, including international dimensions related thereto and The profile of corruption in our country and the capacity of the State to fight corruption;
- **Economy and Unemployment Issues:** comprising of the performance of our economy; emerging trends on the economy; trends on employment and unemployment; trends and the rate of rural-urban migration patterns and challenges facing local government;
- **Socio-Economic Issues:** comprising of the extent and impact of single parent headed households; the extent and impact of child-headed households; the full profile of our education system (Basic and Higher Education) as well as the health profile of the country; and
- **Developments in Technology.**

#### **Other Factors and Variables:**

There are many other factors or variables that the Department should track or follow within and outside South Africa’s borders. A systematic approach in dealing with these issues is recommended and should include determining the need and methodology to be used in conjunction with the allocation of resources. All these efforts should be geared to improving and strengthening the Department.



**The Role of Technology:**

One area that warrants attention from the DCS, is technology and its huge potential and risks. The DCS approach to IJS can be improved and expanded to include data analytics across the cluster.

**Rehabilitation Programmes:**

The DCS needs to pay attention to the uneven approach of rehabilitation, which is a result of differences in resource allocations and the disparity in the context of rehabilitation programmes. The differences in government approaches to organised crime and fighting corruption also contributes to this uneven approach.

**Factors that are likely to have Impact on the Corrections System:**

There are many relevant factors DCS needs to consider in developing an appropriate and practical 10-year plan. Some of these factors are discussed below:

- The impact of Global geo-politics on South African corrections, such as the growth of unilateralism, Trade Wars and the "World war" in the Middle East. (The impact of Global geo-politics);
- The monitoring of trade negotiations among SADC, African countries and South Africa and the European Union;
- There are emerging fault lines that may have an impact on the DCS such Lesotho; DRC; Maghreb; Libya and Zimbabwe (the impact of socio-political developments in neighbouring countries and elsewhere on the continent, such Lesotho; the DRC; Maghreb; Libya and Zimbabwe which may results in a high number of political and economic refugees coming to South Africa, with some getting involved in crime and becoming incarcerated at DCS facilities and other detention centres);
- The impact of terrorism (in its manifestations) such as Cyber Security; Cyber Terrorism; Cyber Espionage; Cyber Crime and Cyber Warfare; and
- High levels of crime and corruption;

**10-Year Outlook for South Africa**

In respect of the development of its 10-year outlook and strategy, the DCS should consider factors such as Geo-political, emerging fault lines in Lesotho, the DRC, Libya and Zimbabwe, terrorism, crime, organised crime, and corruption.

**Key Issues from the State Security Agency Presentation:**

There is a need for the DCS to:

- Integrate the DCS planning with other research institutes, universities and other institutions of learning;
- Develop bilateral arrangements with other counterparts within the region and with multi-lateral institutions. The DCS needs to participate effectively in the JCPS, Social and Governance and Economic clusters;
- Make effective use of technology to enhance its access to cluster databases and make the best use of data resources that they have;
- Monitor issues discussed regularly during the fore-mentioned cluster meeting; and
- Give attention to the uneven approach regarding rehabilitation interventions.

## SECTION 3: KEY ISSUES FROM PLENARY

### BACKGROUND

Presentations from various stakeholders raised critical strategic issues for consideration by the Department during the planning session. The issues raised by external stakeholders in presentations during plenary were also analysed and categorised into twelve thematic areas. They are listed hereafter, are accordingly not exhaustive. However, they are critical and must be contemplated in tandem with the DCS long-term planning processes.

#### 3.1 Offender:

A broad range of issues discussed include offender labour, sentence plans, overcrowding, unit management, rehabilitation, re-offending and sentence expungement. The realisation of these issues will depend on the provision of quality, sustainable and responsive rehabilitation programmes in tandem with skills training and development interventions to enable offenders to successfully re-integrate into society as socially responsible and morally sound citizens. The DCS will need to partner with stakeholders to provide initiatives on moral regeneration in order to prepare inmates for sustainable, quality social re-integration. Through collaborations with relevant stakeholders the overarching goal is aimed at setting to place preventative measures and developing programmes that focus on moral regeneration in order to mitigate the occurrences of crime in society, resulting in less crowded facilities and more peaceful communities.

#### 3.2 Technology:

Issues discussed were related to information systems, modernisation, e-learning and the Integrated Justice System. Technologies utilised by the DCS must match the rate at which technology is evolving in general. It should leverage on the initiatives of the 4th Industrial Revolution and use technology to the advantage of Government and its citizens. The DCS should partner with respective institutions to design and develop security and secured technology in an integrated and sustainable manner. Advanced use of technology regarding the professional development of employees will assist in creating a cadre of ideal correctional leaders as well as development of better skilled offenders.

#### 3.3 The Parole System:

Issues raised in this context, were in the main, related to ex-offender labour/employment priorities. The finalisation of the review on the parole system should consider ensuring that those released on parole have the required moral standards, are free of risks and ready to re-integrate with the society, while completing their sentences. The DCS should utilise available opportunities for parolees to access labour markets, such as coordinated and managed by the Department of Small Business Development.

#### 3.4 Partnerships:

A broad range of issues discussed include international benchmarking and employee relations. The DCS needs to develop a stakeholder engagement plan and initiate bi-lateral engagements with respective stakeholders. International benchmarking on best practice and inmate population management should be implemented.

#### 3.5 Policies and Procedures:

Issues raised in this regard related to conflicting policies in government, policy implementation, policy development and case-flow management. There is an urgent need for a policy review to align DCS policies to current and future requirements. This process should identify conflicting policies within Government departments and stakeholders and engage relevant role-players in order to streamline and/ or align policies that aim to achieve the same objectives.

### **3.6 Resources**

A broad range of issues were discussed and included human resources management, budgets, structural re-alignment, as well as issues pertaining to the training and development of officials and facilities management and oversight. Particularly the issue of resources was central feature of discussion across all 11 commissions. Therefore, integrated resource planning and Activity-Based Costing (ABC) must be introduced as a pertinent planning and management tool.

### **3.7 Strategy Development:**

Strategy development must encompass the use of appropriate tools over a diverse range of planning activities and interventions, integrated across departments and stakeholders and resulting in strategic objectives, which will positively impact on safety and security of the citizens. Central to the departmental strategy is the promotion of values in order to restore the moral fibre of society. Responsible leadership must ensure that the strategic optics of the Department are engrained in all employees. Core to this strategy must be the endorsement of programmes that support a peaceful society geared to attract foreign direct investment and ultimately grow the economy and create jobs. Naturally, crime gradually will reduce and correctional facilities have vastly reduced inmate populations.

### **3.8 Self-Sufficiency:**

Issues raised during these discussions relate to the DCS efforts that support self-sufficiency. Taking cognisance of economic growth challenges and high unemployment rates, there is pressure on the fiscus; therefore DCS with its offender population which is fit and strong, must positively contribute to their well-being through self-sufficiency initiatives (aimed at utilising offender labour). The DCS needs to maximise on its own resources to provide some jobs internally. A value chain needs to be developed for agricultural products sustaining supply to correctional centres in a cost effective manner. The DCS also needs to maximise production of workshop output and markets within government departments. A trading entity should be established to capitalise on revenue and retain such revenue.

### **3.9 Social Re-integration:**

Issues raised in this regard were related to social re-integration and victim involvement. Community-based re-integration practices should be managed by the community and overseen within the ambit and context of Community Safety Forums. The local community must be involved in the re-integration process, especially in the area of monitoring and victim involvement. The DCS needs to establish inter-governmental mechanisms to ensure successful social re-integration in a holistic manner and the management of Corrections processes and outcomes becoming a societal responsibility. Offenders released from incarceration should be orientated/informed on the options of expungement and presidential pardons where appropriate, in order to facilitate re-integration into society and participation within the economy.

### **3.10 Integrated Government:**

There is a need for cooperation and collaboration within government and the synchronisation of shared objectives that are impactful. Working together with other state organs is a major opportunity in rehabilitation bolstered by bi-lateral and cluster engagements as well as integrated plans to achieve the common objective.

### **3.11 Socio Economic Challenges:**

The major causes of crime are socio economic challenges such as inequality, unemployment and poverty. The DCS contribution to the reduction and/or elimination of these societal ills, can be realised by relevant stakeholders and departments working together in an effort to ensure that those that are incarcerated in DCS facilities are successfully rehabilitated through partnerships and a co-ordinated and integrated government approach



### 3.12 Safety and Security:

Issues discussed during this session related to alternatives to incarceration, crime statistics, terrorism and various types of crime. The DCS must contribute to the integrated government approach in ensuring safety, security and a peaceful South Africa. An integrated strategy and approach on community safety implies a continued rehabilitation of those released into communities (parolees) and partnerships nurtured with civil society organisations on community safety. This structured approach should be supported by shared strategic/operational information between the security cluster departments. The benefits of a safe and secure country are manifold, re: a peaceful society; improved societal moral fibre; a positive impact on the economy, reduced pressure on the fiscus and a safe and happy citizenry.

## SECTION 4: REFLECTIONS ON THE WHITE PAPER ON CORRECTIONS

### Background

Former National Commissioners were invited to share their perspectives on issues related to the implementation of the White Paper on Corrections and how they see the future of Corrections in South Africa. Among those were invited was Mr. Mti, a contributor to the White Paper on Corrections. Mr. Mti shared his views on the White Paper on Corrections and how he views it in contributing to Corrections in South Africa over the next 50-year period.

### Why the White Paper on Corrections?

The 1994, White Paper on Corrections, was inherently inadequate in supporting progressive legislation and policy implementation on Corrections. At the time, the Department of Correctional Services experienced serious transformation challenges that accordingly needed to be attended to, and among other comprise:

- Establishing a constitutionally compliant policy regarding departmental, militarised ethos and practices;
- Establishing of a credible and defined relationship between trade unions as employee representatives and departmental management as the custodian, as well as the embodiment of Government within the Department;
- Defining the scope and meaning of rehabilitation within a government security establishment;
- Addressing and focusing policy requirements away from “imprisonment” as an outdated practice to “correction” of offending behaviour;
- Ensuring alignment to international protocols and practices;
- Transforming the organisational culture that conceived imprisonment as an end in itself to a “new beginning” as a better life away from crime; and
- Defining the DCS role in relation to offending behaviour and placing correction as a primary social responsibility.

### The Role of DCS:

The core role of the DCS has shifted from “*safe custody and humane treatment of offenders*” to “*correction within a safe, secure and humane environment*”. Correction required a multi-dimensional approach to treating offending behaviour. The Department needed to engage families, social institutions like churches and other government departments in pursuing its mandate.

The DCS needed to develop adequate capacity pertaining to personnel, technology, facilities and partnerships to understand the “type of offender” in custody at all times. Sentence planning needed to be reiterative in addressing changing circumstances of the offender. Unit manage-

ment within the correctional system had to be adopted as it allowed for the direct supervision of offenders.

#### **Future Policy Propositions:**

Technology presents new challenges to the effective management of the Department generally, but more significantly at Correctional Centre level. Equally important are the opportunities it presents for security improvement, enhancing social re-integration, providing development and care programmes alongside effective facilities management, etc. One may ask whether the Department really thought through- or investigated the possible threats and opportunities presented by technology, in all its forms?



Crime is increasingly changing. This will also invariably change the profile of offenders and present new challenges to the management of security, facilities and programmes. Several questions may be asked about how the White Paper on Corrections helps and supports the DCS in its 5-year planning processes. *What about alignment to the various goals of the NDP? Is DCS able to demonstrate the impact of its work towards improving public safety and security?*

The legislation requires the DCS to provide training opportunities to enhance effective social reintegration.

The Department has land readily available for agricultural purposes and management of production workshops for the manufacture of various tangible goods. *Is the current model working or does it require total overhaul? Is it possible that DCS can reduce its current expenditure through the optimal use of these resources and generate savings that can finance its investment in personnel, programmes and facilities?*

#### **Key Issues from Reflections on the White Paper on Corrections:**

- Technology as a tool for effective management of corrections, rehabilitation and social re-integration;
- The impact of the changing profile of offenders on DCS facilities and rehabilitation programmes;
- The DCS's ability to leverage its land resources for agricultural purposes and the production of goods for self-sustaining corrections;
- The management of DCS expenditure through the optimal use of resources;
- Ensure that the current organisational model is suitable for the future or determining whether it requires a total overhaul; and
- Is the Department aligned to the NDP goals in terms of the work it does e.g. production workshops, agriculture, etc.?

# SECTION 5: ENVIRONMENTAL ANALYSIS

## BACKGROUND

Prior to the planning session, an environmental analysis was conducted from a sample drawn from DCS officials at salary levels, between levels 3 to 15. Research tools were used to assess several factors that may impact on the DCS Strategic Plan. Four research initiatives were implemented as follows:

- A Focus Group discussion with levels 3 to 12 on the Mission, Vision and themes of the White Paper on Corrections;
- A Survey with SMS managers of DCS to validate the Mission, Vision and Values of the Department;
- A Survey with SMS managers of DCS to assess environmental factors; and
- A Survey with SMS managers of DCS on organisational effectiveness.

There were consultations at all staffing levels and the purpose was to clarify the following issues; the Departmental Vision, Mission, Values and organisational effectiveness. The consultations employed two different approaches (i.e. information gathering via group discussions and electronic questionnaires).

### 5.1 Group Discussions with Correctional Officials: Levels 3 to 12

The DCS officials regarded the Vision and Mission of the Department as relevant and did not require any amendment. They identified a number of issues on which the Department is required to improve in order to fully realise the Vision and Mission and these relate in particular, to overcrowding, insufficient numbers of correctional officials and high vacancy rates, dilapidated correctional facilities and a shortage of resources.

The questionnaire also covered the themes of the White Paper and the research results are presented as follows:

- With regards to the theme pertaining to Ideal Correctional Official officials respondents felt that it was difficult for DCS employees to live up to these standards due to many challenges such as: demoralised employees as a result of academic achievements not recognised and a lack of a Promotion Policy; the lack of discipline among employees; overworked staff due to the current shift system and the Department not taking care of its human capital (such as evidenced by the bad treatment of junior officials by seniors);
- Officials had a common understanding that the DCS does not have capacity to provide needs-based interventions to all in its care and some of the challenges identified were a lack of a Retention Policy and incentives to retain professionals; existing policies that are not supported with resources and the impact of rehabilitation programmes that are not measured;
- Officials confirmed challenges in assuring adequate the safety, security and human dignity of inmates, officials and communities during visits and these include: staff shortages; overcrowding of correctional facilities; the structural design of correctional facilities which do not strengthen and enhance security and insufficient training in safety and security measures. Recommendations to address these challenges include: the construction of new Correctional Centres; improving IT and security technology; getting rid of Centre-Based and Non-Centre-Based employment policies in tandem with the DCS employing more staff;
- Officials indicated that the Department does not have the capacity to cater for the needs of special categories of offenders. The Department's old structures were never designed to cater for the needs of the special categories of offenders and DCS officials have inadequate skills to provide care for mentally ill inmates. Recommendations included the training of custodian officials on handling special needs categories and modifying the structural design of facilities to enable humane incarceration;

- Departmental officials identified a number of challenges in the DCS and related to ensuring appropriate and cost effective facilities and these include: facilities that are old and dilapidated and do not enable rehabilitation or meet the needs for security and human dignity and those facilities that are not user friendly for disabled offenders. Recommendations to address the challenges included the DCS taking back control of DCS buildings from Department of Public Works; the DCS utilising offender skills effectively to minimise outsourcing and buildings being designed to meet the Unit Management standard requirements;
- The views of officials regarding the involvement of external partners include the following: there is no DCS policy on the remuneration of NGO's for programmes offered to offenders and the DCS is not monitoring programmes offered by external stakeholders. Recommendations to address these challenges include the remuneration of NGO's that offer rehabilitation programmes to attract quality services alongside the monitoring of programmes offered by NGO's and the evaluation of the impact of rehabilitation programmes offered to offenders;
- Officials felt that Restorative Justice should be implemented from offender admission to release. The Departments of Social Development, SAPS and the DoJ&CD should play their role in Restorative Justice. Officials proposed the following recommendations to effectively implement Restorative Justice namely that, the Restorative Justice policy be reviewed; the provision of a sufficient budget and resources to fully implement Restorative Justice in concert with the marketing of Restorative Justice to communities and stakeholders; and
- Officials identified as the main challenge in re-integrating offenders back into society the difficulties experienced by officials in confirming home addresses of offenders, which cause delays in placing them on parole. Recommendations in improving Social Reintegration interventions include: involving the community in the reintegration processes of offenders and providing resources to support released offenders.

## 5.2 Survey Findings with SMS Managers on the DCS' Vision, Mission and Values

### **Vision:**

75% of respondents felt that the DCS Vision was still relevant. However, not all respondents believe the DCS is working towards achieving its own Vision (48% disagreed).

### **Mission:**

70% of respondents thought that the DCS Mission is relevant and should not be changed. In addition, 60% of respondents think the DCS activities are aligned to its Mission.

### **Values:**

90% of respondents thought that the DCS Values are still relevant and therefore should not be changed. Some respondents proposed that Values be reduced to three values. Others suggested the identification of new Values that could include the addition of Excellence, Development, Integrity and Accountability.

## 5.3 Environmental Scan Findings

The findings of the assessment identified a number of environmental factors that may influence the implementation of the Departmental Strategy. The findings on the Strengths, Weakness, Opportunities and Threats (SWOT) analysis show that working together with external stakeholders in the rehabilitation of the offenders and the role of the DCS within the JCPS Cluster are among the top opportunities for the DCS. However, overcrowding is identified as top threat for the Department.

The findings on Political, Economic, Social, Technological, Environmental, Legal and how that changes in leadership, the high rate of unemployment, poverty, the technological advancement of criminals, mass protests, lawsuits against the DCS and high crime rates are among the top external factors in the environment impacting on the success of the DCS.

## 5.4 Organisational Effectiveness Survey Findings

The findings of the survey indicated that:

- 68% of respondents thought the DCS has clarity of Vision;
- 52% of respondents believed the DCS has performance measures and incentives that are aligned to its objectives; and
- 56% of respondents were optimistic about the capacity of the DCS to change/manage change.

In accordance with the survey findings, respondents felt that the DCS is not doing well within the following areas:

- In respect of cohesion in DCS leadership the Department does not have clear roles and accountability mechanisms for decision making;
- The ability of the DCS organisational structure to support the execution of the mandate;
- The Organisational culture in ensuring that structure is properly aligned to its strategic objectives; and
- The absence of effective talent management by way of conducting Departmental skills audits in an effort to assess the gap between the current and the required skills/expertise levels within the DCS.

## SECTION 6: PRESENTATIONS IN COMMISSIONS BY EXTERNAL STAKEHOLDERS

### BACKGROUND

In an effort to enhance participation during the strategy session, eleven commissions were established aligned to the themes of the White Paper on Corrections and other areas of relevance. Government departments and entities were invited to participate in commissions based on their respective mandates and how the latter may impact on functions of the DCS.

### 6.1. GOVERNMENT DEPARTMENTS/ ENTITIES

#### 6.1.1 THE DEPARTMENT OF HEALTH (Presentation and inputs during Commission 11) Provision of Health Care to Offenders/Inmates at Correctional Services Facilities by the National Department of Health (NDOH):

The National DoH was requested to respond to the following questions:

- In line with the MTSF Outcome 2, sub-output 2 *“improved quality care”*, *What is the medium and long-term strategy for the provision of health care services for offenders?; and*
- *How will the planned improvement of health care services such as the re-engineering of primary health care, as well as the management of the Human Immunodeficiency Virus (HIV) and Tuberculosis (TB) programmes impact on offender healthcare services?*

#### Current Status on Health Services provided by the National DoH in DCS:

The National DoH provides comprehensive TB/HIV and Sexually Transmitted Infections (STI) Prevention Package (CPP) to Correctional Centres. It consists of HIV/STIs and TB screening, testing, initiation of treatment and linkages to care on release. These services are provided in partnership with NGOs dispersed all over the DCS Regions. The National Health Laboratory Services (NHLS) has also provided 12 GenXpert machines to DCS for TB screening.

Mental Health Services are also provided to the following categories of cases:

- **Mentally Ill Inmates:** In accordance with a J105 Court Order the inmate is cared for in prison, or ordered by the Court to be transferred to a psychiatric hospital and discharged back to prison once rehabilitated;
- **Involuntary Mental Health Care Users:** On issuing a MC-21 Court Order the inmate is admitted directly at any designated psychiatric hospital;
- **State Patients:** On issuing a MC20, MC-22 or J105 Court Order the inmate may be temporarily detained in a correctional health facility of a prison, while waiting for a hospital bed. (The challenge is the limited bed space with a waiting list of 143 state patients);
- **Forensic Mental Observations:** In terms of sections 77 to 79 of the Criminal Procedure Act, 1977 an inmate is referred by means of a J138 Court Order. The DCS is required to liaise with the designated psychiatric hospital to book a bed (The challenge is the limited bed space with a current backlog of 1 261 observations)

The Centralised Chronic Medicines Dispensing and Distribution (CCMDD) programme is being phased in to improve access to treatment for patients on chronic illness treatment as the medium-term strategy to manage the unpredicted growth in patients requiring access to long-term therapy. The envisioned National Health Insurance (NHI) will also have long-term implications on how the DCS renders its health care services. The NHI fund (once implemented), will pool all financial resources (public and private) to purchase health care services, including funding allocated to the DCS to achieve sufficient health coverage.

#### **Recommendations to Improve the Provision of Health Care to Offenders:**

##### **General:**

- *Refine the definition of new inmates to only include those that are given a prison number for the 1st time (excluding those transferred in, or returned from courts and hospital, as they are reported separately) to prevent the exaggerated number of inmates screened;*
- *Define a system to manage the unique identification of inmates to avoid multiple screenings;*
- *Implement the Health Patient Registration System (HPRS), that is currently utilised by 2 994 Public Health Care (PHC) facilities. The National DoH aims to scale up the implementation to hospitals over the next 2 years; and*
- *Provide DCS Infrastructure conducive to the rendering of these services while ensuring that confidentiality is not compromised.*

##### **HIV/TB:**

- *The National DoH offers screening for HIV and TB at DCS facilities using donor funding;*
- *The DCS to include the HAST counsellors and data capturers as a cadre of staff within their organogram to allow for transition from GF; and*
- *The DCS to sustain and own the services provided by the NDoH partners placed within their management areas.*

##### **Mental Health:**

- *Train/Build skills of DCS staff in prison to help them distinguish between various pathways for managing mentally ill offenders;*
- *Medical officers in DCS facilities should conduct a comprehensive assessment of each case as this will improve the turn-around time (and prioritisation) of referrals to psychiatric hospitals; and*
- *Ensure that state patients are on treatment while waiting for hospital admission with referrals to visiting psychiatrist/; contacting the referral hospital for commencement of medication and reviewing the condition of the inmate every 6 months.*

#### **The Centralised Chronic Medication Distribution and Dispensary:**

DoH is able to offer CCMDD services to the DCS for chronic patients, where DCS carries the cost of the drugs and the DoH could fund the packaging and delivery of pre-packaged medicines, preventing the need for additional pharmacists, while improving the chances of adherence to treatment protocols.

In the long term, under the NHI scheme, the NHI fund (once implemented), will pool all financial resources (public and private) to purchase health services, including funding allocated to the DCS in an effort to achieve universal health coverage.

#### **6.1.2 THE DEPARTMENT OF AGRICULTURE, FORESTRY AND FISHERIES (Presentation and inputs during Commission 6)**

The DCS invited the Department of Agriculture, Forestry and Fisheries (DAFF) to share their perspectives on how they see South Africa over the next 50 years, particularly in terms of:

- The impact of drought on agriculture production and how best to manage the impact of drought/water shortages;
- The importance of farm planning, in tandem with project planning and resource allocation;
- Effective abattoir management and the importance of compliance with the Meat Safety Act, Act No. 40 of 2000, as well as the importance and application of assigned meat inspections;
- The management and control of disease outbreaks such as avian-flu;
- The importance of food safety standards, particularly in relation to food processing plants such as dairies, bakeries and abattoirs;
- The provision of veterinary and community veterinary support services, as well as agriculture extension/technical support services;
- The importance of livestock identification and measures applied to curb the incidence of stock theft; and
- The importance of using registered agricultural methodologies as respective regulated.

The DAFF presentation focused on two aspects, namely, land use and soil management, as well as the impact of drought.

##### **Land Use and Soil Management:**

The Department of Agriculture's activities are mandated in terms of the following legislation:

- The Conservation of Agricultural Resources Act (CARA), Act 43 of 1983 in terms of which the aim is to address the degradation of soil and effectively and efficiently manage rangeland and wetlands; and
- The Subdivision of Agricultural Land Act (SALA), Act 70 of 1970 in terms of which the aim is to manage the subdivision and related use of agricultural land as the custodian of vast tracts of arable land. The DCS was reminded to be cognisant of the provisions contained in legislations governing such land use and ensuring compliance accordingly.

##### **Key Programmes:**

The Land Care Programme is one of its flagship intervention, which is divided into two streams:

- **National Level Implementation:** A community-based programme supported by Government in an effort to rehabilitate natural agricultural resources; and
- **Provincial Level Implementation:** Comprising of Land Care projects implemented through Provincial Departments responsible for Agriculture.

##### **Land Use Analysis:**

The presentation also shared information of best land use methodologies: This was illustrated through an analysis of the benefits and risks between regenerative and degenerative farmland usage approaches.

##### **The Natural Resources Management Working Group:**

The DAF through its Natural Resources Management Group, conducts assessments to establish of: potential and capability of natural agricultural resources, the suitability for crop/animal production, recommended land management/farming practices, social acceptability and economic viability.



**Drought Impact on the Agriculture Sector:**

The Agricultural sector has been affected by drought and related factors such as wind and lack of irrigation through natural water resources/reserves, thus resulting in a decline of production levels within the sector.

**Context:**

- South Africa has been battling with one of the worst droughts ever recorded and having commenced during early 2015;
- The effect on the country's economy and agriculture sector in particular, have been severe, pushing up food prices significantly;
- In addition, drought has had adverse effects on the financial position of farmers and other organisations that are linked to and do business with farmers, such as financial institutions and insurance companies machinery suppliers the Government as well as consumers in general;
- Agricultural exports have declined significantly, while food inflation has consistently been increasing; and
- This as a consequence, has led to sluggish economic growth and increased pressure on the fiscus.

**Impact of Drought on the Agriculture Sector/Land utilisation:**

- There has been a significant drop in output as farmers prioritise crops with higher profit margins, such as fruit production while abandoning the cultivation of vegetables and other similar crops;
- Since the advent of the drought, there have been record wheat production losses;
- Notable has also been a reduction of about 1 000 square hectares of arable farmland utilised for the planting of potatoes and onions; and
- During 2017, wheat crop production dropped to 586 800 tons, which equals a decline of 47%, as compared with what was harvested during 2016.

**Implications for the DCS:**

Developments brought about by drought and related natural disasters/conditions have created gaps within the agricultural production sector, which threaten food security and the cost of living in general. This provides the DCS with even better reason to make better and more efficient use of agricultural farms at its disposal in an effort to produce food for internal consumption by offenders. Where possible, the DCS can even sell excess supplies to generate income or donate stock reserves to needy communities and/or government entities such as schools, hospitals and orphanages.

**Recommendations for Future Agricultural Land Use:**

- Manage stock numbers in line with the available grazing, so as to prevent over-utilisation/overgrazing of land resources;
- Farmers are encouraged to implement measures provided by the early warning/advisory information issued on an ongoing basis;
- Commence with/sustain programmes to conserve natural resources optimally; and
- As pockets of drought are still persistent in some parts of the country farmers and the DCS should therefore continue to apply strict measures to counter the effect of drought and related environmental threats

**6.1.3 DEPARTMENT OF SOCIAL DEVELOPMENT (Presentation and inputs in Commissions 4 and 7)**

The DCS invited the Department of Social Development (DSD) to share information on:

- Where the Department of Social Development sees itself in 50 years' time; and
- How the Department of Social Development's future plans, Vision and the provision of social services to inmates, parolees and probationers will be defined.

The presentation of the DSD began by reflecting on its Vision and Mission.

**Vision:**

A caring and self-reliant society.

**Mission:**

To transform our society by building conscious and capable citizens through the provision of comprehensive, integrated and sustainable social development services.

The DSD presentation reflected on the National Development Plan with specific emphasis on the goal that aims to *"achieve and sustain social and economic development through the development of the country's human capital through collective action by all role players"*.

The DSD focus areas comprise in the main of child care protection; a reduction of incidences of crime; victim empowerment programmes and substance abuse interventions alongside the creation of an enabling environment for Non-Profit Organisation to deliver effective services.

The DSD other focus areas also include the reduction of incidences pertaining to social crimes, victim empowerment and substance abuse by developing and implementing:

- Policies on the Integrated Social Crime Prevention Strategy;
- Legislation on probation services and child justice;
- Legislation on victim empowerment support services; and
- The implementation of the National Drug Master Plan.

The DSD is involved in various partnerships, including health and education institutions involved with the provision of social services. One of the partnership focal areas is the provision of diversion services for children and adult offenders.

**Key Issues:**

The establishment of a possible partnership with DSD regarding the delivery of victim empowerment services, substance abuse programmes and child protection services and/or prevention interventions.

#### **6.1.4 THE INTEGRATED JUSTICE SYSTEM (Presented during Commission 9)**

The DCS invited the Integrated Justice System (IJS) to share information on the short and long-term technological developments that may improve delivery in relation to Correctional Services.

The IJS presentation reflected on its establishment and objectives. The IJS strategy was approved in March 2017 and the IJS programme supports several ICJS initiatives as highlighted below:

- **IJS Transversal Connectivity:**

The IJS has created a transversal hub which warehouses information from the JCPS cluster Departments. Most of the cluster Departments are now linked to the Transversal hub, but DCS connectivity has not yet to date been finalised.

- **IJS Person Verification (PIVA):**

The IJS developed PIVA which is a unique person identification system that enables the capturing of information related to crimes being uploaded by all role-players across the Criminal Justice System.

- **IJS Digital Strategy, 2030:**

The benefits of using technology to fight crime and improve the Criminal Justice System has resulted in:

- Smarter working and insight driven decision making;

- Collaboration-driven interventions aimed to improve effectiveness
- Freeing up and redirecting human capacity;
- Fairness, consistency and responsiveness;
- Independent access to best practices and training;
- Improved access and distances shortened;
- Transparency and accountability; and
- Expanding reach and impact.

#### **Key Issues from the IJS:**

*The main objective for the IJS is the implementation of the integrated information management system across the JCPS cluster.*

#### **6.1.5 THE JUDICIAL INSPECTORATE OF CORRECTIONAL SERVICES (Presented during Commission 11)**

The DCS invited the JICS to share information on their long-term view pertaining to the oversight role that JICS must play in respect of the DCS. The JICS is an oversight agency mandated to ensure humane treatment of those detained in South African Correctional Facilities. It draws its mandate from the Correctional Services Act (CSA) of 1998, as amended.

#### **Areas of Focus during Inspections:**

- Prison populations and rate of overcrowding;
- Specialist staff;
- The structure and maintenance of facilities;
- Health Care;
- Unnatural deaths;
- Mentally ill inmates;
- Dishonest and corrupt practices;
- Mandatory reporting; and
- Serious/urgent complaints by inmates.

#### **Investigations:**

JICS monitors compliance with JICS investigations and recommendations. Specialist/expert co-operation is solicited in terms of collaborative partnerships with the SAPS, the NPA, the Judiciary and the Independent Police Investigative Directorate IPID. Identified criminal offences are escalated to relevant authorities. Identified, systemic/thematic re-occurring problems are referred to relevant authorities (Health, Education and Department of Social Development) for appropriate corrective action.

#### **Complaints:**

It is important that the findings and recommendations of JICS are implemented (specifically those related to criminal conduct or serious misconduct). The Visitors Committee (in terms of section 94 of the Correctional Services Act 111 of 1998) needs to be standardised to improve its effectiveness.

#### **JICS independence:**

Financial, structural and administrative autonomy is ensured through:

- Promoting respect for the stature of the office of the Inspecting Judge; and
- Separating the JICS budget outside DCS. The JICS is autonomous but accountable to the President, Parliament and Minister as well as Deputy Minister of the Department.
- Submission of a business case to the inter-departmental advisory committee (comprising of the NT, the DPSA and the DCS) on JICS becoming a Government Component.

#### Key Areas of Concern for the JICS:

- Under- and poor reporting on deaths, segregation, use of mechanical restraints and the use of force by DCS officials;
- Poor compliance with JICS investigations and recommendations; and
- Poor implementation of JICS recommendations on breaches of the law by the DCS.

#### 6.1.6 THE AUDITOR-GENERAL, SOUTH AFRICA (Presented in Commissions 10)

The DCS invited Auditor-General, South Africa's office to prepare a presentation on enhancing organisational effectiveness over the medium to long-term. The Auditor General's presentation was based on accountability and good governance practices geared towards achieving the desired impact.

#### Projection of DCS over the next 50-year Period:

The DCS projections for the coming 50 years should be guided by the 17 Sustainable Development Goals namely: *a reduction of poverty; zero hunger; good health and well-being; quality of education; gender equality; clean water and sanitation; affordable and clean energy; decent work and economic growth; industrial growth; innovation and infrastructure; reduced inequalities; sustainable cities and communities; responsible consumption and production; climate action; life below water; life on land; peace, justice and strong institutions and partnership to achieve these goals.*

The DCS should adopt the "Plan-Do-Check-Act Cycle" tool which is the recommendation of the International Organisation on Standardisation. The DCS should develop internal controls and there should be consequences for failures to adhere to these standards. This will improve the Department's compliance with legislation and service delivery requirement.

#### Key issues Identified by the Auditor General:

- **Plan:** *The Department should spend sufficient time and consult widely to clearly define the targets that should be achieved in terms of service delivery (including project delivery and infrastructure maintenance). The targets should be specific, measurable, achievable, relevant and time bound;*
- **Do:** *Good internal control is the key to ensuring that the Department delivers on its priorities in an effective, efficient and economical manner and enable it to produce quality financial statements and performance reports; as well as comply with applicable legislation, especially within the area of procurement and contract management;*
- **Check:** *A key element of internal control is monitoring to ensure that internal controls are adhered to, risks are managed and outcomes achieved. It is important that all the assurance providers understand their roles, are equipped to perform their functions and are given the authority that their roles require.*
- **Act:** *The Department should implement consequence management for officials who fail to comply with applicable legislation, while appropriate and timely action must be taken against transgressors.*

#### 10-Year Outlook for South Africa

There are many factors that the DCS needs to consider in developing a suitable and effective 10-year plan. Some of these factors are discussed below:

- There are many opportunities for the DCS to become more effective and economical. DCS is funding many capital projects, therefore the focus should be on ensuring that these projects are managed and finalised on-time, within budget and achieve the pre-determined objectives;
- The Department should manage service providers to ensure that value for money is obtained for services rendered or goods delivered; and
- The management of income-generating activities, such as farming and workshops. Only if this is done successfully, it will free up funds for utilisation in respect of other priorities.

### **6.1.7 THE NATIONAL TREASURY (Presentation and inputs during Commissions 6 and 10)**

The DCS invited National Treasury to present on the following matters:

- Where the National Treasury sees itself over the next 50 year period;
- An economic overview for the next 10 years and beyond; and
- Any other relevant information that may assist the DCS regarding planning activities.

The National Treasury presentation reflected on its legislative mandate derived from Chapter 13, Section 216(1) of the Constitution, which calls for the establishment of a National Treasury to ensure transparency, accountability and sound financial controls in the management of the country's public finances.

#### **National Treasury's Strategic Direction:**

Based on its mandate and the NDP, the National Treasury will continuously:

- Coordinate fiscal relations between National, Provincial and Local government, promoting sound budgetary planning, monitoring implementation and building capacity that will enable efficient and effective management practices;
- Monitor the use of scarce public resources by national spending agencies and promoting the efficient and effective use of these resources;
- Implement savings and retirement policies, specifically the analysis of the resolution and full implementation of default regulations for retirement funds;
- Conduct relevant economic research that informs economic policy and frameworks; and
- Prepare and publish the national budget, ensuring that resource allocations meet the priorities set by Government, while maintaining the expenditure ceiling.

#### **Other Factors and Variables:**

##### **National Treasury's Projections from 2018 to 2026:**

The projection depicts that the Gross Domestic Product (GDP) will grow slowly and set at 2.8% for the years 2024 to 2026. Furthermore, the rand-dollar exchange rate is projected to be set at R15.40 by 2026.

##### **Fiscal Framework:**

The revenue continues to grow below expenditure. The report revealed that the budget deficit is projected to narrow slightly from 3.6% of the GDP in 2018/19 to 3.5% during 2020/21. Main risks to the fiscal outlook are uncertainty in the growth forecast, wages and State Owned Companies.

##### **Medium-Term Consolidated Plans:**

Over the next three years Government will reduce the budget deficits through spending adjustments and revenue measures. Due to tax increases, main budget revenue will increase from 25.4% of the GDP during 2017/18 to 26.6% of GDP in 2020/21.

##### **Gross Debt to GDP Outlook:**

In terms of the 2017 Medium Term Budget Policy Statement (MTBPS), gross national debt is projected to breach 60% of GDP from 2021/22, going forward. Regarding the 2017 budget, the debt-to-GDP ratio will be declining from 52.9% in 2018/19 to 49.2% during 2024/25, due to an improvement in economic outlook as there will be an anticipated growth within the agriculture and mining sectors.

##### **Total Public Service Employment:**

The State needs to contain the public service wage bill. The level and growth in remuneration remains a concern, with Cost of Living expenses consistently exceeding the Consumer Price Index (CPI) and putting pressure on Departmental budget ceilings.

### 10-Year Outlook for South Africa:

To make the best of its limited resources, the Department needs to consistently improve its planning, become innovative and strive for a new service delivery model.

### Key Issues from the National Treasury Presentation:

- The projection depicts that GDP will grow slowly and be at 2.8% for the years 2024 to 2026. In addition, the revenue will continue to grow below expenditure. Therefore for proper planning and prioritisation to be effected, the Department needs to also be cognisant of the developments in the economic environment.
- The economic environment remains volatile and the Department needs to effect a well-informed prioritisation that saves resources, while delivering the best services efficiently and direct resources where they are mostly needed.

## 6.2 ACADEMIC PRESENTATIONS

The research community was invited to provide their views on the position which DCS must take into consideration when planning for rehabilitation and to share the findings of some of their research studies on how Correctional Services can develop and improve in South Africa.

### 6.2.1 PRESENTATION 1: CRIMINAL CAREER RESEARCH AS A CRIME PREVENTION AND REHABILITATIVE TOOL (Presentation and inputs in Commission 2)

#### Introduction:

The presentation was informed by research focussing on "*The criminal career of armed robbers with specific reference to cash-in-transit robberies*". This study was motivated by the research conducted by Dr Alice Maree "Die modus operandi van 'n bankrower". This study focused mainly on the modus operandi but no criminal career research.

While it's important to know **how** the offence is committed, it is equally important to know **why** as well and therefore what motivates the offender. This can be established through conducting criminal career research.

#### Why Criminal Career Research?

Criminal career research includes the following understanding of:

- **Onset:** Why and when a person starts committing crime;
- **Persistence:** What motivates one to continue committing crime;
- **Escalation:** Does offending escalate or become more serious? Does one specialise in a certain crime type?; and
- **Desistance:** Does one **stop** committing crime and why?

A criminal career is an individual's pathway and progress through a life of crime. There are four key elements on which criminal careers are built, re Participation and prevalence, frequency, seriousness and career duration.

#### The Importance of Criminal Career Research:

- Knowledge pertaining to criminal careers is closely related to policy issues on which crime intervention strategies such as prevention, career modification and incapacitation are built;
- Criminal career research also aims at identifying predictors or risk factors (i.e. static and dynamic factors);
- Static factors do not frequently fluctuate and are difficult to remedy (i.e. criminal history, age, family background, demographic info and employment record); and
- Dynamic risk factors are variables related to recidivism and can be addressed and changed with treatment (i.e. substance abuse, anger, unemployment, anti-social behaviour, orientation, relationships, etc.)

#### Findings:

- **Participation (prevalence and persistence):** The criminal career is launched between the ages of 11 to 15 years with petty crimes such as theft;
- **Frequency:** The frequency of crimes is three to four armed robberies in a year. In a criminal career's life it is estimated that approximately 78,1 incidents of armed robbery are committed;
- **Seriousness:** The criminal progresses to serious and violent crimes such as vehicle hijacking and bank/CIT robberies. It follows Loeber's three-pathway model, namely progress towards more serious offences is orderly and not random; and
- **Career Duration:** The criminal is actively involved in crime for about 13.7 years since the day of offending onset. Incarceration is only an interruption, but does not stop the career. After incarceration the offender will either commit the same crime, teach others the craft or commit other (less risky) offences and no rehabilitation is apparent.

#### Recommendations:

Career modification (deterrence and rehabilitation) through early identification of those at risk by using crime risk indicators should focus on:

- Young offenders (career launched from 11 to 16 years);
- First crime involved in;
- Personality planning skills, lavish life style, self-centred, aggression, justifying wrongdoing, fearless. They will not steal because they are hungry but rather to buy new branded clothes/electronic equipment/treat and impress friends;
- Role models (family and community members involved in crime); and
- Know, monitor and guide the novice cash in transit robber towards rehabilitation.

#### Suggested Mitigation Steps:

- Identify the offender while serving sentence e.g. crime type, co-accused;
- Compile an offender profile document to be completed by the Investigating Officer (IO) at the time of the arrest based on research findings;
- Develop courses suitable for the cash in transit robber based on his profile, e.g. financial planning; job and business opportunities; anger management; resistance to group pressure and entrepreneurship;
- Keep contact with all role players and inform them about parole dates and the parolee about the consequences of a criminal career;
- Establish and run support groups to empower parolees and ex-convicts;
- Determine the profile of the repeat cash in transit robber; and
- Focus via DCS courses on the neutralisation and mitigation of reasons why CIT robbers return to a cash in transit criminal career.

#### Concluding Recommendations:

It is essential that policies on crime prevention pay closer attention to **interrupting the root causes** of crime during the early stages of one's life to prevent delinquent behaviour from progressing. No single risk factor can determine the development of delinquent behaviour, but rather that **combinations of multiple risk factors** are associated with the development of criminal behaviour. Programmes which focus on **multiple interventions** addressing family, community, individual, peer and school risk factors, would be much more beneficial.

The hope is that this research will motivate the re-structuring of rehabilitation programmes to suit the needs of the specific offenders which may contribute to a decrease in recidivism rates. It is recommended that evidence based correction practices (i.e. use of research findings) be considered when making decisions.



### 6.2.2 PRESENTATION 2: BALANCED APPROACH TO HUMAN RIGHTS PROTECTION IN THE CORRECTIONS ENVIRONMENT (Presented during Commission 11)

The rationale for protection of human rights is correctional officials represent the State, particularly in their relationship with inmates/offenders. Thus, the human rights of an inmate (representing the individual) must be protected against the power of correctional officials (representing the powers of the State). Knowledge of rights is not enough, it requires the protection of human rights of inmates or offenders which should be balanced with the protection of human rights of correctional officials. Similarly, respect for the rights of individuals need to be balanced with the rights of others.

There is a need for ensuring that there is real understanding of human rights among officials and offenders and this will enhance respect. The approach to human rights should be applied in an appropriate context. Thus training or awareness campaigns that focus on knowing the rights in itself are not adequate. There is a need to enhance the understanding of the contradictions in human rights for example the right not to be searched. The DCS needs to encourage a change of mind-set of its internal stakeholders (officials and offenders) through real understanding. The real respect for human rights may be enhanced by understanding the bigger picture.

More can be achieved in realising the promotion and protection of human rights in the corrections environment, by encouraging a change of mind-set than by merely focusing on compliance. The achievements will be based on real understanding. The Department should aim to achieve an ethos wherein correctional officials refrain from human rights infringement, not merely because they have to, but because they want to. This achievement will be based on real respect for human rights.

Initiatives to better realise human rights in corrections:

- Ensure a balanced approach in promoting and protecting human rights;
- Balance between awareness of rights and understanding of the effect and extent of the limitation clause, through enabling legislation;
- Balance in training, focusing on both correctional officials and inmates;
- Address misperceptions about human rights among correctional officials and inmates (offenders); and
- Focus training on human rights for correctional officials, empowering lawful execution of duties, ensuring safe custody and security, while avoiding the infringement of human rights.

There are a number of misperceptions about human rights and these include:

- The extent and quality of rights perceptions that *"Inmates have more human rights than correctional officials"* and *"The human rights of correctional officials appear to be less important"*; and
- Powers versus rights perception that *"The hands of correctional officials are tied by human rights"* and *"Correctional officials are unable to maintain safety, security and order due to human rights"*.

The adoption of unit management by the DCS will improve human rights protection. The main reasons for the positive influence of unit management on the protection of human rights as informed by: direct supervision; a needs-oriented approach; an emphasis on individuality through individual case management; the pursuit of normalisation and the decentralised nature of decision-making.

Recommendations for a balanced approach to human rights protection in the DCS:

- Initiating research identifying misperceptions about human rights among correctional officials and inmates in particular, (but in future also among the general public);
- Development of training initiatives to address identified misperceptions with the aim to enhance respect for human rights, while empowering correctional officials. (Ensuring correct approach and focus); and

- Further development and wider implementation of unit management as a correctional management approach, where appropriate.

### **6.2.3. PRESENTATION 3: HOW MUCH PUNISHMENT IS ENOUGH: CRIMINAL RECORD AS DEATH SENTENCES? EXPLORING THE EXPERIENCES OF JOB APPLICANTS WITH A PREVIOUS CRIMINAL CONVICTION ON EX-OFFENDERS PURSUING QUALITY EMPLOYMENT AFTER INCARCERATION (Presented during Commission 8)**

#### **Background:**

The Public Service Commission (2009) found that only 223 persons with previous criminal convictions were permanently employed in the Public Service, representing a mere 0,02% of the 1.1 million public servants employed as at 31 July 2008. This raises questions about the value of education in correctional centres for job applicants with a previous criminal record, when pursuing quality employment after incarceration.

#### **Recidivism and Unemployment:**

There is a drawn link between unemployment and recidivism. This link has resulted in having skills/correctional education being one of the rehabilitation methods applied by most correctional services throughout the world and South Africa in particular, with the aim of minimising recidivism. However, it seems like the opposite is actually happening.

There are many studies that look at formal education as an enterprise towards furthering tertiary education, suggesting that having a qualification and a profession is a gateway to finding quality employment and becoming self-sufficient. This study acknowledges that correctional education is key at equipping offenders with knowledge and skills, still there are many challenges inherent in the process. The study regards the unemployment of ex-offenders as a significant obstacle to their social and economic reintegration. Without employment, ex-offenders have limited financial resources to support themselves, their families and more often than not, this leads to a life of crime.

Seeking employment is often crushed by the reality that employers are sceptical of people with criminal records. The perception by employers seems to be that ex-offenders are more a liability than a human resource. The policies enshrined by Constitution appear to disqualify applicants with criminal records, irrespective of regardless of their academic qualifications and background training. The consequences of using criminal record checks contribute to market disparities between those people with criminal records and those without.

This study aims to determine whether a previous criminal record automatically disqualifies ex-offenders from quality employment despite being qualified? The study looks at whether ex-offenders are automatically disqualified from jobs based on their conviction records by interrogating the following aspects:

- What is the purpose of the criminal record?
- Explicit timing and declaration;
- What are international perspectives on job applicants with a criminal record?
- How do we manage job applicants with a criminal record?
- Employer attitudes (trust issues); and
- Ex-offender attitudes (perceptions on crime versus employment).

The methodology to be used for this study is auto-ethnography. It is an approach of research that utilises personal experience in order to understand cultural experience. This research approach allows the researcher to simultaneously write an academic paper and a personal narrative. This approach also allows the researcher to provide an insider perspective. It allows the researcher to combine his experience as an ex-offender, together with experiences of other ex-offenders, participants and other role-players.

In conclusion: **Is expungement of records the answer?**

#### **6.2.4. PRESENTATION 4: THE NEW BREED OF EX-INMATES: IS SOUTH AFRICA READY? (Presented during Commission 11)**

The Department inherited a prison system that was fraught with challenges and these include: debilitating buildings, overcrowded centres; changing mind-sets of apartheid era officials and military style running of centres.

The DCS had to build and change the structures so they could be centres of hope and transformation. New structures reduced overcrowding for a while, but inmate numbers grew again due to recidivism.

There is an ongoing need for effective rehabilitation programmes. Education is key because it imparts permanent change unlike other rehabilitation programmes that wane off with time. Correctional education programmes cover education/ training from Adult Basic Education and Training (ABET) to Higher Education and Training. Higher education is funded mainly by Government through National Student Financial Aid Scheme (NSFAS).

One might then ask what Government's plan is for educated ex-inmates? Failure to plan well for the re-entry of these highly trained and educated inmates may result in revolts similar to the Arab Spring, as well as a rise in White Collar and Organised Crime.

##### **Biasness of the author:**

The author is one of this new breed of ex-inmates who left correctional services with a higher education qualification. This biasness is supported literature from various fields ranging from adult education, social sciences and law. This leads one to ask these questions:

- What are the Government's plans for this new breed of ex-inmates to absorb them into the job market?; and
- What are the policies that support trained and educated ex-inmates to enter the job market?

The government pays for the education of inmates via the NSFAS. While there is a plan to absorb illiterates and ex-inmates with lower levels of education into the job market through the CWP, there is no plan for those who have higher education and training qualifications. There are also no incentives in place to entice private business to work with educated and trained ex-inmates.

*Sangweni (2009) alludes to a number of Legislation (the Public Services Act, 1994; the Empowerment of Educators' Act, 1998; the South African Police Services Act, 1995; the Defense Act, 2005; the Employment Equity Act, 1998 all read with the Constitution of the Republic of South Africa, 1996) that permit all South African residence to apply for a vacant post but do not give clear-cut directions in the case of the applicant with a criminal record. As a result, employers steer away from dealing with cases where a criminal record is involved. This is clear discrimination against individuals with a criminal record.*

The DCS will continue to produce highly trained and educated ex-inmates who are critical thinkers. If care is not taken, these ex-inmates will be out on the streets without any job prospects and may resolve to involve themselves in organised and White Collar crimes.

Should that happen, is DCS ready to deal with this new breed of intelligent critical thinkers within its system?

To avoid the above scenario, the State has to find ways to absorb this new breed of highly educated inmate.

**Recommendations:**

Government has to provide incentives to the private sector regarding the hiring of ex-inmates with relevant qualifications and training;

- The DCS has to encourage inmates to enroll in courses that match the demand in the job market and support them in case they need to do practical work, and so on;
- The DCS must consider enabling parole conditions to paroled, educated and trained individuals; and
- The private sector has to open up spaces to absorb ex-inmates for further training and practical work.

## SECTION 7: SUMMARY REPORT ON EACH COMMISSION

**BACKGROUND**

The commissions were requested to utilise inputs received from various stakeholders during the discussions. These sessions included reflection and analysis of environmental factors, plans of other government departments and challenges highlighted in presentations provided by the various Branches within the Department. In crafting meaningful strategic objectives, Commissions considered a number of inputs as stated above. Below are summary reports of the eleven Commissions.

### 7.1. COMMISSION 1: The Ideal Correctional Leader / Ideal Correctional Official

The White Paper on Corrections defines the ideal correctional official and lists characteristics that the ideal correctional official should embody. The Commission considered the definition of and the requirements for the ideal correctional official to function effectively over the next 5 to 10 years and over the next 50 year period.

**What emerged from these engagements was:**

- The need to review the definition of the ideal correctional official (and chapter 8 as a whole) to include other characteristics that would be required in the 4th industrial revolution and beyond 2030;
- The attraction and retention of an ideal correctional official requires an enabling correctional environment, including professionalisation and modernisation;
- Critical for the next 5 years is the institution of governance frameworks for the Human Resource processes that are necessary to deliver the ideal correctional official;
- In the next 10 years, the focus will be on implementing these governance frameworks and entrenching them in the organisation for attracting and retaining the best talent, for the positioning of corrections as a profession and DCS as an employer of choice; and
- The focus for the next 50 years would be to take the leap to the global stage through the creation of integrated criminal justice functionaries who are global change agents working in a world class organisation that is attuned to developments in the criminal justice sector, both globally and universally.

**The Key Strategic Objectives for 5 and 10 Year Planning:**

- A functional organisational structure in place by 2028;
- A Human Resource Talent Management Strategy in place by 2023;
- An ideal correctional environment by 2028;
- The professionalisation of corrections by 2028;
- The Modernisation of work practices by 2028; and

- Partnerships with strategic partners by 2023.

#### Key Issues:

- *The institution of governance frameworks for the Human Resource processes that are necessary to deliver the ideal correctional official; and*
- *Creation of an enabling environment by professionalising and modernising corrections.*

## 7.2 COMMISSION 2: Needs-Based Interventions

The White Paper on Corrections compels the Department to implement needs-based programmes and interventions. Although there is a comprehensive guide for delivery on the mandate of the DCS, the Department nonetheless finds itself in a constantly changing environment and having to contend with a shrinking budget. Current analysis suggests that the successful delivery of needs-based interventions to contribute to the well-being and development of inmates depends on:

- Integrated planning with external partners;
- Upgraded and modernised infrastructure that provide for the changing needs of a diverse inmate population;
- Needs-based interventions that are aligned to the needs of the workplace in providing offenders with appropriate skills and competencies for successful re-integration;
- Addressing of policy gaps that hinder effective and full implementation; and
- Professionalising officials to deliver needs-based services



Over the next 5, 10 and 50 year periods, it is important that the Department develop ways of positioning itself in a manner that constantly responds to the challenges in its environment. This will ensure the rendering of responsive quality needs-based interventions.

#### Key Strategic Objectives for 5 and 10 Year Planning:

- Provide an integrated and effective information management system for offender development;
- Provide conducive infrastructure/correctional facilities that support the rendering of interventions to a diverse inmate population;
- Provide adequate and skilled human resources to render needs-based interventions;
- Establish and strengthen partnerships with relevant stakeholders to improve/broaden the reach of services and interventions;
- Pursue research that contributes to the provisioning of evidence-based interventions; and
- Provide skills to offenders aimed at enhancing their ability to be active, responsible and productive citizens, subsequent to release.

#### Pronouncements for the Next 50 Years:

- Provide adequate and skilled human resources to render needs-based interventions;
- Provide skills to offenders to enhance their ability to become active, responsible and productive citizens subsequent to release;
- Provide conducive infrastructure/correctional facilities that support the rendering of interventions towards a diverse inmate population;
- Provide an integrated and effective information management system for offender development;
- Establish and strengthen partnerships with relevant stakeholders to improve/broaden the reach of services and interventions; and
- Pursue research that contributes to the provisioning of evidence-based interventions.

**Key Issues:**

- *Conducive infrastructure/correctional facilities that support the rendering of interventions to a diverse inmate population;*
- *Provision of adequate and skilled human resources that support needs-based interventions;*
- *Pursue research that contributes to the provision of evidence-based interventions;*
- *Strengthen partnership with relevant institutions; and*
- *Provide an integrated and effective information management system for offender development.*

### 7.3 COMMISSION 3: Safety and Security

The ideal society is one where citizens are safe from crime and can lead productive lives without fear. DCS participation in the integrated criminal justice system and use of integrated security technology will assist in improving the effectiveness of corrections in the 4th Industrial Revolution.

The correctional system should have adequate capacity for rehabilitation and preserve human rights. It is important that Correctional Services is professionalised in line with all relevant legislation and International Treaties such as the Nelson Mandela Rules.

**Key objectives for 5 and 10 Year Planning:**

- Provide for a safe and secure correctional environment;
- Down-manage overcrowding in correctional facilities; and
- Optimise utilisation of integrated technology to enhance security.

**Pronouncements for the Next 50 Years:**

A DCS security programme guided by the six security pillars: personnel security; physical security; technological security; information security; operational security and management security.

**Key Issues:**

- Down-manage overcrowding;
- Optimise utilisation of IT to improve security;
- Establish unit management structures for effective implementation; and
- Implement an anti-gang management strategy to improve security.

### 7.4 COMMISSION 4: Special Categories of Offenders

A needs-based rehabilitation approach implies the provisioning of appropriate facilities, services and processes for each of the following special categories of offenders such as children in detention, youth, females, as well as offenders with disabilities, offenders with mental illness, the elderly, foreign nationals, as well as lifers and first time offenders. The White Paper on Corrections needs to be amended to also cater for the special category of inmates known as "LGBTQI community".

**Key Objectives for 5 and 10 Year Planning:**

- Improve the general welfare of special categories of inmates;
- Improve organisational capacity to better manage special categories; and
- Provide dedicated units and appropriate rehabilitation facilities to house special categories of inmates.

**Pronouncements for the Next 50 Years:**

- Develop a people-driven development relying on potential offered by people especially its women and youth and caring of children (AU Agenda 2063);
- Build safer communities and society (NDP 2030); and
- Professionalise of correctional services.

**Key Issues:**

- *Provisioning of special units and appropriate rehabilitation for special categories; and*
- *Amendment of the White Paper on Corrections to cater for all special inmate categories.*

## 7.5 COMMISSION 5: Appropriate and Cost-Effective Facilities

The Department's facilities planning and building programme must be needs-driven and informed by an integrated justice system analysis of:

- Trends in arrest, conviction and sentencing patterns;
- The nature of South African crime patterns;
- Trends in inmate security classification;
- Trends in offender population; and
- Changes in the South African demography.

Develop appropriate facilities that should:

- Function as tools for rehabilitation;
- Embrace self-sufficiency;
- Integrate emerging technologies to enable a safe environment for incarceration, as well as adequate security; and
- Be consistent regarding respect for human dignity.

**Strategic Objectives for 5 to 10 Year Planning:**

- Implement an integrated building approach with strategic Institutions, the JCPS and social partners to construct and upgrade appropriate Correctional Centres for effective rehabilitation, social reintegration, administrative and residential accommodation;
- Establish and optimise internal capacity to deliver and manage Departmental maintenance functions;
- Adopt and manage municipal services accounts to reduce losses;
- Forge partnerships with Strategic Institution to introduce renewable energy sources; and
- Minimise the high cost of maintaining leased accommodation and administration facilities.

**Key Issues:**

- *The Department will explore alternative sustainable measures to curb the impact of funding in order to address inter-alia: Overcrowding; Old correctional centres that do not support rehabilitation; OHS compliance and legislative requirements; OHS compliance and legislative requirements and inhumane conditions of incarceration; and*
- *The Department must adopt an integrated approach to construct and upgrade accommodation to appropriate Correctional Centres, As well as adopt and manage municipal services accounts to reduce losses.*

## 7.6 COMMISSION 6: Self-sustaining Corrections

- The DCS needs to explore options to reduce costs with regard to inmate care. The Department has facilities, offender labour and the environment which, if used appropriately and optimally, can be harnessed to enhance self-sufficiency and reduce costs;
- The phrase self-sufficient corrections from an economic perspective, represents a corrections model which operates with the primary goal of counteracting its running costs and even generating profits through offender labour;
- The agricultural produce derived from the land can be used to the benefit of offenders. Corrections can operate sustainably by adopting environmental practices which are environmentally friendly. This includes energy efficient strategies such as the use of solar panels to provide hot water and heating, water conservation initiatives, reduction in transportation, efficient fuel use and high efficiency lightning and appliances; and
- The White Paper on Corrections highlights the importance of Department to become actively



involved in community initiatives and projects. Offenders can be offered a range of courses in primary food production and processing, business administration and short courses. With a growing offender population, the cost savings would have a positive impact on the DCS budget. The focus on skills development will also contribute positively and impact significantly on reducing the risk of re-offending, when offenders are released.

**Key Strategic Objectives for 5 and 10 Year Planning;**

- To conduct an audit on resources (infrastructure, human, land, machinery and equipment, as well as offender labour) to determine the state of self-sufficiency within the Department during 2019/20;
- To develop and implement a self-sustainable strategy by 2020/21;
- Establish a co-operatives framework by 2019/20; and
- Develop a business case for the establishment of a Trading Entity by 2022/23.

**Pronouncements for the Next 50 Years:**

- The concept of self-sustaining corrections extended beyond agriculture and production workshops through an audit of resources by 2019/2020; and
- Alignment of DCS planning to the 4th Industrial Revolution by modernising corrections for self-sufficiency.

**Key Issues:**

- *Develop and implement a self-sustainable strategy with the associated business principles and philosophy, the establishment of a cooperative and the initiation of legislation for a trading entity; and*
- *Implement a self-sustainable strategy, as well as a monitoring and evaluation framework.*

## **7.7 COMMISSION 7: Restorative Justice**

The DCS needs to improve its restorative programme by:

- Ensuring that there is an approved policy on Restorative Justice;
- Establishing partnerships with various stakeholders; and
- Providing Restorative Justice initiatives that enable social cohesion by 2030;

**Key Strategic Objectives for 5 and 10 Year Planning:**

Repositioning restorative justice as a vehicle for safer communities.

**Pronouncements for the Next 50 Years:**

- Use of technology to enhance Restorative Justice processes;
- Victim compensation;
- A Crime free society; and
- Compassion and social healing.

**Key Issues:**

- *Repositioning restorative justice.*

## **7.8 COMMISSION 8: Social Re-integration**

The Commission considered the following issues in relation to developing a medium and long-term strategy for social integration:

- The need to assist ex-offenders to set up their own businesses. These interventions should include the provision of offenders with equipment and resources or access to resources when released;
- Improve offender skills to increase their chances of employment, provide offender training which should include entrepreneurship skills, while education and interventions must be relevant to the regions that employees come from;

- Enhance re-integration programmes to the needs of the economy. The training of offenders should include the development of interpersonal skills;
- Review of the structure for community corrections, as well as revised norms and the professionalisation of COMCOR; and
- Review of the Criminal Procedure Act on the categorisation of crimes and the removal of criminal records. The panel must also advise on the employment of persons with criminal records.

**Key Strategic Objectives for 5 and 10 Year Planning:**

- Create of Social Re-integration Agency;
- Enhance the social re-integration of parolees and probationers; and
- Foster strategic partnerships for successful re-integration.

**High Level Plan for Implementation over the Next 50 Years:**

- Use of innovation and technology for profiling and changing/modifying behaviour; and
- Utilise a global approach to Community Corrections.

**Key Issues:**

- *Improve the integration of ex-offenders through appropriate programmes and support for entering the economy; and*
- *Develop sound partnerships with stakeholders for effective social integration.*

## 7.9 COMMISSION 9: Technology in Security and Corrections

Technological advancement is unavoidable and the DCS cannot afford to be left behind (the 4th Industrial Revolution). The strategic objectives provide a futuristic outlook for the next 5 years, going all the way to 2068. The identified Strategic Objectives consider changes in socio-economic needs, sophisticated citizenry, human rights aspects and an ever-changing technical environment. These matters relate to themes taking cognizance of the need for collaborative research and development when planning for long-term.

As technology continues to evolve, so the nature of crime and conduct thereof will change as well. The issue of integrated planning with stakeholders featured prominently as DCS will have to work closely with other players in the security space, such as the SAPS, the Department of Defence, etc. Business Intelligence and Business Automation are just some of the initiatives that will deliver effective e-corrections. E-scheduling on inmate visits, e-learning and e-health are just some of the advancements that will be covered within the 10-year period.

DCS will continue to transform by tapping into available market technologies, as well as innovative and scientific innovations. Hence the need to recognise that some actions can be achieved within short, medium and over the long-term.

With the 50-year outlook the Department expects the legislative framework to change with the corrections environment transforming from the current brick and mortar and intensive labour work force, and eventually into virtual facilities, invisible walls and futuristic facilities for lifers, alongside robotics and the incorporation of hologram technology. The labour force will become advanced and capable of mend these technologies and provide and improved quality of life in society.

**Key Strategic Objectives for 5 and 10 Year Planning:**

- Provide effective, efficient and well maintained, integrated ICT systems;
- Provide a secure, reliable and responsive telecommunication and network infrastructure;
- Participate in integrated planning with stakeholders;
- Consolidate and integrate the security technologies; and
- Provide secured and reliable data and information.

**Pronouncements for the Next 50 Years:**

- Participate in Integrated Planning with stakeholders;
- Provide effective, efficient and well maintained integrated ICT systems;
- Provide secured and reliable data and Information;
- Consolidate and integrate security technologies; and
- Provide a secure, reliable and responsive telecommunication and network infrastructure for corrections.

**Key Issues:**

- Develop a business Intelligence and Business Automation System necessary to deliver effective e-corrections;
- Provide integrated ICT systems to improve security; and
- Facilitate the improvement of telecommunication and network infrastructure.

## 7.10 COMMISSION 10: Organisational Efficiency and Effectiveness

Organisational efficiency and effectiveness is aimed at achieving deliberate outputs to ensure proper accountability on the invested capital. It strengthens internal controls and proper mitigation of identified risks.

Accountability is a crucial element of every high-functioning workplace. It encompasses the processes of the **plan - do - check - act** system philosophy.

For proper planning and prioritisation, the Department needs to be cognisant of developments within the economic environment.

The economic environment remains volatile, thus necessitating the Department to prioritise and save resources, while still delivering the best services efficiently by directing resources where it is mostly needed.

Organisational efficiency and effectiveness is about realising an impactful public service.

**Key Strategic Objectives for 5 and 10 Year Planning:**

- Develop and implement a DCS operations management framework;
- Provide Effective Governance Structures;
- Facilitate the Cost-Effective use of resources;
- Create capacity or monitoring and evaluation;
- Remand detention function transferred to SAPS; and
- Deliver Education, Training, Health, and Social work services by core departments.

**Pronouncements for the Next 50 Years:**

Organisational Efficiency and effectiveness encompass:

- DCS activities guided by an Operations Management Framework;
- Effective governance structures set in place for impactful decision-making;
- All programmes monitored and evaluated to ensure the efficient and effective use of resources; and
- Cost-efficient use of resource.

**Key Issues:**

- *With a view to do the best with its limited resources, the Department needs to consistently improve its planning, become innovative, strive for new service delivery models and prioritise and reprioritise its activities.*

## 7.11 COMMISSION 11: Human Dignity and Offender Development

### Key Strategic Objectives for 5 to 10 Year Planning:

- Enhance organisational capacity for the DCS to meet its mandates;
- Develop and implement a moral regeneration framework;
- Improve offender development opportunities to address poverty and ensure self- sustainability;
- Utilise technology to uphold human dignity and offender development; and
- Uphold human dignity of inmates and officials as well as comply with relevant legislation and statutes.

### Pronouncements for the Next 50 Years:

- Offender development;
- Modernisation of technology that utilises the latest advancements to enhance safety and security;
- An entrenched and flourishing culture to uphold human rights and dignity of all inmates as well as promote moral values; and
- Partnerships with relevant departments for the rendering of professional services.

### Key Issues:

- Develop and implement a moral regeneration framework;
- Entrench a human rights culture;
- Improve offender development opportunities; and
- Improve security through the use of technology.

## SECTION 8: YEAR 1 FOCUS AREAS AND 5 to 10 YEARS STRATEGIC OBJECTIVES

Each Commission developed strategic objectives to respond to challenges identified during the strategy planning session. The strategic objectives were analysed for common themes and accordingly consolidated. The following strategic objectives are a result of this analysis and consolidation.

### 8.1 Year 1 Focus Areas

The Commissions identified a number of focus areas which needed to be implemented in year 1, as a build up for strategic objectives of 5 and 10 years and the strategic intent of 50 years. There was consideration that the department has already developed an APP for the year 2019/2020 and the focus areas identified will enhance the APP.

The following are consolidated focus areas:

#### Strategic Focus Area 1: Enhanced use of Technology

- Enhance security through the use of appropriate systems and technology that are driven by the business needs in line with the current trends.
- Enhance use of technology to improve operations of the department.

#### Strategic Focus Area 2: Corrections as a Societal Responsibility

- Position Corrections as a societal responsibility through stakeholder/ partnership engagements and consultations.

- Develop and implement marketing interventions to position DCS positively with respect to community involvement, restoration of relations, victim support, and promotion of moral values.
- Develop a business case to establish a Social Re-integration Agency to improve social re-integration initiatives.

#### **Strategic Focus Area 3: Quality and targeted interventions**

- Develop and review identified policies and protocols, namely:
  - Develop a protocol on transfer of State Patients;
  - Develop M& E Policies;
  - Develop a policy for compulsory education for children; and
  - Review financial and procurement management policies to enhance efficiency;
- Initiate a project management office to oversee the implementation, monitoring and evaluation of projects and programmes; and
- Feasibility study on the establishment of a trading entity.

#### **Strategic Focus Area 4: Organisational Renewal**

- Implement the Operations Management Framework (OMF) as detailed by DPSA and ensure the department has an approved Service Delivery Model and organisational structure.
- Relocate the department from GPSSBC to the SSSBC and obtain approval for the establishment of a Professional Council on Corrections.
- Improve DCS environment with respect to ideal correctional environment such as conditions of employment, organisational culture, effective facilities and conditions of incarceration of inmates.

#### **Strategic Focus Area 5: Improved Integrated Planning in the Justice Cluster and Government**

- Facilitate formalisation of integration within the Justice Cluster departments and Government as a whole with respect to provision of programmes and services.

## **8.2 5 to 10 Year Strategic Objective**

The following are the consolidated strategic objectives:

### **STRATEGIC OBJECTIVE 1**

DCS as a professional and ideal correctional environment by 2030, with a competent innovative workforce in an enabling environment resulting in corrections becoming a career of choice and the DCS as an employer of choice.

#### **Impact in:**

- **5 Years:** Corrections as a career of choice; and
- **10 Years:** DCS as an employer of choice.

This strategic objective is aligned to NDP outcome 12 - An efficient, effective and development-oriented public service (Chapter 13).

### **STRATEGIC OBJECTIVE 2**

Appropriate, secure and cost effective facilities by 2030 (Mandela Rules and Cost ratios), through appropriately designed infrastructure for effective capacity, physical security and rehabilitation resulting in secure and effective facilities designed in accordance with appropriate standards

#### **Impact in:**

- **5 Years:** Secure Facilities designed in accordance with appropriate standards; and
- **10 Years:** Effective facilities.

This strategic Objective is aligned to NDP Outcome 6 - An efficient, competitive and responsive economic infrastructure network (Chapter 4).

### **STRATEGIC OBJECTIVE 3**

Improve organisational efficiency in order to achieve self-sustaining corrections for better service delivery by 2030, resulting in impactful and value-based interventions (POI) across the entire DCS and optimum utilisation of resources.

#### **Impact in:**

- **5 Years:** Optimum utilisation of resources; and
- **10 Years:** Self sustainability.

This strategic objective is aligned to the NDP outcome 9 - Responsive, accountable, effective and efficient Local Government System (Chapter 13).

### **STRATEGIC OBJECTIVE 4**

Rehabilitate and develop offenders to improve their value system; regenerate morale and enhance social integration, resulting in reduced re-offending and professionalise community corrections.

#### **Impact in:**

- **5 Years:** Improved morale fibre and ease of social re-integration; and
- **10 Years:** Not available.

This Strategic Objective is aligned to the NDP Outcome 3 - All people in South Africa are and feel safe (Chapters 12 and 14).

### **STRATEGIC OBJECTIVE 5**

Improve strategic partnering for integrated Governance and Government-wide service delivery by 2030 (Unitary State) resulting in cost effective, leveraged sustainable solutions and improved serviced delivery and enhanced resource utilisation across Government (the Unitary State).

#### **Impact in:**

- **5 Years:** Enhanced resource utilisation across Government; and
- **10 Years:** Not available.

This strategic Objective is aligned to the NDP Outcome 14 - Nation Building and Social Cohesion (Chapter 15)

### **STRATEGIC OBJECTIVE 6**

Optimal use of integrated smart technology to enhance security systems and service delivery resulting in seamless technology for accurate and reliable security systems and information, thus achieving, operational efficiency.

#### **Impact In:**

- **5 Years:** Operational efficiency through technology; and
- **10 Years:** A modernised DCS.

This Strategic Objective is aligned to the NDP Outcome 14 - Nation Building and Social Cohesion (Chapter 15).

### **STRATEGIC OBJECTIVE 7**

Humane incarceration supported by inclusive (special categories) evidence-based interventions through appropriate and inclusive (special categories) rehabilitation programmes that result in ex-offenders being rehabilitated and becoming socially productive citizens.

**Impact in:**

- **5 Years:** Offenders rehabilitated and responsibly socially re-integrated; and
- **10 Years:** Not Available.

This Strategic Objective is aligned to the NDP Outcome 2 - A long and healthy life for all South Africans (Chapter 10).

**STRATEGIC OBJECTIVE 8**

Provide integrated security, classification of facilities and offenders and partner with relevant structures for enhanced security, resulting in a safe and secure correctional environment, improved morale and a safe and secure country.

**Impact in:**

- **5 Years:** A safe and secure correctional environment; and
- **10 Years:** Not Available.

This Strategic Objective is aligned to the NDP Outcome 13 - Social Protection (Chapter 11).

## SECTION 9: STRATEGIC INTENT - 50 YEARS

The strategic intent for the Department was captured through themes that were developed by the Commissions. A consolidated analysis emerged with the following themes for DCS featuring prominently over the next 50 year period:

- Use of Smart Technology;
- Moral Regeneration of Society;
- Sustainable Strategies for a Sustainable Environment;
- Professionalism; and
- Smart Strategic Partnerships.

The core message resulting from the Commissions is that by 2068, DCS will have self-sustaining corrections, supported by capacity building interventions and delivered by the Africa University of Corrections. Corrections will be delivered through an integrated Government (the Unitary State) in a manner that reduces re-offending, breaks the cycle of crime and results in a society with sound values moral fibre and ultimately, a country free of crime.

## SECTION 10: KEY ISSUES FROM COMMISSIONS ON STAKEHOLDER INVOLVEMENT

Commission engagements included the identification of issues in their plans that required stakeholder involvement.

The Commissions identified a number of issues that require stakeholder involvement and are accordingly consolidated as follows:

- Effective use of community corrections to reduce crime and improve employability;
- The DCS is self-sufficient and a stimulator for local economic development;
- Collaboration to review all laws that impact on each other with a view to achieve integrated, effective and efficient state and social cohesion;



- Integrated and seamless smart technology in line with the 4th Industrial Revolution;
- Engagements for correctional services that are professional within the correct forums and that function in line with best business practices;
- Development of prototypes for correctional facilities and sound maintenance management;
- Rehabilitation that leads to all categories of ex-offenders exiting corrections with relevant skills for work opportunities and becoming productive citizens;
- Provision of state of art, self-sustaining infrastructure and facilities for all categories of inmates while these should be effective and efficiently maintained;
- Reduction of re-offending through community-based corrections that are supportive and restore moral fibre;
- Integrated approaches to partnerships and research for improved, safe and secure corrections; and
- An effective and efficient DCS through enhanced and modernised systems.

Included in the identification of issues that required stakeholder involvement was a process to define the DCS's expectations. Some of the issues identified may be similar to expectations, however, they reflect the opinion of the commissions and these are summarised as follows:

- Integrity of identity and status of residents and citizens secured;
- Conducive economic environment, skilled communities and functional co-operatives;
- Consolidated and integrated approach to reviewing laws in order to achieve the aspirations of a Unitary State, streamline use of resources and enhance socio economic impact of Government programmes;
- Integrated and seamless smart technology in line with the 4th industrial revolution developed in collaboration with other Government departments;
- Co-operating for sustainable, effective and efficient corrections that have a positive impact on society, socially, economically and morally;
- Simulation and prototyping of different facilities to improve resourcing and effectiveness;
- Multi-pronged approach for effective rehabilitation programmes and interventions;
- Design and development of state of art correctional facilities that cater for different categories and classification of offender and includes the use of different technologies;
- Moral regeneration and reduced re-offending resulting in crime free communities;
- Partnerships to deliver solutions in an integrated manner in support of the aspirations of a Unitary State; and
- Intelligent use of resources leveraging the philosophy of a Unitary State.

A number of Stakeholders were identified. Work to refine and align stakeholders with DCS expectations and strategic objectives still need to be undertaken. In the interim, the understanding is that the DCS will engage with identified stakeholders in a structured manner.

The following is a list of relevant stakeholders subsequently identified:

- All relevant Government Departments;
- NGOs;
- CBOs;
- Research bodies including HSRC and CSIR;
- Tertiary Institutions;
- The Department of Trade and Industry;
- COGTA;
- Local Government;
- International Communities; and
- Religious Formations.

## SECTION 11: KEY POLICY GAPS

Policy gaps that were identified need to be refined in line with the identified strategic objectives. The following are represent these policy gaps:

- Legislation and policies on Restorative Justice require revision. Of importance is alignment of restorative provisions with the CSA 111 of 1998 as amended, the relaxation of expungement of records and the improvement of restorative justice policies;
- Legislation on mental health and integration within the corrections environment. (How to care for different offenders with different mental capacities);
- Legislation on the Professional Council on Corrections and the Child Justice Act;
- Revised legislation on the Criminal Law (Sentencing) Amendment Act, Act 38 of 2007, for minimum sentencing requirements to consider socio-economic factors and diversion strategies;
- The Criminal Procedure Act pre-dates the Constitution; and
- DCS policies need to be reviewed in order to ensure alignment with the requirement of the Nelson Mandela Rules.
- Review core business policies such as the A and B orders to eradicate contradictions with legislation, as well as address issues of unskilled labour, offender labour and Gratuities;
- Extradition Protocols need to be developed;
- Review Policies to align with developments within the current socio-economic conditions (e.g. the LGBTQI community);
- Revise delegations to ensure that they are up to date; and
- Develop improved building standards.

## SECTION 12: THE 50 YEAR SCENARIO

### BACKGROUND

The planning team developed an approach to planning for the future, 50 year trajectory, in order to understand how South Africa will look over the next 50-year period. The main purpose was to stimulate a dialogue within Government regarding long-term planning in an integrated and collaborative manner.

The approach to long-term planning is informed by scenarios of a set of developments that can plausibly be realised in the future and these are used to understand the circumstances under which the DCS may have to perform its mandate in the next 50 years. For an example:

- Will the DCS have enough facilities to do its work by 2068?
- Will the DCS be self-sufficient by 2068?
- Will the DCS still require offender rehabilitation programmes?
- Will the DCS still require facilities for inmates?
- Will the DCS still require remand detention facilities?
- Will the DCS still require an offender re-integration programme by 2068?

Three themes developed by the SSA were supported by various scenarios. These scenarios are outlined under each theme in the following section and provide a view on how the DCS will be affected by each scenario.

## 12.1. THE IDEA OF THE STATE AS A DRIVER OF THE FUTURE: VALUES AND SOVEREIGNTY

The theme of the Idea that the State is a driver of the future: values and sovereignty is supported by the four scenarios below:

### SCENARIO 1: "The idea of the state as we knew it, is dead".

For this scenario to come to pass by 2068, the South African State would have experienced high levels of threat to both its sovereignty, as well as its core values. By implication, this implies that the State is simultaneously threatened by external factors that may end its sovereignty (e.g. a foreign invasion, or complete foreign dependency), as well as factors from inside the State that may end its constitutional democracy (e.g. a complete breakdown of social cohesion; an internal civil war or a revolution). Under such circumstances, the idea of the State as envisaged in the Constitution of 1995 will be dead and the central government would have collapsed, to be replaced by a multiplicity of factional regional rulers, warlords and some of which, will be under the direct or indirect control of various foreign entities. *In these conditions, the Department of Correctional Services will no longer exist and its facilities, to the extent that it still exists, will have been taken over for the personal use of individual regional warlords or foreign occupiers.*

### SCENARIO 2: "The idea of the State is about to be rejected, and replaced from the inside".

For this scenario to come to pass by 2068, extremist political values, driven by an internal political group and entrenched by means of a revolution from either the left or the right of the political spectrum, would have succeeded and replaced the democratic values of the 1995 Constitution. Such a revolution could typically result from a failed transformation project, poor governance; a sustained lack of economic growth over the preceding decades and an overall failure to consolidate the democratic gains of 1994. In this scenario, the sovereignty of the country is still largely intact, as foreign powers played either no role or a very marginal role during the extremist take-over. *Under these circumstances, South Africa is likely to be governed by a form of dictatorship, which will make extensive use of the facilities of the former democratic government's Department of Correctional Services to incarcerate its political opponents.*

### SCENARIO 3: "The idea of the State is secure and thriving".

For this scenario to come to pass by 2068, the South African Government would have had to meticulously manage and counter threats to its core values and to the sovereignty of the State over the past 50 years, thus steering clear from internal rebellion (among others by means of successful transformation and maintaining a thriving economy), as well as from all forms of foreign intervention or invasion that wished to derail the country's democratic consolidation and/or transformation. For this scenario to come to pass, the country would further have had to successfully complete its transformation project; built a thriving economy; managed demographic pressures and adapted to the challenges posed by climate change. *Under these circumstances, the Department of Correctional Services will still exist and it will be expected to fulfil its functions in accordance with the requirements of a thriving, highly consolidated democracy.*

### SCENARIO 4: "The idea of the State is about to be rejected, and replaced from the outside".

For this scenario to come to pass by 2068, the country would have to have been the victim of a foreign invasion and take-over in the preceding years. Thus, although the country would have been making great strides in respect of transforming and consolidating its democracy; building effective governance structures and ensuring a thriving economy, it would have been overtaken by international events that led to a hostile military takeover, resulting in a loss of independence and sovereignty, and replacement of democratic government by a foreign proxy government. *Under these circumstances, the Department of Correctional Services will still be expected to fulfil its functions, as a large degree of internal resistance to foreign occupiers can be expected. However, its personnel and leadership will probably be purged, and replaced by individuals loyal to the foreign invaders.*

## 12.2 POLITICS AND ECONOMICS: AN INTEGRATED PERSPECTIVE

The theme of politics and economics: an integrated perspective is supported by four scenarios as stated below:

### SCENARIO 1: "Into the danger zone"

In this scenario, South Africa transforms politically, but not economically. If, by 2068, South Africa finds itself in this position, as signified by trajectory, the country would have retained most of the gains of political transformation achieved since 1994, but would have limited to no progress in terms of economic transformation. ***This situation would render the country dangerously unstable, both politically and socially and the correctional facilities would be at the risk of being overburdened by the increased inflow of: 1) Victims of poverty driven to crime; and 2) Individuals incarcerated for their involvement in violent civil protests.***

### SCENARIO 2: "Hitting the Sweet Spot"

In this scenario, South Africa transforms both politically and economically. If, by 2068, South Africa finds itself in this position, as signified by trajectory, the country will be stable, with high levels of contentment observed among the general population. ***The levels of poverty-induced crime would have been reduced significantly, while there would be very few people in jail for involvement in violent protest action, as these would for all intent and purposes, have been consigned to the history books.***

### SCENARIO 3: "Democracy in name only"

In this scenario, South Africa transforms its economy, but regresses on the degree of political transformation achieved since 1994. If, by 2068, South Africa finds itself in this position, as signified by trajectory, the general population would probably display a general degree of content for, although they no longer have the political benefits and freedoms that they achieved in 1994 and may be living a single-party state, they are no longer economically disadvantaged. Ultimately, this situation will however turn out to be unacceptable, as more and more voices of dissent will begin to question the political status quo. ***Under these circumstances, the country's correctional facilities will witness a constant reduction in the number of inmates incarcerated for their involvement in poverty-related crimes or violent protests, but will gradually experience an increase in the number of people incarcerated for crimes such as political dissidence.***

### SCENARIO 4: "All hope is lost"

In this scenario, South Africa does not manage to transform its economy and in addition, also regresses on the degree of political transformation achieved since 1994. If, by 2068, South Africa finds itself in this position, as signified by trajectory, the country will be in complete disarray and either on the verge of achieving failed state status, or already recognised as one of the world's failed states. ***This situation would render the country completely unstable, both politically and socially and the correctional facilities would be overflowing with: 1) Victims of poverty driven to crime; 2) Individuals incarcerated for their involvement in violent civil protests and; 3) Individuals deemed 'enemies of the State', who have resorted to terrorism, insurrection and the fomenting of revolution in an effort to change the existing order.***

## 12.3 2068: TOP FIVE INCREMENTAL CHANGES

In 2068, there will be more people on earth and a lot more who will generally live a lot longer than any person in the history of mankind.

- This will create a totally new demographic reality, with a unique set of challenges and opportunities for states, governments, institutions and private individuals; and
- Service delivery, financial planning, food production, migration, water resources, shelter, social interaction, personal space and distribution of resources will become increased strategic challenges.

#### **Key Questions for the DCS:**

- *What implications do demographic trends hold for the DCS?*
- *What plans need to be put in place now, to adequately provide for the demographic reality of 2068?*

In 2068, technology would have advanced exponentially and far beyond our wildest expectations. It is very likely that everything dreamt of in today's science fiction narratives, will have become part of the new technological reality of 2068 and much more.

- Expect dramatic advances in healthcare, engineering, ICT, artificial intelligence, military applications, transport, finance, education, etc.; and
- Those that do not ride the wave will be left behind. Attention to and investment in research and development is therefore of critical importance.

#### **Key Questions for the DCS**

- *What implications do technological developments hold for the DCS?*
- *What plans need to be set in place now, to adequately provide for the technological reality of 2068?*

In 2068, the world will know the impact of climate change. This new environmental reality would by then already have brought fundamental changes to the everyday lives of ordinary people; the fortunes of governments; the viability of some states and the relationship between states.

- In 2068, people and states that did not recognise these changes as they were unfolding around them and who did not heed the clear warning signs, will neither survive, nor prosper or be able to live according to their preferred values; and.
- Food, water, land and alternative energy sources will be highly sought after and become fought over, commodities. Those that have it will prosper and those that do not will flounder. Awareness of and preparation for climate change, is imperative.

#### **Key Questions for the DCS**

- *What implications do environmental developments hold for the DCS?*
- *What plans need to be set in place now, to adequately provide for the environmental reality of 2068?*

In 2068, it is very likely that humans will still exist in a state-centric reality. The national state is a far too enduring institution to disappear in the relative short period between 2018 and 2068:

- The configuration of these states (i.e. in terms of boundaries); their prominence in the world and their respective relationships to one another, will however undergo multiple changes over the next 50 years. A bi-polar world order might by 2068 for example, have been replaced by a multi-polar system; existing power relations would change several times and the multi-national institutions that we know today, would either have been reformed or replaced; and.
- The nature of states would however in all likelihood remain the same: states still won't have friends, only interests. A state's survival and prosperity, more than ever, will depend on how well it can maximise its interests within a global order beset by competing interests and the resulting conflicts as they emerge.

#### **Key Questions for the DCS**

- *What implications do domestic and international political and economic developments hold for the DCS?*
- *What plans need to be set in place now, to adequately provide for the political and economic reality of 2068?*

By 2068, humans would have gotten accustomed to a new spatial reality, as we venture further into space than ever before in the history of mankind, our thinking will no longer be confined to earth, but to the broad expanse that surrounds us. It is, for example, quite possible that the next 50 years might witness a new space race, space exploration and a manned mission to Mars.

- It is however not only the deeper recesses of space that should interest us, but also the use of near space. Consider in this respect for example the growth and use of satellites for commercial, military, environmental, agricultural and communication purposes; developments in inter-continental transport and orbiting space stations for research purposes; and
- State's that participate will prosper. States that don't will be dependent, vulnerable, and at the mercy of others.

As far as both 'incremental changes' and 'black swans' are concerned:

- Chance favours the prepared mind: awareness, preparedness and adaptability are critical character traits for a forward-looking nation and a forward looking institution;
- Adapt a forward looking posture, don't get so tangled up in the present that we forget about the future;
- If you can imagine it, you can prepare for it: don't underestimate the value of long-term risk assessment and concomitant contingency planning;
- Those that don't play the game, will be losers: make friends, build alliances, choose wisely, don't make enemies;
- Dream big, win big;
- Take risks: no risk - no reward; and
- Education is the key to participation in the future.

## SECTION 13: INDLULAMITHI SCENARIOS FOR 2030

The Indlulamithi South Africa Scenarios 2030, was initiated by respected Unisa academic and well known politician commentator, Dr Somadoda Fikeni, and the Mapungubwe Institute for Strategic Reflections (MISTRA). The scenarios consolidate research into three possible scenarios for a future South Africa: a country torn by deepening social divides, a nation experiencing increasing social cohesion and expansion and a demoralised land of disorder and decay. The following are the detailed scenarios:

### SCENARIO 1: ISBHUJWA - AN ENCLAVE BOURGEOIS NATION

A South Africa torn by deepening social divides. There is increased social protests and cynical self-interest.

#### Characteristics

- The challenges are the slow growth of the GDP at 2.2 averages to 2030, slow but persistent depreciation in the rand, increasing government debt risk and unemployment reduced to 22%.
- The dangers faced by the country will be the society that reflects/features growing separation of South Africans by class and income level.
- Land reform will be rolled out however, investment in agriculture will decline resulting in a decline in food production and security,
- There will be market-led interventions in education, while health will be state-owned and other enterprises producing mixed results.

#### DCS Implications:

Within the context of a slow growth of the GDP coupled with a weakening rand, there is great risk of the debt increasing in South Africa. The results of this to the DCS are that it will find it harder to secure funds and to service the ever increasing prison population which will be exas-

perated by the poor socio-economic climate. The misaligned thought of the right-winged, that the current land reform debate have negative consequences, that will see them landless and the panic they are creating outside the country will have an impact on foreign investment and external financing leading to higher levels of unemployment, which will have an adverse effect on the socio-economic conditions leading to the moral decay of society and a possible increase of inmates in DCS facilities.

#### **SCENARIO 2: NAYI LE WALK - A NATION IN STEP WITH ITSELF**

- This scenario presents a South Africa where growing social cohesion, economic expansion and a renewed spirit of constitutionalism will get the country going. Economic growth is more solid and predictable from 2020, the GDP growth averages at 4.5 to 2030 and the unemployment rate drops to 16% in 2030. South Africa's debt rating is upgraded as foreign direct investment increases.
- Early childhood development programmes and the first six years of education are improved. The promotion of civic duties in schools start to pay off and university education becomes more affordable.
- The Public Sector is more capable and productive, as a result to better recruiting, training and support, which increases public trust in key institutions.
- There is faster urban and rural land redistribution and better support for emerging farmers and agricultural production, while food security is boosted.

#### **DCS Implications:**

This scenario will result in Public Service that is responsive, capable and productive. This will further add to improved socio economic conditions in the country and subsequently improve moral regeneration.

The fiscus will increase and the DCS will source additional funding to service its prison population. DCS will have sufficient resources to recruit, train, skill employees and realise the aspirations of an ideal correctional leader/official. The Department will be able to source additional funding to secure its arable agricultural land, purchase required equipment and thus improving production and subsequently boosting food security within Correctional Centres, as well as becoming self-sustaining.

#### **SCENARIO 3: GWARA-GWARA - A FLOUNDERING FALSE DAWN**

- This is a worst case scenario, where South Africa is torn between immobility and restless energy. Gwara-Gwara embodies a demoralized dispensation of disorder and decay.
- GDP growth averages 1.5% over the decade to 2030 with some periods of deep recession. Unemployment never falls below 25%, and the interest rate increases towards the end of 2020
- Income inequalities skyrocket above high levels of those experienced during 2010.
- This scenario will be characterised by destructive battles within major political parties, with the opposition forming a coalition government between 2024 and 2029. The newly formed coalition-government becomes increasingly controlling with individual freedoms being curtailed. After the 2024 elections, many public institutions are returned to functionality with the number of provinces reduced to six.
- Many key institutions are only partially liberated and some quickly become recaptured by the "newly emerging elites"

#### **DCS Implications:**

While the country is in a state of "Gwara-Gwara" it will be difficult for DCS to achieve its anticipated aspirations of the White Paper on Corrections. It will also become a challenge to contribute to the aspirations of the National Development Plan. Rehabilitation will continue to occur at a slow pace with more emphasis on safety and security. Any attempts for rehabilitation will be minimal, as a result of overcrowding.



The DCS will not be able to fund its activities and will be in conflict with detaining offenders under inhumane conditions. Recruitment will stagnate, with the work-force becoming progressively demoralised due to additional pressure placed on the effective safe-guarding offenders.

## SECTION 14: CONCLUSION

The new approach to the strategic planning session created an opportunity for diverse views to find space within the DCS strategy discourse. This has resulted in the Department collecting a significant volume of information which needed proper consolidation, cataloguing and analysis. This report therefore provides high level details of contents from the strategy session and enables the Department to develop strategic initiatives in a meaningful manner.

The key message from the Directors-General representing various departments and key stakeholders who presented their views during the plenary strategy session, focused on partnerships, collaboration towards the aspirations of a Unitary State, the ability to serve the Nation in a coherent and cohesive manner and the ability to collectively understand and respond to socio-economic and security challenges, resulting in focused and substantive strategies that will have the desired impact in addressing the security and socio-economic issues of the country.

While the Directors-General and other participants stated the constraints of planning in relation to a 50-year period, in that most departments were planning for 5-year intervals in line with the MTSF, departments offered their support to DCS and of note were the following:

- The National Commissioner of Police, emphasised the need for the DCS and the SAPS to collaborate in order to eradicate criminality in society including their modus operandi inside the DCS facilities and in society, thus positively impacting on the moral fibre of the Nation;
- Collaboration for rehabilitation captured the attention of a number of participants, such as the Director-General of the Department of Small Business Development who encouraged the DCS in its rehabilitation programmes to prepare offenders in Small Business Development, so as to ensure ease of access to economic opportunities on release; and
- The States Security Agency provided scenario planning for the DCS over a period of 50 years.

Key focal points from this strategy planning session are highlighted as follows:

- Integrated impact-based planning, partnerships and collaborations across all government spheres working towards a Unitary State;
- Effective use of resources across all functions of the Department and across all spheres of Government;
- Ability to identify and rectify policy conflicts across Government Departments with a view to mitigate risks to Government as a whole (e.g. the three-meal system court ruling against the State in Johannesburg, yet the DCS does not have sufficient resources);
- Deepening stakeholder involvement to improve engagements and collaboratively work towards a Unitary State that is free of crime;
- Collaboration with respect to rehabilitation of offenders such as Care, Education and Skills Development and other DCS operations such as Security and Facilities;
- Ability to engage communities to assist in community-related initiatives and rebuilding moral fibre;
- The need for the DCS to leverage technology, including the 4th Industrial Revolution to enhance effectiveness and efficiency of corrections; and
- During the strategy planning session, Commissions, Special Categories, Safety and Security, Restorative Justice and Organisational Efficiency struggled to develop robust strategies as required. This demonstrates a need to develop capacity that will enable the Department to develop and manage robust strategies in these functional areas.

The long range strategic planning approach that focuses on the 5, 10 and 50 year scenarios has a milestone of 2030 that is aligned to the completion period of the White Paper on Corrections National Development Plan (NDP Vision 2030), and UN's Sustainable Development Goals. The milestone of 2030 further sits comfortable within the three national election cycles of 2019, 2024 and 2029 and two local government election cycles, during 2021 and 2026. This makes it possible for the Department to align its strategic objectives in a manner that positively impacts on government outcomes in the medium to long term.

## SECTION 15: RECOMMENDATIONS

### **RECOMMENDATION 1: Integrated Strategic Planning by the JCPS Cluster**

- The July strategy planning session confirmed the need for Government Departments to work together starting with collaborative planning and implementation of various programmes for our citizens.
- Based on inputs of collaboration between various Government departments and the DCS, it is recommended that the JCPS Cluster conducts a strategic planning session to identify and integrate common strategies in support of Government outcomes, building towards the achievement of the NDP Vision, 2030.

### **RECOMMENDATION 2: Internal Strategy Integration**

- The process of the strategy planning session where in the entire Department was engaged in the development of the strategy, must continue. It is advised that this process be formalised and adopted as a strategy planning policy and procedure of the Department.
- It is recommended that similar SMS interactions are convened twice a year and regions should facilitate workshops that engage on matters of the alignment of strategy with operations on a quarterly basis. Time and resources for such engagements must be defined in the strategy policy and procedure.

### **RECOMMENDATION 3: Stakeholder Management and International Relations**

Initiate engagements to develop a stakeholder management and international relations strategy and plan a stakeholder management and international relations management system that reflects all requirements, as well as a maintaining attack-record of such engagements. This must include issues sufficiently dealt with and issues still outstanding. Further interactions with individual departments, stakeholders and international bodies to create partnerships and collaborations on matters of common interest must continue.

### **RECOMMENDATION 4: Use of Scenario Planning in the Strategy of the Department**

- The department must adopt the use of scenario planning as detailed in the Indlulamithi Scenarios of South Africa as well as those presented by the State Security Agency. The current socio-economic dynamics of the country presents a situation where the Department cannot continue to plan in isolation of external factors. The use of normal strategy planning tools are no longer sufficient for robust planning.
- It is important that when the Department plans, scenario planning for 2030 and 2068 is factored into these strategic plans. The Department's scenario planning must incorporate the Indlulamithi State Security Agency scenarios.

### **RECOMMENDATION 5: Government Driven Research and Development**

The Department must initiate government driven research and development focused on collaboration and partnerships. Technology and Security are critical enablers of effectiveness and efficiency for the Department. The CSIR is a state institution that is responsible for innovation and research and the Department must consider the benefits of immediate engagements with CSIR and other similar state institutions.

#### **RECOMMENDATION 6: Change and Risk Management**

- Development and implementation of change and risk management initiatives must be initiated and implemented in line with best practise. This is to ensure that there is clarity of what is changing, how and when it will change and the support the Department will provide to employees during such changes.
- Identification of various forms of risks, such as strategic, operational, people, technology, facilities, stakeholder, governance and financial risks to name a few, will be identified, evaluated, categorised and monitored to minimise negative impacts during the development and implementation of strategic objectives. Risk management should include the process to integrate the long-range planning, in a manner that considered the changing dynamic of the environment and mitigates resulting negative impacts.

#### **RECOMMENDATION 7: Strategy Innovation Hub**

- The Strategy Innovation Hub should be created to provide the Department to coordinate capability on strategic visioning, strategy development and planning in a creative and innovative manner.
- It should facilitate the development of better strategic objectives of the Department with a medium (5 year), as well as a long range planning approach over 10 up to 50 years and provide for scenario-planning, ability to interpret the impact of legislation and environmental factors on the strategic objectives of the Department, as well as capacity to draw expertise from various government departments and sectors of the economy to create support for mission-critical, strategic objectives.
- It is important that the Strategy Innovation Hub is tasked with the development of long-range strategies such as the 2030 strategies and the 2068 strategic intent through the use of scenario planning that is aligned to the Indlulamithi, and the State Security Agency scenarios.
- The Strategy Innovation Hub must evaluate weaknesses within the strategic planning value chain and processes. It must develop capacity building interventions in order to strengthen capacity of the Department to conceptualise robust strategies, based on best practises.
- The DCS Strategy Innovation Hub needs to include the establishment of processes where defined strategic objectives and interventions which are mission-critical are afforded a chance to succeed through various support initiatives, including incubation processes.

## **SECTION 16: WAY FORWARD**

The section below outlines a step-by-step process for the way forward regarding the Department medium and long-term planning processes:

#### **The Journey Map**

The current DCS Strategy process is seen as an ongoing journey. This is based on the fact that strategic planning is long-range in nature, covering 5, 10 and 50 year periods. Furthermore, integrated planning that contemplates the impact from other government departments, internal and external environment, resources and scenario planning the strategic planning journey therefore takes into consideration all possible factors.

The following information provides a summarised journey map for the development of the strategy:

#### **STEP 1: Regional Road Shows:**

- High level feedback to and from employees on the outcomes of the strategic planning session;
- Engagements on the new inclusive and integrated strategic planning approach of the Department;

- Engagements on the alignment of strategies to operational strategies and plans; and
- Engagements with external stakeholders (Road Shows or Izimbizo).

#### **STEP 2: Validation of Planning Logic and Quality Assurance:**

Final consolidation of inputs from road shows and external stakeholders and quality assurance of information received.

#### **STEP 3: Crafting of Organisational and Functional Strategy:**

Crafting of an organisational and functional strategies. The building blocks for the 5, 10 and 50 year strategic execution for effective corrections, will be developed in line with best practise as follows:

- **The Organisational Strategy:** Creation of clearly defined, evidence-based Strategic Objectives for 5 years/10 years and 50 years and aligned to the Departmental Mandate;
- **Functional Strategy:** Development of functional strategies required to execute the organisational strategy (Operating Model);
- **Branch Strategy:** Development of Branch Strategies that will be used to deliver on the defined Functional and Organisational Strategies;
- **Chief Directorate Business Plans:** Development of Business Plans in support of Branch Strategies; and
- **Directorate Operational Plans:** Development of Operational Plans in support of Business Plans.

These processes are underpinned by appropriate stakeholder management interventions, a resourcing strategy, a risk management strategy, a financial management strategy, an information management strategy, change management strategy, programme alignment, compliance with ENE requirements and supported by robust governance, monitoring and evaluation processes. This process will assist the Department in the determination of centres of excellence and nodes of operations. The process also aimed to assist with the determination of the viability and impact of proposed strategic and operational objectives.

#### **High-level focus areas for strategy design are as follows:**

Organisational Efficiency: consisting of the following of two areas:

**Core functions** to be factored into future strategic planning have been identified as follows:

- The ideal correctional official;
- Needs-based interventions;
- Safety and security;
- Special categories;
- Appropriate and cost-effective facilities;
- External partnerships;
- Restorative Justice interventions;
- Social re-integration; and
- Human dignity and development.

**Support functions** to be factored into strategic planning have been identified as follows:

- Strategy;
- Administration;
- Governance;
- Human Resources;
- Operations;
- Finance;
- Communication;
- Change Management;
- Risk Management; and
- Technology.

**Intergovernmental Integration** will be achieved through interventions and engagements with appropriate structures, as stated below:

- Shared Services;
- MoUs;
- IGR;
- Parliamentary Oversight Bodies;
- Statutory Bodies;
- Cluster requirements; and
- Other Government departments.

**External to Government** are stakeholders that will be engaged for Inclusivity, some of which are mentioned below:

- NGOs;
- CBOs;
- Organised Labour; and
- Educational Institutions.

**International Involvement** will be factored into all areas of strategic planning as appropriate, and a few structure that the Department can integrate, are indicated below:

- Conventions;
- Agreements/Treaties;
- Reports;
- SADC cooperation;
- African Union collaboration; and
- BRICS support.

**STEP 4: A Team Working on International Agreements:**

Establish a working team to review all international agreements the Department has entered into and signed with a view to identify compliance-related matters so to ensure that they are incorporated into the strategic planning process.

**STEP 5: Branch Objectives supporting Departmental Strategies (Strategy) Developed together with required resources for 5 and 10 year periods:**

Branches identified through the functional strategy will then develop strategies for 5 and 10 years, in line with the DPME requirements.

**STEP 6: Development of the 50 Year Strategic Intent:**

Development of the 50 year strategic intent must be informed by scenarios as detailed in the Indlulamithi Scenario South Africa and the State Security Agency. This requires that the Department pays special attention to these scenarios in order to make meaningful pronouncements. The strategic intent and pronouncements for the next 50 years will constitute the guiding philosophy of the 5 and 10 year strategic objectives.

**STEP 7: Development of Business Plans:**

Development of Chief Directorate business plans and Directorate Operational Plans in support of the Branch strategies.

**High Level Change and Risk Management:**

The implementation of change and risk management is critical to the success of the new strategy approach.

**The issues identified for change management are listed as follows:**

- The need to have clarity on what is changing and what is not, as well as how change will be effected;

- Buy-in from internal and external stakeholders;
- Resources to support planning initiatives beyond the planning cycle;
- Capacity with respect to the number of people in planning structures;
- Technical knowledge of the planning team and those co-opted in response to the different planning processes;
- Integration of planning requirements (Internal and External); and
- Sustainability for short and long-term execution.

**Proposed Solutions for Change Management are indicated as follows:**

- Communications at the right level with correct messages;
- Clearly defined change plans;
- The National Commissioner to assist with the required resources;
- Identification of additional team members with similar skills acumen ;
- Development of capacity building materials and training of all incumbents involved in these processes;
- Strategic Management and planning to ensure integration; and
- Strategic management to assess sustainability through use of appropriate principles and guidelines.

**Issues identified for Risk Management are indicated as follows:**

- Level of information documented from the strategy session was of high-level and not ideal for detailed planning;
- Strategic planning processes are not integrated with core business processes;
- There is a need for buy-in from internal leadership; and
- There are no additional resources to support the changing approach.

## ANNEXURE A: LIST OF ABBREVIATIONS

<b>ADRM</b>	Alternative Dispute Resolution Mechanism
<b>AGSA</b>	Auditor-General South Africa
<b>ASD</b>	Assistant Director
<b>AVR</b>	Audio Visual Remand
<b>BI</b>	Business Intelligence
<b>BOT</b>	Built, Operative and Transfer
<b>CAOs</b>	Case Admission Officers
<b>CARA</b>	Conservation of Agriculture Resources Act
<b>CBO</b>	Community Based Organisation
<b>CC</b>	Correctional Centres
<b>CCMDD</b>	Centralised Chronic Medication Distribution and Dispensary
<b>CCTV</b>	Closed-Circuit Television
<b>CDC</b>	Chief Deputy Commissioner
<b>CJS</b>	Criminal Justice System
<b>CO</b>	Correctional Official
<b>COGTA</b>	Cooperative Governance and Traditional Affairs
<b>ComCor</b>	Community Corrections
<b>CPA</b>	Criminal Procedure Act
<b>CPI</b>	Consumer Price Index
<b>CRTS</b>	Courts
<b>CSA</b>	Correctional Services Act
<b>CSD</b>	Central Supplier Database
<b>CSIR</b>	Council for Industrial and Scientific Research
<b>CSO</b>	Community Service Order
<b>CSO</b>	Chief Security Officer
<b>CSP</b>	Correctional Sentence Plan
<b>DAFF</b>	Department of Agriculture, Fisheries and Forestry
<b>DC</b>	Deputy Commissioner
<b>DCS</b>	Department of Correctional Services
<b>DD</b>	Deputy Director
<b>DDG</b>	Deputy Director General
<b>DEEC</b>	District Efficiency Enhancement Committee
<b>DHA</b>	Department of Home Affairs
<b>DHET</b>	Department of Higher Education & Training
<b>DHS</b>	Department of Human Settlements
<b>Dir</b>	Director
<b>DOE</b>	Department of Energy
<b>DoH</b>	Department of Health
<b>DoJ&amp;CD</b>	Department of Justice and Constitutional Development
<b>DOL</b>	Department of Labour
<b>DPW</b>	Department of Public Works
<b>DRC</b>	Democratic Republic of Congo



<b>DSBD</b>	Department Small Business Development
<b>DSD</b>	Department of Social Development
<b>DTI</b>	Department of Trade & Industry
<b>ECD</b>	Early Childhood Development
<b>EPWP</b>	Extended Public Works Program
<b>EST</b>	Emergency Support Team
<b>FY</b>	Financial Year
<b>GDP</b>	Gross Domestic Product
<b>GIAMA</b>	Government Immovable Asset Management Act
<b>GITO</b>	Government Information Technology Officer
<b>HDA</b>	Housing Development Agency
<b>HIV</b>	Human Immunodeficiency Virus
<b>HPRS</b>	Health Patient Registration System
<b>HR</b>	Human Resource
<b>HSDG</b>	Human Settlements Development Grant
<b>HSRC</b>	Human Sciences Research Council
<b>ICJS</b>	Integrated Criminal Justice System
<b>ICT</b>	Information and Communication Technology
<b>IJS</b>	Integrated Justice System
<b>IPID</b>	Independent Police Investigative Directorate
<b>ISS</b>	Integrated Security Strategy
<b>IT</b>	Information Technology
<b>JCPS</b>	Justice Crime Prevention and Security
<b>JICS</b>	Judicial Inspectorate of Correctional Services
<b>KZN</b>	Kwa-Zulu/Natal
<b>LGBTQI</b>	Lesbian, Gay, Bisexual, Transgender, Queer or Questioning, Intersex, and Asexual or Allied
<b>LMN</b>	Limpopo Mpumalanga North West
<b>MHRB</b>	Medical Health Review Board
<b>MIG</b>	Municipal Infrastructure Grant
<b>MoU</b>	Memorandum of Health
<b>MTBPS</b>	Medium Term Budget Policy Statement
<b>NDoH</b>	National Department of Health
<b>NDP</b>	National Development Plan
<b>NDPP</b>	National Director of Public Prosecutions
<b>NDPW</b>	National Department of Public Works
<b>NEEC</b>	National Efficiency Enhancement Committee
<b>NGO</b>	Non-Governmental Organisation
<b>NHI</b>	National Health Insurance
<b>NHLS</b>	National Health Science Laboratory
<b>NOC</b>	National Operations Centre
<b>NPA</b>	National Prosecuting Authority
<b>NSFAS</b>	National Student Financial Aid Scheme
<b>OHSA</b>	Occupation Health and Safety Act

<b>OSD</b>	Occupation Specific Dispensation
<b>PEEC</b>	Provincial Efficiency Enhancement Committee
<b>PFMA</b>	Public Finance Management Act
<b>PHC</b>	Primary Health Care
<b>PIVA</b>	Person Identification Verification Application
<b>PMTE</b>	Property Management and Trading Entity
<b>PPPFA</b>	Preferential Procurement Policy Framework Act,
<b>PPPs</b>	Private Public Partnerships
<b>PRI</b>	Penal Reform International
<b>QCTO</b>	Quality Council for Trades and Occupation
<b>RD</b>	Remand Detainee
<b>RDP</b>	Reconstruction and Development Programme
<b>REEC</b>	Regional Efficiency Enhancement Committee
<b>RJ</b>	Restorative Justice
<b>ROI</b>	Return on Investment
<b>SA</b>	South Africa
<b>SADC</b>	Southern Africa Democratic Countries
<b>SALA</b>	Subdivision of Agricultural Land Act
<b>SAPS</b>	South African Police Service
<b>SBD</b>	Small Business Development
<b>SCO</b>	Senior Correctional Official
<b>SDM</b>	Service Delivery Model
<b>SHRA</b>	Social Housing Regulatory Authority
<b>SMME</b>	Small, Medium and Micro-sized Enterprises
<b>SMS</b>	Senior Management Services
<b>SRAC</b>	Sports, Recreation, Art and Culture
<b>SRI</b>	Social Re-integration
<b>SSA</b>	State Security Agency
<b>Stats Sa</b>	Statistics, South Africa
<b>STI</b>	Sexually Transmitted Infection
<b>SWOT</b>	Strengths, Weakness, Opportunities and Threats
<b>TB</b>	Tuberculosis
<b>TVET</b>	Technical and Vocational Education & Training
<b>UAMP</b>	User Asset Management Plan
<b>UKZN</b>	University of Kwa-Zulu/Natal
<b>UNISA</b>	University of South Africa
<b>USDG</b>	Urban Settlements Development Grant
<b>VOD</b>	Victim Offender Dialogue
<b>VoIP</b>	Voice over Internet Protocol
<b>VOM</b>	Victim Offender Mediation
<b>WSP</b>	Work Skills Plan



