

UPDATE ON THE MANAGEMENT OF OVERCROWDING IN CORRECTIONAL FACILITIES

CDCs REMAND, INCO & COMCORR

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correctional services

Department:
Correctional Services
REPUBLIC OF SOUTH AFRICA

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PURPOSE OF THE PRESENTATION

- To present to management trend analysis regarding the management of overcrowding .
- To provide a summarised analysis of the overcrowding future trends projections and make recommendations to management.
- Daily, weekly and monthly statistics on overcrowding provides continuous updates on the status of overcrowding.

DEFINITION OF OVERCROWDING

- Overcrowding is defined as the excess inmate population in relation to the available bedspace capacity. Inmate facilities include all facilities admitting sentenced offenders and RD's.
- This indicator measures the inmate population/occupancy levels of inmates in correctional facilities against the total bedspace capacity.
- Overcrowding is complex and various factors play a role such as centre administration, security, economics, safety of inmates, public concerns, politics, rights of inmates and court judgments.
- The two elements utilized for determination of occupancy and overcrowding in detention facilities are approved bedspace and the number of inmates.

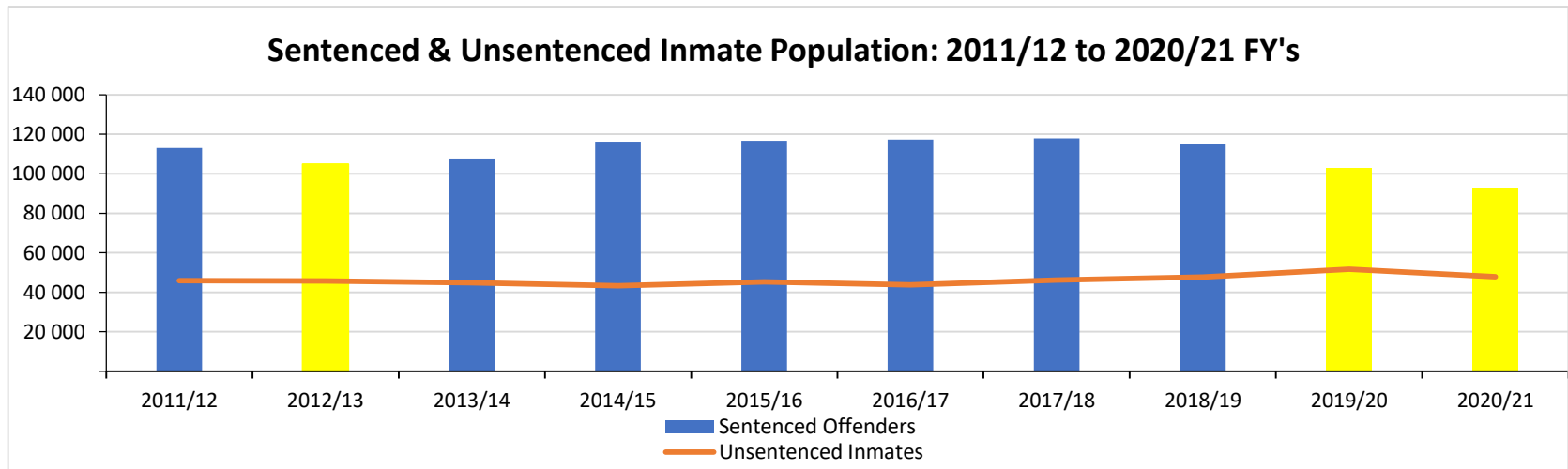
HISTORICAL BACKGROUND: INMATE POPULATION (2011/12 TO 2020/21)

- The below information as presented in table 1 and graph 1 is an indication of data for the past ten (10) financial years. It is worthy to note that the decrease in the inmate population is minimal considering the time span. Importantly, it should be noted that the unsentenced inmate population increased whilst the sentenced inmate population decreased over the ten (10) year period. The implementation of the 2012, 2019 Special Remission resulted in a decrease in the inmate population. In the year 2020 wherein the 2020 COVID-19 Special Parole Dispensation was implemented the inmate population was the lowest in the past 10 years.

Table 1

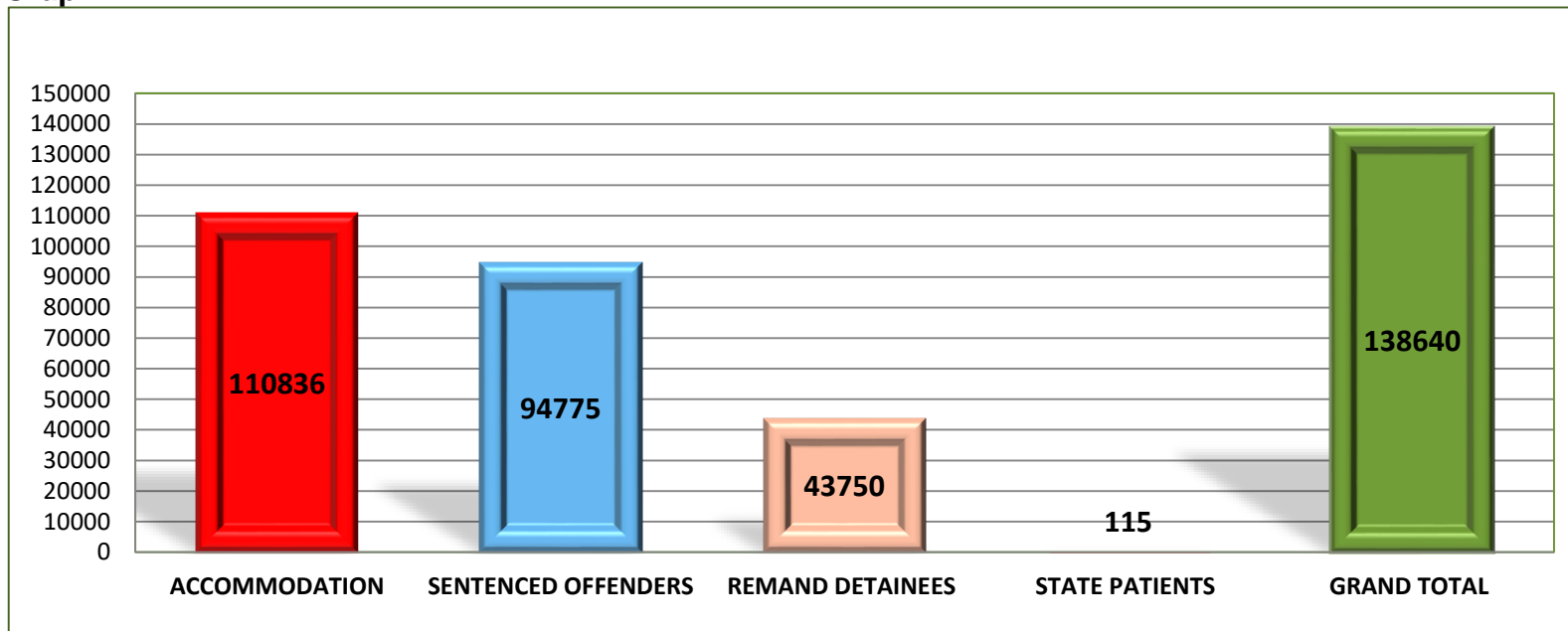
Inmate Population	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Sentenced Offenders	113 044	104 878	107 696	116 265	116 727	117 255	117 869	115 147	102 841	93 066
Unsentenced Inmates	45 898	45 730	44 858	43 298	45 257	43 799	46 260	47 728	51 608	47 882
Percentage (%)	41	44	42	37	39	37	39	37	28	27
Female inmates	3 765	3 380	3 495	4 118	4 193	4 174	4 326	4 316	3 982	3 453
Male inmates	155 177	147 228	149 059	155 445	157 791	156 880	159 803	158 559	150 467	137 495
National	158 942	150 608	152 554	159 563	161 984	161 054	164 129	162 875	154 449	140 948

Graph 1



NATIONAL INMATE POPULATION AGAINST APPROVED BED SPACE (31 OCTOBER 2021)

Graph 2



- Graph 2 reflect that on 31 October 2021, there were 94 775 sentenced offenders, 43 750 remand detainees and 115 state patients incarcerated in DCS.
- The total number of inmates on 31 October 2021 was 138 640, against the approved accommodation of 110 836 which calculated into an occupancy level of 125.09% and an overcrowding level of 25.09%. The unsentenced inmate population constituted approximately 31.64% whilst the sentenced offender population constituted approximately 68.36% of the total inmate population. Males made up approximately 97.51% whilst females made up approximately 2.49% of the total inmate population.

INMATE POPULATION PER REGION AGAINST APPROVED BED SPACE (END OF THE SECOND QUARTER 30 SEPTEMBER 2021)

- Table 2 depicts the current status of the inmate population per region against the approved bed space as at the **end of the second quarter (30 September 2021)**.

Table 2

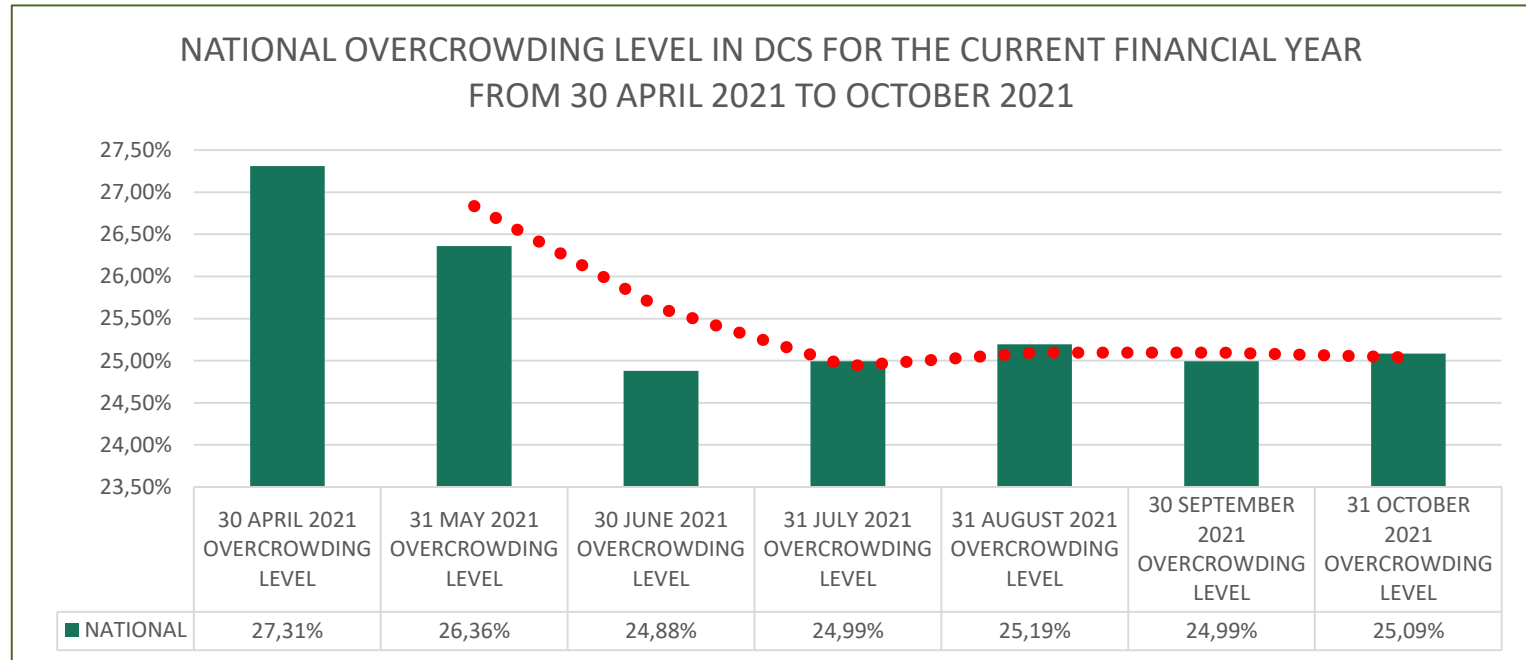
REGION	APPROVED BED SPACE	END OF SECOND QUARTER <u>30 SEPTEMBER</u> <u>2021</u> GRAND TOTAL (INMATE POPULATION)	DIFFERENCE BETWEEN APPROVE BEDSPACE AND INMATE POPULATION	% OVERCROWDING END OF THE SECOND QUARTER <u>30 SEPTEMBER</u> <u>2021</u>
EASTERN CAPE	12583	19392	6809	54.11%
GAUTENG	23632	32085	8453	35.77%
KWAZULU NATAL	18759	21499	2740	14.61%
LIMPOPO / MPUMALANGA / NORTH WEST	18643	21433	2790	14.97%
FREE STATE / NORTHERN CAPE	19202	18552	-650	-0.03%
WESTERN CAPE	18017	25577	7560	41.96%
NATIONAL	110836	138538	27702	24.99%

INMATE POPULATION PER REGION AGAINST APPROVED BED SPACE (END OF THE SECOND QUARTER 31 SEPTEMBER 2021) (Conti...)

- At the end the second quarter the inmate population against the approved bed space displayed that five of the six regions had an overcrowding level of between **54.11% and 14.61%**. Eastern Cape remains with the highest overcrowding level of **54.11%**; and is followed in sequence by Western Cape at **41.96%**, Gauteng at **41.96%**, Limpopo/Mpumalanga/North West at **14.97%** and Kwazulu Natal at **14.61%**.
- For the same period the inmate population of Free State/Northern Cape region did not exceed the region's approved bedspace and is therefore not overcrowded.
- At the end of the second quarter (31 September 2021) DCS continued to reflect an overcrowding level of **24.99%** which is only **0.11%** higher than the overcrowding level at the end of the first quarter of the 2021/2022 financial year (**24.88%**). However the second quarter overcrowding level of **24.99% (31 September 2021)** is still **2.01%** lower than the **27%** at the end of the previous financial year 2020/2021.

NATIONAL STATUS AND ANALYSIS OF CURRENT OVERCROWDING IN DCS (April 2020 to October 2021)

Graph 3

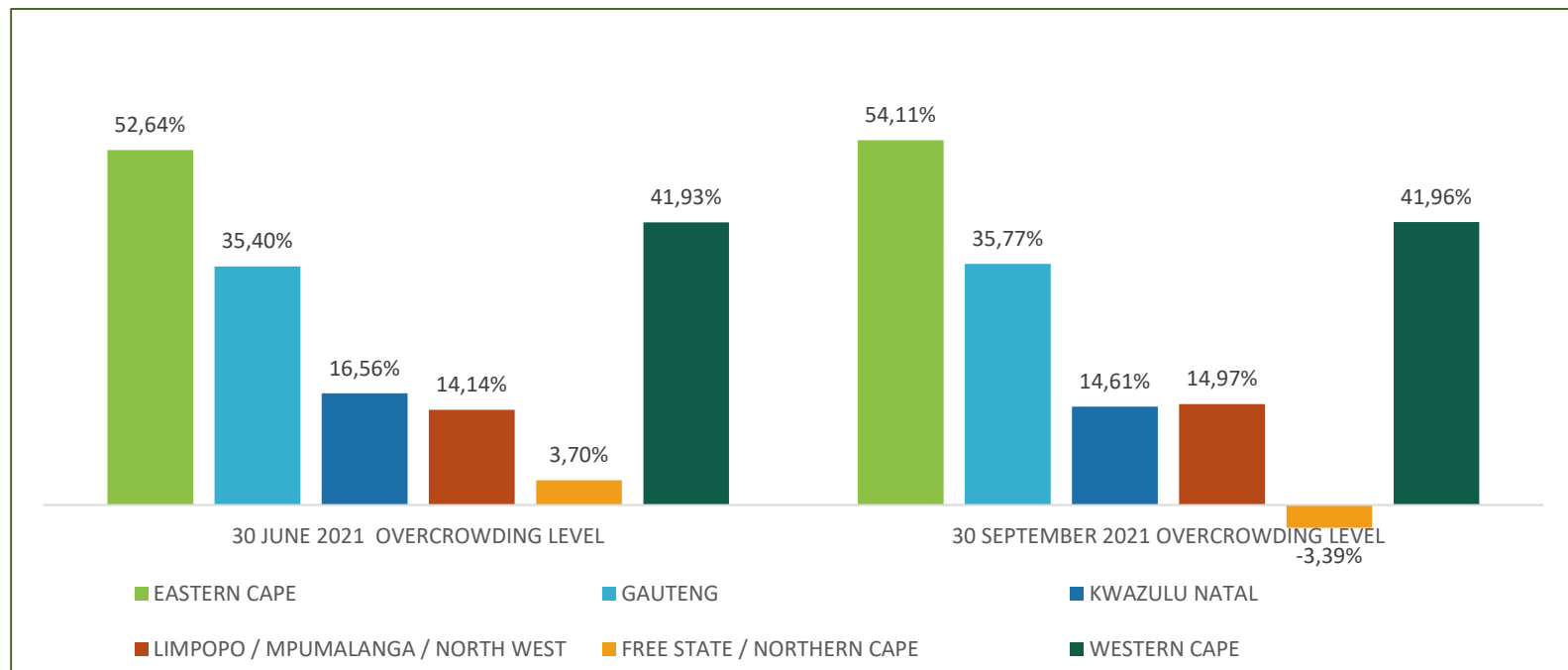


- Graph 3 shows a decline in the overcrowding level which is as a result of the 2019 Special Remission and 2020 Covid-19 Special Parole Dispensation.
- Remission of sentences can, however, not be a long-term solution for overcrowding. The national overcrowding level in DCS since the beginning of the 2021/2022 financial year reflects gradual decrease of **2.33%** from **27.31%** to **25.09%**.

COMPARISON OF THE REGIONAL QUARTER 1 VS QUARTER 2 OVERCROWDING STATUS (2021/2022 FY)

- Graph 4 represents the first and second quarterly regional overcrowding status in DCS (June 2021/September 2021).
- The following trend analysis presented below, reflects an increase in the overcrowding levels in five (5) regions during the second quarter. Only FSNC reflect a decrease in their overcrowding level. Reprioritisation might be essential specifically in the Eastern Cape , Western Cape and Gauteng region.

Graph 4



INMATE POPULATION PER REGION PER SENTENCE CATEGORIES

- Table 3 depicts sentenced offenders, remand detainees and other unsentenced inmates incarcerated as on 31 October 2021.

Table 3

SENTENCED OFFENDERS, REMAND DETAINEES AND OTHER UNSENTENCED INMATES AS ON 31 OCTOBER 2021								
CATEGORIES	GENDER	EC	GP	KZN	LMN	FSNC	WC	GRAND TOTAL
Sentenced Offenders	Females	210	579	339	324	265	510	2 227
Remand Detainees		90	462	117	73	85	392	1 219
State Patients		0	0	0	0	2	0	2
TOTAL FEMALES		300	1041	456	397	352	902	3448
Sentenced Offenders	Males	13 864	18 577	15 884	16 258	13 289	14 676	92 548
Remand Detainees		5 375	12 238	5 150	4 805	4 829	10 134	42 531
State Patients		11	5	10	30	57	0	113
TOTAL MALES		19 250	30 820	21 044	21 093	18 175	24 810	135 192
GRAND TOTAL		19 550	31 861	21 500	21 490	18 527	25 712	138 640

- As on 31 October 2021, there were 94 775 sentenced offenders, 43 750 remand detainees and 115 state patients incarcerated in DCS.
- The total number of inmates on 31 October 2021 was 138 640, against the approved accommodation of 110 836 which calculated into an occupancy level of 125.09% and an overcrowding level of 25.09%. The unsentenced inmate population constituted approximately 31.64% whilst the sentenced offender population constituted approximately 68.36% of the total inmate population. Males made up approximately 97.51% whilst females made up approximately 2.49% of the total inmate population.

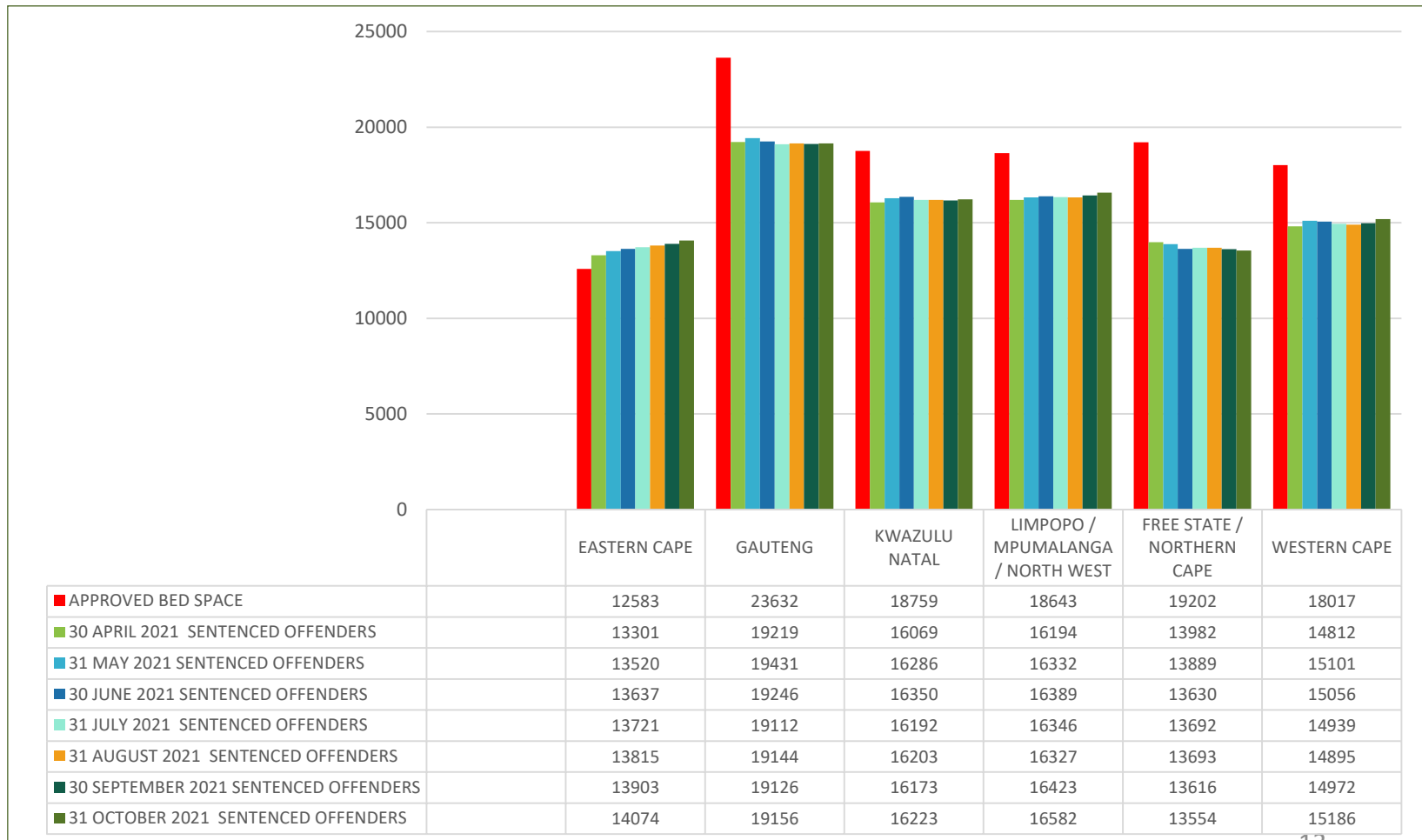
POPULATION TREND: SENTENCED OFFENDERS (30 APRIL 2021 - 31 OCTOBER 2021)

- The population trend of the sentenced offenders per region reflected in graph 5 indicate that there was insignificant movement in the sentenced offender population for the first six month of the 2021/2022 financial year.
- Only Eastern Cape region reflects that their approved bedspace is just below their number of sentenced offenders incarcerated. The limited available bedspace in Eastern Cape region is therefore the main reason for the regions growing overcrowding level. Reprioritization of Correctional Centre will therefore be essential.
- There would have been no overcrowding in the five regions if the available bed space was not shared with Remand Detainees. It can therefore be deducted that the main contributor to overcrowding in these regions is not the number of sentenced offenders.

POPULATION TREND: SENTENCED OFFENDERS (30 APRIL 2021 - 31 OCTOBER 2021) (Conti...)

- Graph 5 shows the population trend of the Sentenced offenders population per region which indicates that there was minor movement in the population of sentenced offenders for the first six month of the 2021/2022 financial year.

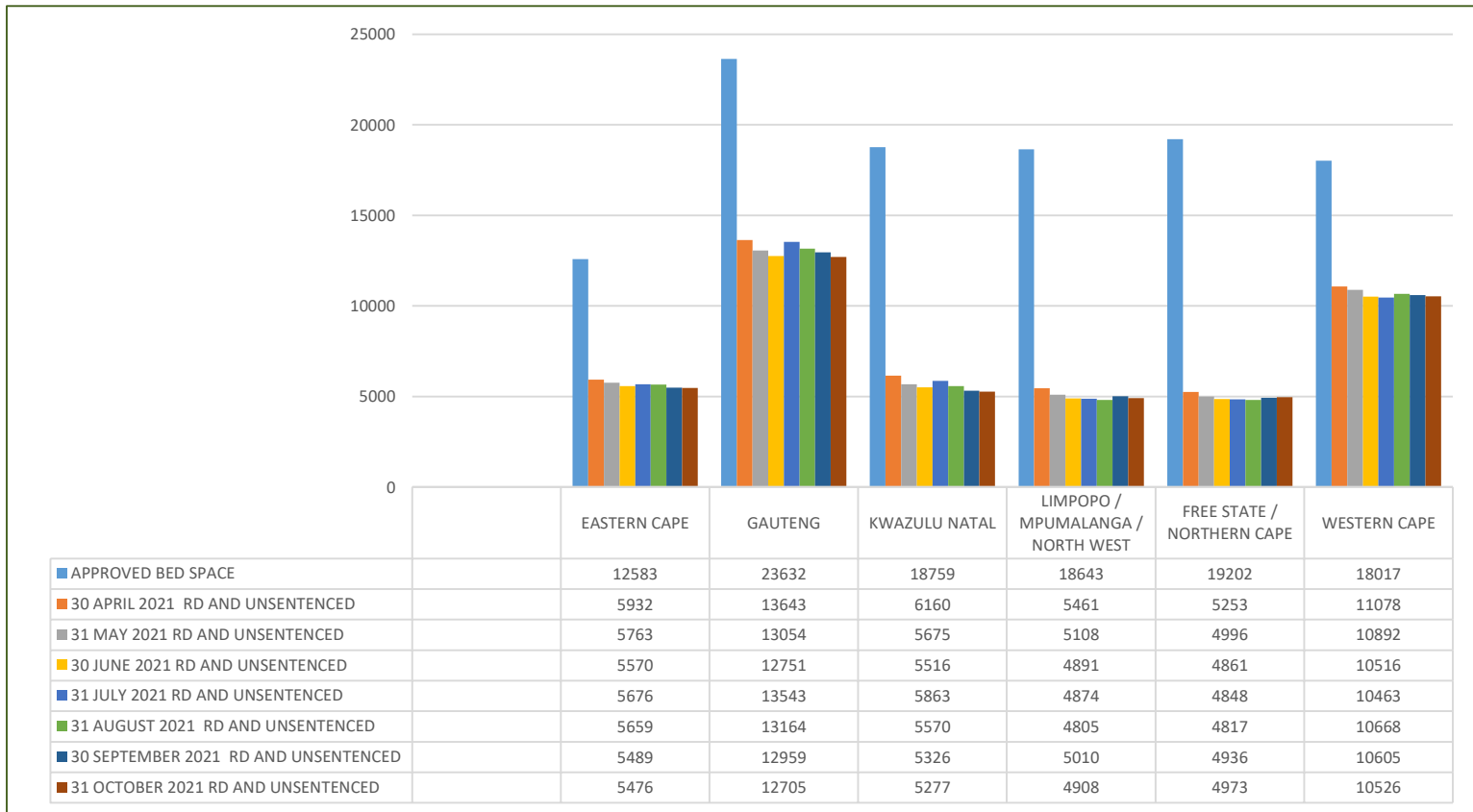
Graph 5



POPULATION TREND : RD + UNSENTENCED OFFENDERS (30 APRIL 2021 - 31 OCTOBER 2021)

- Graph 6 illustrates the population trend of the RD + unsentenced offenders per region which indicates that there was also an insignificant movement in the RD + unsentenced offenders for the first six month of the 2021/2022 financial year.

Graph 6



BREAKDOWN OF THE OCCUPANCY LEVEL RATIO'S PER REGION AND NATIONAL

- Table 4 present the distribution of the inmate population according to occupancy level ratios as at 31 October 2021.

Table 4

Occupancy level ratio's	EC	GP	KZN	LMN	FSNC	WC	National
Number of centres below 100%	8	7	10	8	25	7	65
Number of centres ranging from 100% to 150%	12	14	27	20	16	12	101
Number of centres above 150% to 160%	2	3	1	4	3	2	15
Number of centres above 160% to 170%	4	1	0	1	1	3	10
Number of centres above 170% to 180%	2	0	1	1	0	5	9
Number of centres above 180% to 190%	2	0	1	0	1	2	6
Number of centres above 190% to 200%	4	0	0	0	0	2	6
Number of centres above 200%	11	1	1	1	1	9	24
Total	45	26	41	35	47	42	236

- A total of 24 correctional facilities is overcrowded **above 200%**. Eastern Cape eleven (11) and Western Cape nine (9) has the highest number of correctional facilities that are overcrowded above 200%. The remaining four (4) regions only have one (1) correctional facility within this ratio.
- Correctional facilities with an occupancy ratio of **above 190% to 200%** are once against in Eastern Cape four (4) and Western Cape two (2). The remaining regions do not have any correctional facility within this ratio.
- Nine (9) correctional facilities falls within the above **180% to 190%** ratio which are two (2) for both Eastern Cape and Western Cape. Kwazulu Natal and Free State/Northern Cape have one (1) correctional centre in this range.

BREAKDOWN OF THE OCCUPANCY LEVEL RATIOS PER REGION AND NATIONALLY (Conti...)

- The ratio **above 170% and 180%** reflects that Western Cape has five (5) correctional facilities, Eastern Cape with two (2), Kwa-Zulu Natal and Limpopo/ Mpumalanga/ North West both have only one (1) correctional facility in this range.
- Eastern Cape four (4) and Western Cape three (3) once again reflect the highest number of correctional facilities within the ratio **above 160% to 170%**. Gauteng, Limpopo/ Mpumalanga/ North West and Free State/ Northern Cape have only one (1) correctional facility in this range.
- The distribution of correctional facilities within the range **above 150% to 160%** has a total of fifteen (15) correctional facilities with Limpopo/Mpumalanga/North West with four (4), both Gauteng and Free State/Northern Cape with three (3), Western Cape two (2) and Kwazulu Natal with only one (1).
- The occupancy level ratio of **above 100% to 150%** is still regarded as an 'acceptable' overcrowding margin. A total of 101 correctional facilities are within the above **100% to 150%** ratio. Kwazulu Natal (27), Limpopo/Mpumalanga/North West (20), Free State/Northern Cape (16), Gauteng (14) and both Eastern Cape and Western Cape have twelve (12) each.
- A total of 65 correctional facilities are not overcrowded. Free State/Northern Cape (25) has the highest number of correctional facilities within the **ratio below 100%**. Followed by Kwazulu Natal (10), Eastern Cape and Limpopo/Mpumalanga/North West both with eight (8) and lastly Gauteng and Western Cape with seven (7) correctional facilities with an occupancy rate of below 100%.

COMCOR CASE LOAD 1994/95 – 2020/21 (INCLUDING ATDS)

Table : 5

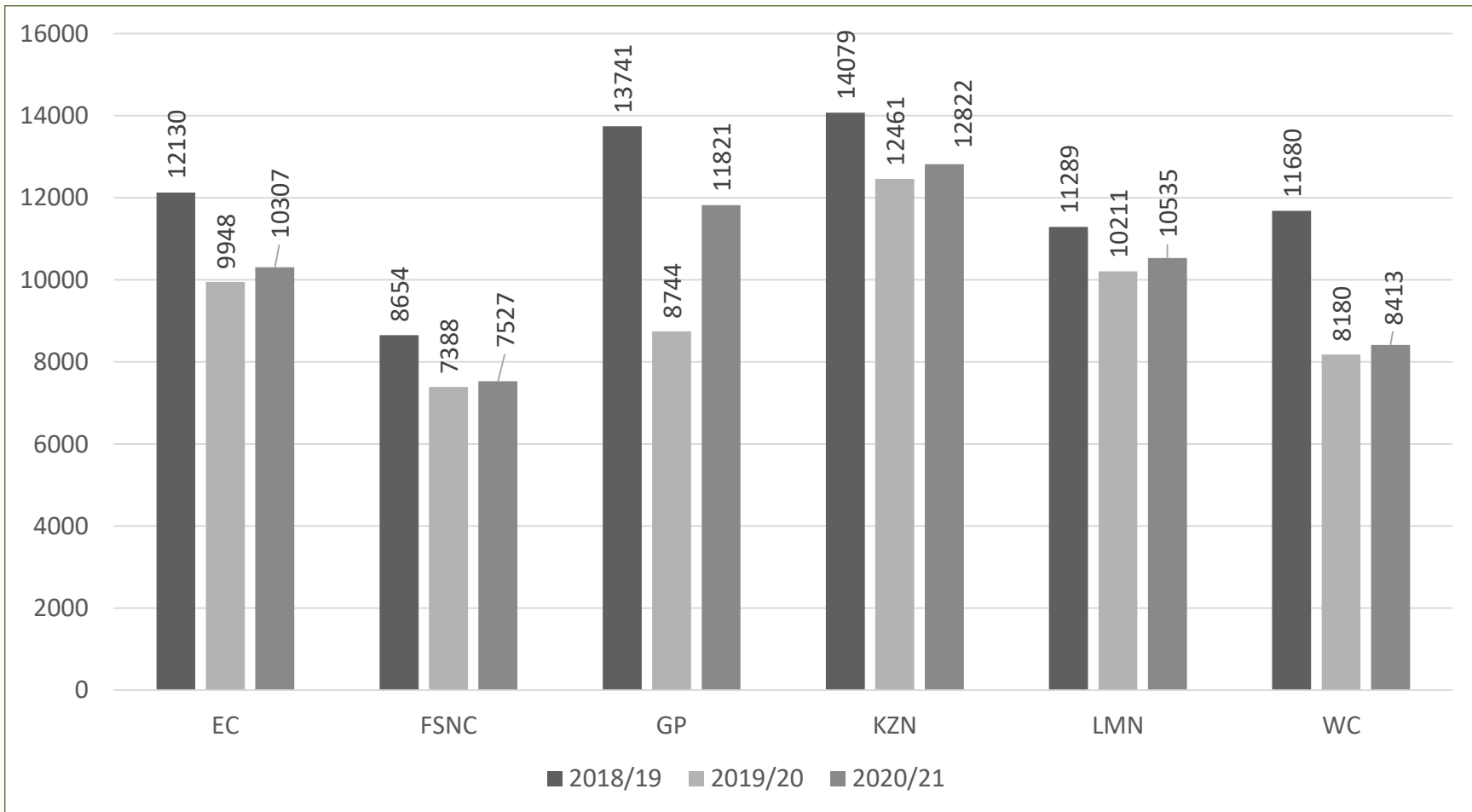
- Table 5 represents the ComCor Case load from 1994/95 to the current financial year 2020/21, per regional and nationally.
- The ComCor Case load of all the regions reflect a steady increase, however during 2019/2020 financial year the caseload showed a clear decrease. In the same financial year the National ComCor case load declined with **25.71 %** from 71573 to 56932 which was due to the implementation of the 2019 Special Remission. The following year the National caseload resume to increase again from 56 932 to the current 61 425. The increase 7.31% is due to the implementation of the 2020 COVID-19 Special Parole Dispensation.

Caseload	REGIONS						Total
	GP	WC	LMN	KZN	EC	FSNC	
1994/95	4046	3407	3620	4046	3619	2555	21293
1999/2000	6798	5724	6082	6798	6082	4293	35777
2003/04	10151	8548	9083	10151	9084	6411	53428
2008/09	10271	8650	9190	10272	9190	6487	54060
2013/14	12961	10914	11596	12961	11596	8186	68214
2015/16	13305	11204	11904	13305	11904	8403	70025
2016/17	13960	11216	12244	13685	11758	8666	71529
2017/18	14069	11133	12722	12780	12200	8783	71687
2018/19	13741	11680	11289	14079	12130	8654	71573
2019/20	8744	8180	10211	12461	9948	7388	56932
2020/21	11821	8413	10535	12822	10307	7527	61425

COMCOR CASE LOAD ANALYSIS

Graph 7 illustrates the ComCor case load the movement of the case load per region over the 2018/19,2019/20 and 2020/21 financial year

Graph 7



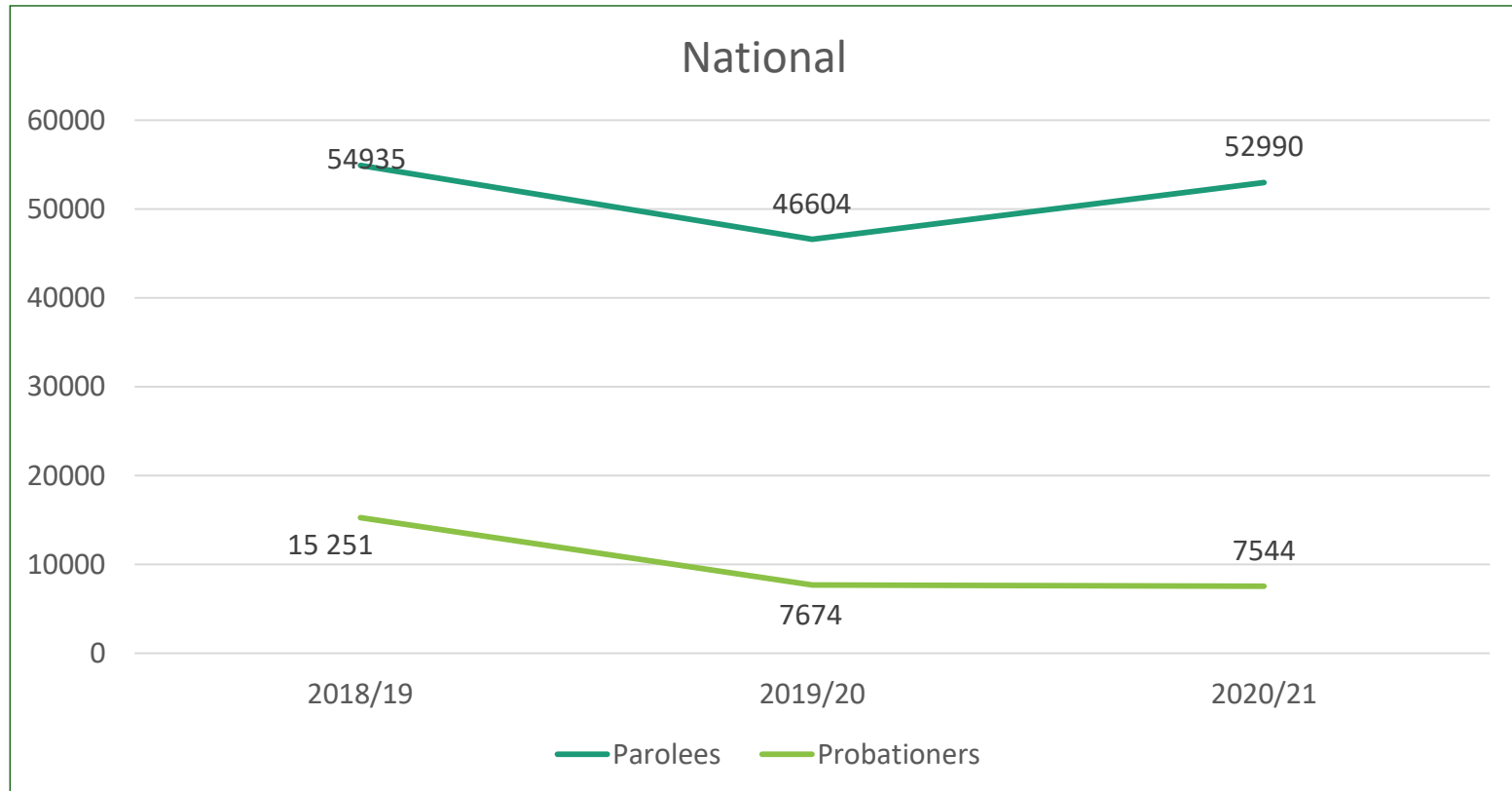
COMCOR CASE LOAD ANALYSIS (Conti..)

- A comparative statistical analysis from 2018/19 – 2020/21 financial years indicate that there is a decline in the probationer case load as follows
 - 2018/19: -49,68%
 - 2019/20: -6,49%
 - 2020/21: -1,69%
- Parolees caseload statistical analysis from 2018/19 – 2020/21 financial years indicate a decline in parolee case load in 2019/2020. This can be attributed to the 2019 special remission.
 - 2018/19: 2,85%
 - 2019/20: -15,15%
 - 2020/21: 13,70%
- NB: Caseload decrease due to 2019 special remission
- Caseload increase due to special parole dispensation
- Caseload on probationers remains lower as the country was on total shut down

NATIONAL TREND PAROLEES & PROBATIONERS 2018/19 – 2020/2021

Graph 8

Graph 8 also illustrate the effect that the 2019 Special Remission had on the national number of parolees. The number went down during 2019/20 but increase again in the 2020/2021 financial year . The number of probationers reflects a sharp decrease of 49.68% (from 15 251 to 7674) between 2018/19 to the 2019/20 financial years.



SUMMARISED REASONS FOR REVOCATIONS FOR 2020/2021

Table 6 summarizes the number of reoffending, loss of support, absconding's and violation of conditions. These offenders therefore had to be readmitted back to the correctional centers, which further contributed to the increase of the current inmate population .

Table 6

Quarter	Reoffending	Loss of support	Absconding	Violation of conditions
1 st	677	59	124	149
2 nd	618	104	101	310
3 rd	1057	137	137	423
4 th	763	136	101	369
Total	3115	436	463	1251
	5.14%	0.72%	0.76%	2.06%

RECOMMENDATIONS TO MANAGE THE REDUCTION OF OVERCROWDING IN DCS

The following recommendations are put forward to manage the reduction of overcrowding:

1. Facilities to conduct audits of correctional centre to inform infrastructure needs and upgrades.
2. Infrastructure to be aligned to the population .
3. Reprioritize correctional centres within regions to cater for the existing offender profile. Reprioritization of infrastructure and accommodation needs to accommodate all categories of inmates.
4. Reclassify correctional centres in line with offender profile and sentencing trends.
5. Implement dimensions of the Overcrowding Reduction Strategy that is within DCS control.
6. Security and facilities to profile the correctional centres to determine the suitability.
7. Integrated planning and joint responsibility by all internal role players in DCS to ensure that the direct and indirect measures listed in the Overcrowding Reduction Strategy are monitored and implemented.
8. Encouraging the use of non-custodial placement for certain categories of sentenced offenders. The Department should continue to advocate for the effective use of sentence conversion and the use of non-custodial sentences to reduce the overcrowding levels.
9. A Management Information Systems must be prioritized to inform effective planning, management and monitoring of the inmate population.

CONCLUSION

Overcrowding in correctional facilities is a multidimensional issue. The causes of overcrowding are not confined to the limits of criminal justice, but extend to other spheres of State responsibility, such as social welfare policies, access to health services, education and employment, among others.

It therefore cannot be addressed only at the level of correction services but requires a holistic and coordinated response from a broad range of authorities, including at the policy level and in society at large.

The increase in offender population continues to present unavoidable challenges of overcrowding in our correctional facilities.

The reduction of overcrowding within correctional facilities, although complex, remains a high priority within the Department.

THANK YOU



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