PART 1: DEPARTMENT OF CORRECTIONAL SERVICES (DCS)
1. **Background**

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

Services are delivered at two points to the community, which is the client of the DCS: the prisons and the community corrections offices. The prisons are usually either in town or just outside town while the community corrections offices are usually situated in the centre of town near the magistrate’s court.

A total of 43 management areas, 69 prison areas and 35 community corrections offices were visited, representing about 25% of all the service points (about 425) of the Department. This covers male and female prisons, juvenile facilities and community corrections offices. Aspects like prison size, "monster" prisons, medium and maximum facilities, rural areas, small towns, cities and former “homeland” areas were covered in the sample.

There are many services rendered at service points. For the purpose of this survey the team members only inspected the reception areas, the visitors' waiting facilities and the contact and non-contact visiting facilities at prisons and at the community corrections offices, only on the site of the office, the reception/waiting facilities and the programme presentation facilities.

2. **Evaluation under each Batho Pele principle**

No official Service Delivery Improvement Programme exists.

2.1 Consultation  (*Citizens should be consulted about the level, quality and...*)
choice of public services they receive and, wherever possible, should be given a choice about the services that are offered)

No specific departmental policy or strategy exists for consultation on the level, quality and choice of services. Regular meetings (at headquarters level) are, however, held with stakeholders of the Department such as -

- the Criminal Justice Cluster (SA Police Services, Department of Justice and DCS);
- Lawyers for Human Rights (eg accessibility of attorneys to prisoners);
- Human Rights Commission;
- National Institute for Crime and Reintegration of Offenders (NICRO);
- Trade unions (rights of own personnel in prisons environment); and
- SA Prisoners’ Organisation for Human Rights (SAPOHR).

It was generally found that whilst the departmental strategic plan specifically identifies the community as DCS’s client, staff on ground level have a narrower view of their clients. Some acknowledge that the community is their client, but their actual day-to-day activities focuses on the prisoner or probationer/parolee as client. Consultation is mostly done with the Department of Justice and the SAPS about the handling of prisoners, probationers and parolees. There is a need to consult with the wider community and other stakeholders.

2.2 Standards (Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect)

Service level standards have been set by the Department. This has been published as a brochure and distributed to all provincial offices. These standards cover all the critical aspects of the services to be provided.

Business Against Crime (BAC) is developing a programme in order to assist greater co-ordination between members of the Criminal Justice Cluster.

There is a large number of prisoners still with death sentences which have not yet been converted, at one prison even 50, and what is more, it is a medium and not a maximum prison!

Prisons were originally built for incarceration and made no or limited provision for correctional services and facilities.
rendered by DCS. Customer satisfaction is not measured. No official performance improvement plan exists.

The following general service level standards are applicable in the Department:

<table>
<thead>
<tr>
<th>SERVICE</th>
<th>STANDARD</th>
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<tbody>
<tr>
<td>Safe custody</td>
<td>No outbreaks from prisons will be allowed.</td>
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<tr>
<td></td>
<td>An escape rate of 0% from outside prisons will be allowed.</td>
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<tr>
<td>Parole supervision</td>
<td>30% of the offender population will be accommodated in the system of community corrections.</td>
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<td></td>
<td>80% successful supervision over offenders must be achieved.</td>
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<td></td>
<td>50% more absconders will be traced by December 1999.</td>
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<tr>
<td></td>
<td>Monitoring will be effected according to policy.</td>
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<td></td>
<td>Offenders will have access to sufficient and valid correctional programmes.</td>
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<tr>
<td>Correctional supervision</td>
<td>As for parole supervision above.</td>
</tr>
<tr>
<td>Education and training</td>
<td>Life skills, literacy training, mainstream education, occupational skills training, vocational training, entrepreneurial training and instruction in recreation will be provided as prescribed.</td>
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<tr>
<td>Health and physical care</td>
<td>Medical support services will be supplied as prescribed.</td>
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<td></td>
<td>[Prisoners who belong to the Zion Christian Church prefer a certain diet according to their faith, whilst Muslims have their own dietary requirements.]</td>
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<tr>
<td></td>
<td>Nutritional services to the agreed standards must be provided.</td>
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<td></td>
<td>The prescribed standards for personal care will be maintained.</td>
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<tr>
<td>Development and support</td>
<td>Religious care to all belief groups will be available.</td>
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<td></td>
<td>Social work services will be available as prescribed.</td>
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<tr>
<td></td>
<td>Psychological services will be available as prescribed.</td>
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<tr>
<td>Re-integration into the community</td>
<td>All prisoners must be subjected to a pre-release programme.</td>
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<td></td>
<td>Support systems must be in place before prisoners are released/placed.</td>
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<tr>
<td>Information service</td>
<td>A 24-hour service will be available to outsiders.</td>
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<td></td>
<td>Media enquiries about incidents at prisons will be answered in three hours.</td>
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<tr>
<td></td>
<td>Research enquiries will be answered in 48 hours.</td>
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<tr>
<td>Labour supply</td>
<td>80% of all prisoners should work.</td>
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</table>
• Work opportunities will be created for 80% of all prisoners.

Industrial products and services
• The Department must be 60% self-sufficient in its needs.
• The Department must provide in 30% of the needs of other government departments.

Area managers must submit a monthly report, called the “Primary Measurement Report”, to the Provincial Commissioners’ offices. This report is a statistical report on the following topics and shows targets (based on the service level standards set out in the brochure “10 Services of DCS” and the targets agreed to in the performance agreement of the area manager) and actual performance with regard to:

• Escapes.
• Injuries.
• Incorrect parole releases/placing.
• Humane detention (complaints received).
• Development services (education, training and treatment).
• Re-integration into the community.
• Efficient resource management.
• Supervision and control over probationers and parolees in the community.
• Prison labour utilisation.

2.3 Access  (All citizens should have equal access to the services to which they are entitled)

Many of the service level standards set targets for access of prisoners to services such as education and training, health care, religious care, social work services and psychological services.

2.4 Courtesy  (Citizens should be treated with courtesy and consideration)

No standards have been set, but one of the set departmental core values, is the recognition of human dignity.

2.5 Information  (Citizens should be given full, accurate information about the public services they are entitled to receive)

DCS has compiled various information brochures such as -
- “The Way Forward” on core values;
- “10 Services of DCS” on the service level standards;
- “Day Parole and Parole Supervision”;
- The new privilege system for prisoners.

In some management areas talks are held on local radio, usually on own initiative but with the approval of the Provincial Office.

2.6 Openness and transparency (Citizens should be told how national departments are run, how much they cost and who is in charge)

No citizens’ reports are published.

2.7 Redress (If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response)

No official complaints mechanism for customers other than prisoners exists.

Most complaints received are from prisoners. Each section head in a prison keeps a diary of complaints received from the prisoners in his/her section. There are also boxes in each section where prisoners who want to remain anonymous can put their complaints - only the section heads can open the boxes. The complaints must be attended to within seven days. Few complaints are received. They are usually of minor nature, but all complaints are addressed. Major complaints, such as assaults, are referred to the police for investigation. No analysis is done, however, to enable management to address recurring complaints.

DCS has decided to institute a Participative Management Committee in the prisons where the prisoners select a body to investigate complaints and advise management thereon. It was suggested that this led to a decrease in the number of complaints received, but as no statistics were available, it could not be substantiated. It is also not certain whether complainants feel intimidated by these committees, or whether its proximity to the source of complaint influences the number of complaints.

Trends in complaints and the number of complaints are discussed at the monthly provincial management board meetings. However, no analyses of complaints are done to facilitate future management decisions in this regard. Enclosed with DCS’s 1998 Annual Report was a booklet focussing on the transformation plan of the Department for the new millennium.
2.8 Value for money  (*Public services should be provided economically and efficiently in order to give citizens the best possible value for money*)

No measurement of value for money has taken place. Measures like staff: prisoner ratios are available. The 1999/2000 budget is based upon unit costs of R 80.82 per prisoner and R 9.54 per parolee/probationer. These are however not true output : input measures since the output of the Department is not prisoners.

Two programmes were being undertaken at the time of the survey. Firstly there is the Asset Procurement and Operating Partnership System (APOPS) which aims to tackle the problem of overcrowded prisons by means of providing correctional facilities to be financed, built, maintained and operated in partnership with the private sector. Two prisons are presently being built by APOPS. The second project is the Prison Operating Partnership (POPS) aimed at operating the new youth centre at Emthonyeni, Baviaanspoort.

3. Corruption

The Department has an anti-corruption policy and an office in which both members and the public can report incidents of corruption to be investigated. During 1998, 224 cases of alleged corruption were reported of which 117 were investigated. Investigations into reported cases of corruption are continuing but are not up to date.

The Department’s Act makes provision for an Independent Judicial Inspectorate and an Independent Prison Visitors Scheme headed by a judge. This inspectorate is to oversee the department’s activities in the interest of prisoners (and as it is independent, for the purposes of transparency). However, the Inspecting Judge responsible for this task has retired nearly two years ago and has not been replaced yet. The Independent Prison Visitors will be appointed by the judge to observe prison conditions for every prison, but with the retirement of the judge, very few appointments were made.

4. Implementation at service delivery points

The majority of staff at service points have heard about the Batho Pele
White Paper. Most staff members, however, do not know the service delivery principles of the Batho Pele. At the end of 1998/beginning of 1999 it was required of the various area managers, on initiative of top management, to launch the Batho Pele. Each section manager was given the opportunity to explain his/her functions to the community. These launches were an introduction of the core business of, and the services rendered by the Department. These launches were generally not well attended. It seems that they were the highlight of the implementation of Batho Pele by DCS, but it was also the end of the programme, as it was not really understood by management as an ongoing process.

At most service points it was found that consultation takes place with a variety of stakeholders. This consultation is, however, unstructured and on an ad hoc basis. Discussions are mostly with the SA Police and the Department of Justice on security topics and the reintegration of offenders into the community. Some area managers will also consult with church leaders on religious care for prisoners and with traditional leaders, prisoners’ families and even farmers, on assisting with monitoring the parolees/probationers.

The involvement of the community structures in the execution of correctional services varies drastically depending mostly on the area managers. In the George area, the management involved some of the community members in education. A previous rector of the technical college, for instance, helped with training prisoners in leather work. In other areas some local people helped to teach mathematics, science and other subjects to prisoners. At one prison the community taught prisoners how to make firelighters and the community sold it to finance community welfare projects.

Whilst performance agreements with senior management do exist, a number of managers indicated that their actual performance against these agreements is not discussed with them. The prescribed monthly Primary Measurement Report by area managers is discussed at the monthly provincial management board meetings. Compared to the individually agreed targets for each area, the various area managers estimate that their actual performance fluctuate between 48 and 100 percent, with the general average at 70/80 %.

The new revised prisoner privileges have been communicated to prisoners and are mostly displayed conspicuously in cells and waiting rooms. Language barriers have been alleviated by the appointment or training of multilingual officials.
Attaining the service level standards set by the Department for education and training, health and physical care, as well as development services (religious care, social work services and psychological services) is severely constrained at service points. The strain of overcrowding limits accessibility to libraries, training facilities and even dining halls (a large number of prisons even have no dining halls!). Furthermore, the infrastructure is not adequate for the high number of youths in the prisons and they are forced to share facilities with adults. Awaiting-trial prisoners do not have access to the same facilities as sentenced prisoners. Some of them spend a long time awaiting trial but meanwhile cannot utilise training, labour and recreational facilities. In most smaller prisons education, training and recreational facilities are not available at all.

Some prisons still have outdated visiting rooms. There are thick glass partitions with no intercoms, but only holed wooden walls for communication between visitors and inmates. Most non-contact visiting rooms are, however, fitted with intercoms. On the other hand the waiting facilities for visitors at most prisons are sufficient, but contact rooms with families (especially in rural areas) are either non-existent or inadequate. The prison waiting room facilities in Gauteng, as compared to other provinces, are on the whole of better quality and more user-friendly.

Most heads of prison are willing to assist with visits to inmates after hours in case of emergencies or on compassionate grounds.

The community corrections office, which assists offenders in their reintegration into the community and exercises supervision and control over offenders, is mostly situated in the towns. This is to accommodate the court process of assessments by community corrections officers. However, most offenders do not live in town, but in the surrounding areas. This means the office is far from the communities where the corrections/monitoring, protection of the community and prevention of relapses into crime must take place. This influences the control and supervision of offenders with community-based sentences. It also affects the reporting of parolees and probationers to the offices as they have to
travel long distances to the offices. Usually they cannot afford the transport fares to report as required. To alleviate this problem, some area managers arranged with the SA Police Services to utilise police stations as satellite reporting stations. Similar arrangements were made with traditional leaders/clergymen.

The physical access to some community corrections offices is not user friendly. In Louis Trichardt the office is housed in the Louis Trichardt Clinic Building, with no indication outside or inside the building that the office is situated there. It is furthermore situated on the second floor with no lift or other facilities to accommodate disabled people. It is also inaccessible by public transport. The waiting facilities at most community corrections offices are not up to scratch. At some clients have to wait on benches outside the building and when on the premises, the waiting area is either sparsely furnished or even used as a storeroom.

It was not always easy to find the prisons as no signs exist to indicate the route to the prisons or the community corrections offices. This is actually a problem relating to most of the services provided by government!

Complaints/requests received from inmates are mainly about transfers to venues nearer home, assaults by fellow inmates and confirmation of release dates. These complaints are usually addressed within seven days. Complaints from communities are rare but one that comes up often in poorer areas is that prisoners and probationers doing cleaning jobs take away work opportunities in the community. No analyses are done to enable management to address recurring complaints.

Whilst resources are limited and the correctional infrastructure is inadequate, it was found that in some areas departmental staff are trying their best to render services to the satisfaction of inmates and the community. Voluntary tutors from the community are used to educate inmates. Community corrections components use satellite reporting offices such as police stations to lighten their daily work load.

The following were also found on the standards at service points:

- Escapes from prisons have been contained. Escapes that do occur are mainly when prisoners are utilised

Two released offenders trained in sheet and metal work are responsible for training locals in a village at Nqamakwe under the Chieftainship of Chief Sobhekwa.

Escapes decreased from 1 244 in 1996 to 459 in 1999.
as labourers on the prison grounds, prison farms and/or in the neighbouring community, such as hospitals, where safekeeping is not as secure as on the prison grounds.

- Development and support services (religious care, social work and psychological services) are provided to inmates. Religious care and social work services are available in most areas, but psychological services are only provided in the bigger centra at 81 of the 223 prisons. All the prisoners referred by the courts (415) and identified suicide risks (545) were attended to. The target for the management of prisoners with emotional problems or mental disturbances was 9,840 for 1999 and 11,584 prisoners were actually treated.

- Education is provided through courses such as ABET, grades 10 + 12 and also voluntary correspondence courses for adults. Occupational skills, vocational and entrepreneurial training, as well as instruction in recreation also take place. During 1999/2000 the total target set for the various education and training courses (the number of certificates issued and school subjects passed) was 13,151 and the actual performance achieved was 14,712. Unfortunately there is a shortage of teachers.

- Due to limited facilities and/or management skills, labour utilisation ranges from about 20 to 60%, with a national average of about 60%. The target is 80%.

- Due to vast areas and bad roads only 72% (against a target of 80%) full supervision of offenders on correctional supervision could be attained.

- About 80% monitoring of parolees was attained due to assistance from outside.
• Whilst the communications component has issued a brochure on service level standards, this and other similar brochures are generally not available at service points. Posters with the core values of the Department are displayed in public areas at most prisons.

• In order to make correctional services more transparent to the public, authority to approve visits by the public to prisons has been delegated to the heads of prison. In a few provinces, radio talks by area management in the local languages are encouraged in order to promote correctional services to the community. This is important because in a large number of the areas the population has low literacy and never read newspapers, but they do listen to the radio. Information is also spread through participation on public holidays or AIDS-day events.

• Name tags are worn to a limited extent despite being prescribed. Various excuses for not wearing them were tendered, mainly change of uniforms.

5. Good practice examples

5.1 Utilisation of police stations as satellite offices

In the Northern Province it was found that, due to the vast areas to be covered, extensive use is made of remote police stations as satellite offices for reporting by parolees. This saves time and travel expense for the parolee AND alleviates the tasks of the already overburdened community corrections officers.

To assist poor and unemployed parolees/probationers who can not afford the transport costs, a few (only about three out of 43 areas visited and then mainly in the Southern Cape) community corrections managers let their officers visit adjoining towns on certain predetermined days each month to allow parolees/probationers to report in. One such area is Oudtshoorn which uses police stations as basis on alternate days in Calitzdorp, Deyseldorp and De Rust.

5.2 Supervision of parolees

At Pietersburg there was a problem with rural families not willing to accept
offenders back into the community if they did not serve their full prison sentence. Arrangements were made with a congregation which baptised some prisoners to take responsibility for the offenders' supervision/reintegration. The main parole condition was that the parolees must attend church services every Sunday and the priest must report to DCS.

The area management at Vryheid negotiated with the traditional leaders to provide facilities for a community corrections office in their area. Assistance is also provided by the leaders for the supervision of parolees and probationers.

5.3 Drug rehabilitation programme

At the prison in Mosselbay the social worker started a voluntary drug rehabilitation programme with the District Surgeon and Alcoholics Anonymous. Prisoners with drug problems such as dagga, tobacco, alcohol and mandrax addiction can voluntarily undergo tests, a rehabilitation programme and repeat tests. When a clean of drugs certificate is issued to the participant. After release the person may come back for follow up tests. It was found by the social workers that these parolees are more easily integrated back into the community.

5.4 Community care centre

The Knysna management are involved with other departments and NGOs in establishing a community care centre, called Kwanakatola - Place of Peace, in a Xhosa speaking area. This community involvement enhances the visibility and acceptability of the community corrections officers in the community. It is being considered that this community care centre may in future be used as a satellite office for community corrections.

5.5 Information brochure

The management at Barkly West designed their own information brochure to give to visitors. In this way, full information on the visiting hours to sentenced and awaiting-trial prisoners is given and also what the privileges of the different categories of prisoners are. The names and telephone numbers of the relevant managers are also divulged in the brochure. This type of brochure can unfortunately only be of value in areas where the population is literate.

5.6 Management visiting programme
The Provincial Commissioner in the Western Cape has a programme to visit all his management areas systematically throughout the year. Furthermore each of the provincial departmental heads has a schedule to also visit the various areas and report monthly on the visits, problems encountered and corrective steps taken to resolve the problem or improve the situation.

6. Constraints/problems

The main constraints in the delivery of effective and efficient service by the Department are inexperienced managers and their lack of training in applying the principles of the Batho Pele White Paper, poor infrastructure, the overcrowding of prisons and the attention given by management to the community corrections service.

6.1 Inexperienced managers

Inexperience and lack of training of managers in applying the principles of the Batho Pele White Paper cause problems. Managers are not sure how to approach service delivery improvement. They are trained for their task as correctional services officers, but not in improvement of service delivery. They are not service orientated and do not know how to apply the service delivery principles.

6.2 Infrastructure

A large number of the facilities are old. Prisons were previously designed for incarceration and not rehabilitation. In certain prisons there are no dining halls, libraries, education and training facilities, workshops or recreational areas. There is also no office space available for social workers, psychologists and educators. Heads of prison have to use their initiative to provide some of the services they are required to provide.

The visiting facilities are not adequate to handle visitors. Some non-contact rooms are too small to handle the number of visitors. Communication is hampered by the non-existence of audio equipment and even paint blocking the holes in the communication wall between the visitor and the prisoner. In some instances the window between prisoners and visitors is small and so high that visual contact is limited. Most old prisons do not have contact visit facilities. Open areas, offices and passages are used, which is not only problematic for the visitors/prisoners,
but also poses a high security risk for DCS, putting further strain on staff numbers as more supervisory staff are needed. In some offices visits take place while correctional services staff attend to other duties.

Most prisons do not have facilities to cater for a diverse categories of prisoners. First of all, no facilities for awaiting-trial prisoners were provided for. In some prisons there are maximum prisoners, male and female prisoners, juveniles and even children under 16 years old. Heads of prison are required to provide separate facilities for each group. This means that some sections, or even cells, must be earmarked for different groups of prisoners. Prisoners are then held in cells for longer periods since they may not jointly use the facilities such as the recreation area. Libraries and education rooms are also used as cells. More members are used in supervision capacity and due to security reasons working parties cannot be taken out. Not only are members strained, but the forced incarceration frustrates prisoners and complaints and assaults increase.

It was found that labour utilisation is sometimes as low as 15/20% (against a target of 80%). The non-existence of facilities such as farming areas and workshops leads to this. Due to under-staffing, which limits the taking out of working parties, and also the sensitivity to possible escapes, other venues of labour utilisation, such as community projects, are not exploited to their fullest extent.

Recreation facilities are limited in most prisons. The combination of various groups in other prisons where they may exist, also place a strain on their use. Prisoners get frustrated when they just lie about and this leads to complaints and assaults which also place a further burden the already overworked members.

6.3 Overcrowding of prisons

Management indicated that they have to manage with current staffing levels at service points, although the prisons are over-populated. (Establishments are based on the approved population for prisons.) The overpopulation has a negative effect on personnel as the excessive numbers put additional strain on them.

Over the past few years it has become practice to keep awaiting-trial prisoners in the prisons. The SAPS has limited capacity to keep such prisoners and the backlog in investigations and court appearances forced
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DCS to accommodate these prisoners. This had the following effects:

- A great burden is placed on the capacity of DCS and it is forced to release sentenced prisoners early. These parolees must be attended to in the community, which increases the workload of the community corrections officers. Usually no new posts are created for this additional workload.

- DCS cannot train or use the labour of the unsentenced prisoners as they are not “official” inmates of the prisons and do not fall under the Correctional Services Act. This leads to boredom and increases the supervision over prisoners. Incidents of assault under awaiting-trial prisoners are high.

- Administratively these prisoners are also a burden as they have to be processed every time they enter or depart from the prison to the courts. Some cases take up to 18 months to be finalised. Meanwhile the same prisoners are processed regularly, even weekly and daily.

- Overpopulation also places additional pressure on the existing facilities and the morale of the personnel. Maintenance problems are created as the prisons were built for a certain capacity. Facilities such as kitchens and toilets are continuously in need of repair and maintenance.

The infrastructure is not adequate to handle the increasingly high number of youth offenders in the prisons. They are forced to share facilities with adults, which decreases available facilities for the adult population. The Emthoyeni youth centre in Gauteng has just been completed and some juveniles have been transferred there.

6.4 Attention by management to the community correction services

A target set by DCS is that 30% of the offender population will be accommodated in the system of community corrections by December 1999 (presently about 27%). In all the discussions with management it was apparent that the activities of the community corrections offices do not receive the same attention as prisons. This may be partly due to the fact that managers are based at prisons whilst the community corrections office is located away from the prison.

6.5 Lack of IT Technology
Another constraint experienced at the community corrections offices is the lack of information technology. Firstly, it was indicated that in a large number of the offices, officers did not receive adequate training (in some instances none at all) in the operational use of computers. Secondly, in a number of cases the computers were not installed due to lack of cabling or just not connected. Lastly the use of the intra-departmental management information record system on all prisoners, parolees and probationers in South Africa was unknown to the heads of community corrections. This means that all information is not captured on computer in order to keep proper record. It also means that parolees/probationers may be in prison or parole/probation elsewhere in the country while an area’s records show them as absconders who cannot be traced. All these factors inhibits the delivery of an efficient service.

6.6 The organisational design

The organisational design of the Department appears to be top heavy on the management/administrative side. The country has been divided into nine regions as per the provincial political boundaries, but the management areas under the Provincial Commissioners range from seven to forty-one, with an average of twenty-four. This uneven spread of responsibility between provincial commissioners may influence service delivery as the span of control in some provinces are too wide to handle effectively.

Provincial offices have up to 80 staff members controlling different functional tasks of the area managers. This includes functions such as human resources, financial management, logistics, etc. Some of these same tasks are executed by area management, maybe on a smaller scale. Speedy execution of tasks such as maintenance, is hampered by the cumbersome bureaucratic communication lines and unwieldy procedures.

6.7 Staffing ratio

The staffing ratio in the area manager’s office in relation to the line
functions in some areas is of concern. In the Area Management: Riebeeck West, for instance, the total establishment is 66 of which 21 (32%) are in the manager’s office, leaving only two thirds to work in the prison. In addition, some of the members working in the prison also do administrative work such as purchasing, reception, etc, which could be done by the area management which is on the same premises.

There are management areas (such as Barkly West and Riebeeck West) with only one prison and no community corrections office. Such areas could easily be combined with neighbouring areas under one area manager, saving posts for the execution of line functions.

6.8 Lack of addresses

The lack of addresses and the confirmation thereof in informal settlement areas creates problems with the releasing and monitoring of parolees/probationers. This also put additional pressure on the workload of the community corrections officers.

6.9 Reluctance of community to get involved

Due to the high unemployment rate in some areas the community does not want early release of prisoners on parole as the community can not care for them if they are unemployed. The community also do not want probationers as they usually do community work that could have provided an income for an unskilled person. All these factors place an extra burden on community corrections officers trying to win the co-operation of the community. It also keep prisoners in prison who could have been released on parole and as such furthers overcrowding.

6.10 Imposing of sentences

The manner of sentencing by magistrates is also a problem experienced. In some areas the magistrates are not keen on sentencing offenders to correctional supervision. One of the reasons is that they take into consideration the expectation of the community that offenders should go to prison. Other magistrates just do not cooperate in the speedy handling of cases or sentencing to correctional supervision.

6.11 Lack of transport
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The availability of sufficient and the right kind of transport, is a further constraint on service delivery by the community corrections offices. They are heavily dependent on transport for monitoring. Some areas are inaccessible due to poor or no roads at all. There is a need for trucks or even a 4X4. Some areas are so bad that the officers must leave their vehicles and walk for long distances.

6.12 Aids

In areas where there is a high incidence of AIDS/HIV, prisoners need special treatment like medicines, extra food and fresh fruit. When the prisoners are released on parole they are unable to get work and, on the other hand, they and their families cannot afford hospital treatment and medicine. In these areas prisons are compelled to keep prisoners suffering from AIDS-related diseases for the full term of their sentences because their families do not want the extra burden on them. This leads to increases in overcrowding putting further strain on facilities. As no special financial arrangements for these extra expenses seem to have been made, they have to be defrayed from the normal budget. This drains finances which should have been used for the provision of other services.

7. RECOMMENDATIONS

To implement the Batho Pele successfully and to improve service delivery at grass-roots level on the aspects highlighted in this report, the following recommendations are made:

7.1 Service Delivery Improvement Programme

A Service Delivery Improvement Programme must be drawn up for the Department as a whole and for each functional area.

7.2 Guidelines

(a) Area managers must be provided with guidelines on

- the need for consultation;
- who to consult;
- what the consultation should be about; and
- how the consultation should be conducted.
(b) Guidelines on the methodology for measurement of performance against service standards must be issued to all managers.

(c) The Department of Public Service and Administration must provide departments with Batho Pele implementation guidelines that must be incorporated in training courses for managers.

7.3 Information

To improve information about the services of the DCS, the Department, in collaboration with Provincial Offices, must:

(a) Develop a formal complaints system for clients other than prisoners.

(b) Develop a non-prisoners communication programme utilising the local radio stations for phone-in programmes, giving general information on prisoners’ privileges, visiting hours and the role the community can play in the reintegration of offenders.

(c) Display service level standards, detailing targets and performance, at all service points.

(d) Distribute the brochures on the “10 Services of DCS” and “Services Rendered by the Department of Correctional Services” more rigorously at service delivery points.

(e) Enforce the policy on the wearing of name tags to assist visitors in identifying persons they need to see and, in case of poor service, who to complain about.

7.4 Training

The training programme of the Department should include modules on service improvement.

7.5 Utilisation of community structures

To enhance the monitoring and reintegration of parolees/probationers back into society, the following options need to be better exploited:

(a) The utilisation of community structures.

(b) Officers going to specific venues, such as police stations,
adjoining towns on certain days to assist reporting by parolees/probationers, could also be considered for providing better service.

7.6 The management of the justice system

To regulate the management of court cases

(a) A Justice Management System must be developed in collaboration with the Department of Justice, the Department of Correctional Services and the SA Police Services.

(b) This system must enable managers to trace the reasons and reduce:

- the high incidence of awaiting-trial prisoners;
- the delays in court appearance;
- the uncoordinated forward and return journeys to court; and
- the regular postponement of court cases.

7.7 Youths awaiting trial

The handling of youths awaiting trial should be addressed in conjunction with the Provincial Departments of Welfare and Social Services.

7.8 Utilisation of resources

The Department should investigate the possibility to utilise the abundance of labour in prisons to provide shelters for visitors and make furniture for own use.