

**Analysing the effectiveness of the rehabilitation and reintegration programmes
at the Kgosi Mampuru II Correctional Facility**

by

MAKABONGWE SIPHESIHLE MAGOSO

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DECLARATION

I, Makabongwe Siphesihle Magoso, declare that the work contained in this study hereby submitted to the University of Pretoria for the degree of Master of Public Management and Policy has never been submitted to this or any other university. I also declare that this study is my work in design and in execution, and that the material contained here has been duly acknowledged.

MS Magoso

06 September 2022

Signature

Date



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DEDICATION

I dedicate this study to my son, Sibanesihle Magoso, and my nephews Ntandoyenkosi Sosibo and Kwandokuhle Magoso.



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LIST OF ACRONYMS

DCS Department of Correctional Service

NPM New Public Management

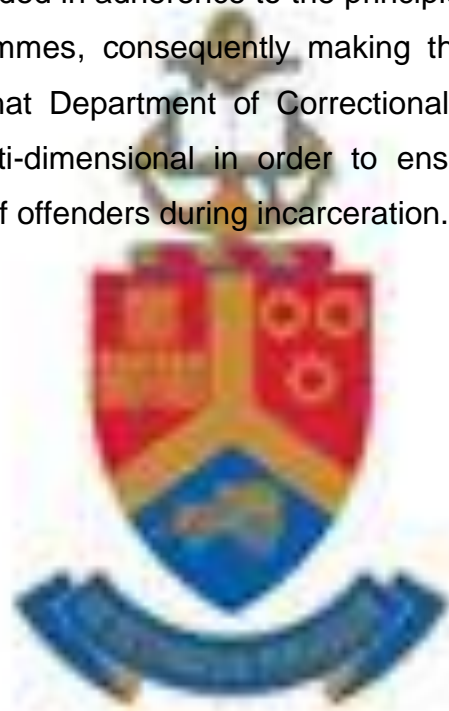
RNR Risk-need-responsivity



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ABSTRACT

A high recidivism rate has called for the evaluation of rehabilitation and reintegration programmes offered in correctional centres. The study analyses the effectiveness of offender rehabilitation and reintegration programmes and the perceived impact that the programmes have on the lives of offenders. A qualitative methodology was employed in the context of a qualitative research design, using semi-structured questionnaires with offenders and semi-structured interviews with correctional officials participating in rehabilitation and reintegration programmes. The data was analysed using thematic analysis which is an independent and reliable approach to qualitative analysis. The findings suggest that rehabilitation and reintegration programmes are not provided in adherence to the principles of effective rehabilitation and reintegration programmes, consequently making them ineffective. The study therefore recommends that Department of Correctional Services provide officials with training that is multi-dimensional in order to ensure accurate assessment, allocation and treatment of offenders during incarceration.



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CHAPTER 1: INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 INTRODUCTION

Correctional centres are regarded as the breeding ground for criminality, punitive dictatorship and a place where bad people belong (Department of Correctional Services 2005: 4). To mitigate this narrative, the mandate of correctional centres was redefined from the punitive era to that of corrections and the rehabilitation of offenders. Offenders face a myriad of challenges during incarceration and upon release. According to Chikadzi (2017:288), there is marked resistance to accepting offenders, such that the stigma defeats efforts to rehabilitate and reintegrate offenders. This disadvantage affects both the offenders and society. The change in name by the democratically elected South African government to the Department of Correctional Services (DCS) indicates that the intention is to move from mere incarceration to corrections and rehabilitation of offenders (Cheliotis 2008).

The new correctional system requires offenders to be incarcerated in humane conditions with the intention to rehabilitate and reintegrate them into society as law-abiding citizens with the ability to contribute positively in their communities after completing their sentences (Department of Correctional Services 2005:8). However, this is not always the case. Khwela (2015) indicates the general numbers for recidivism are that 50% to 70% of offender's reoffend within a period of three years. This study acknowledges that the success of reducing recidivism largely depends on the rehabilitation and reintegration programmes that offenders receive while incarcerated. Khwela (2015) argues that one of the most impactful aspects of rehabilitation and reintegration programmes are those that are educational, and these programmes have the potential to reduce the rate of recidivism by at least 29%.

According to Esperian (2010:316), government should invest in educational programmes (for the purpose of this study these include rehabilitation and reintegration programmes) for the offenders. Empowering and educating an offender reduces potential recidivism and the costs associated with long-term housing of

incarcerated offenders (Esperian 2010:316). The study therefore seeks to assess the effectiveness of government policy implementation, focusing on programmes rendered at the DCS to prepare offenders for rehabilitation and reintegration in an effort to curb recidivism.

The chapter entails a description of the theoretical orientation, the problem statement, the research objectives and questions that guide the study, as well as a discussion of the theoretical foundation for the study. The research methodology, significance of the study and preliminary chapter layout conclude this chapter.

1.2 THEORETICAL ORIENTATION

Tang (2010:51) posits “Serving a correctional sentence should never be a waste of time.” The period of incarceration allows correctional centres the opportunity to reform and rehabilitate offenders, it helps equip offenders with the mind-set and expertise to lead a happier life, all with one goal in sight: decreasing the probability of an offender to re-offend upon release (Sachitra & Wijewardhana 2020:15). “One less recidivist means one less crime, which means one less victim of crime and one less harm caused” (Tang 2010:51), all resulting in a safer society. This aligns to the objective of the DCS to maintain and protect a just, peaceful and safe society (Department of Correctional Services 2005:6).

In this study, effective rehabilitation and reintegration programmes are defined as those that not only place emphasis on whether the offender reoffends or not, but also the time they remain free. According to Hornby (2010:56), the word effective refers to the successful production of expected or planned results. In the context of this study, effective rehabilitation and reintegration programmes are those that aim to reduce the percentage of recidivism and produce the longest possible delay, with the ultimate objective being the absence of reoffending (Martín *et al.*, 2010:402). Included are programmes that focus not only on the offenders, but also on the environment they return to and the new life they will live as reformed citizens (Spencer & Jones-Walker 2004:89).

Greenberg (1977) in Gona, Mugari & Zondayi (2014:110) observes that as a measure for offender rehabilitation and reintegration, secure and humane control is not enough. Gona *et al.* (2014:111) encourage that correctional services should offer programmes that transform offenders physically and morally. Rehabilitation is a unique tool that “consists of a wide range of services that empower the individual, placing the individual in control of both their own rehabilitation plan, but also as a shaper of national and international rehabilitation policy (Rehabilitation International 2010:1).”

Hudson, Hunter & Peckham (2019:1) argue that policies do not succeed or fail on their own merits; however, their success depends on the implementation process. The White Paper on Corrections (Department of Correctional Services 2005:11) makes a commitment to provide needs-based rehabilitation and reintegration interventions. Mnguni (2011:56) states that “this type of rehabilitation poses a challenge to the department in terms of implementation”. The focus of this study is the effectiveness of rehabilitation and reintegration programmes, and therefore, programme implementation is a critical component that needs to be reviewed in the aim of understanding whether rehabilitation and reintegration programmes are effective and possible reasons that contribute to this phenomenon. Knoepfel *et al.* (2011:136) define policy implementation as activities involved in the execution of a legislation. Molobela (2019:211) defines policy implementation as “the process of translating a policy into actions and presumptions into results through various projects and programmes”. In this study, programme implementation is defined as activities involved in the execution of the rehabilitation and reintegration policy.

Rehabilitation and reintegration programmes are considered effective if they reduce the risk which offenders pose upon release and subsequent recidivism, which is the act of committing crime again after having served a correctional sentence (Hamsir, Zainuddin & Abdain 2019:120). It is one thing to have models that are considered as the “what works” principles to guide how to design effective rehabilitation and reintegration programmes, but it is quite another to implement them effectively, argue Bourgon, Bonta, Rugge and Scott (2010:7). Studies by Barlow (2010) and

Cronje (2012:24) indicate that 50% to 70% of offenders reoffend within a period of three years, raising the question of how effective are the correctional rehabilitation and reintegration programmes offered in correctional centres. This highlights the importance for effective implementation of offender programmes, in order to achieve the objectives of the policy (Hamsir *et al.*, 2019:114). Hanson *et al.* (2009:23) argue that not all correctional rehabilitation and reintegration interventions reduce recidivism. Hanson *et al.* (2009:24) further report in their study that the effectiveness of treatment increased according to how many Risk-Need-Responsivity (RNR) principles were adhered to.

The “what works” model also referred to as the principles of effective rehabilitation denotes the RNR Model (Andrews & Bonta 2007). Ward and Maruna (2008:67) posit the rehabilitation goal is to “intervene so as to change those factors that are causing offenders to break the law. The assumption is made that, at least in part, crime is determined by factors i.e. anti-social attitudes, bad companions, dysfunctional family life”. Therefore, the aim and focus of the RNR Model is to change the causal factors of crime (Du Plessis 2018:19) and to provide guidelines on how to organise and deliver offender rehabilitation and reintegration programmes (Serin & Lloyd 2017:2). To achieve the goal of rehabilitation and reintegration, address factors causing crime, prevent re-offending, improve lives of offenders and protect the society (Du Plessis 2018:19), the RNR Model represents the *who*, *what* and *how* of rehabilitation and reintegration interventions (Serin & Lloyd 2017:2).

The *who*, *what* and *how* of the model follows three principles: the risk principle, the need principle and the responsivity principle. The risk principle identifies who interventions should focus on treating (Andrews & Botha 2010:45). Higher risk offenders require more treatment compared to lower risk offenders who need less treatment (Bonta & Wormith 2013:81). The need principle should target predictors of crime, also called criminogenic and non-criminogenic needs (George 2016:8). The principle states that treatment should address dynamic, changeable risk factors or criminogenic needs of the offender (Bonta & Wormith 2013:81). The responsivity principle refers to the characteristics associated with rehabilitation and reintegration

programme delivery. George (2016:9) states that the primary focus is to tailor programmes and resources to the learning style and abilities of offenders.

Hudson *et al.* (2019:7) state that effective policy implementation necessitates an implementation support mechanism. Allcock, Dorman, Taunt and Dixon (2015:13) point out that those who work as policy implementers, on the front line, know more about the challenges of implementing policy than policy-makers. According to Hudson *et al.* (2019:7), it is crucial for the implementation support mechanism to consider the perceptions and experiences of those who inform the implementation process, promote policy implementation, assess existing capacity to deliver, assess what is being done well, assess areas of improvement and build new capacity for policy implementation. Andrews (2006) posits that there are a number of implementation factors that influence the quality or integrity of the programmes that are delivered at correctional centres. Bourgon *et al.* (2010:7-9) identify three major challenges with implementing effective rehabilitation and reintegration programmes, and these are discussed below.

1.2.1 Jurisdictional prerequisites

Bourgon *et al.* (2010) argue that in order to facilitate a quality implementation, prerequisite conditions are necessary. They state that correctional centres must utilise a validated risk-needs assessment instrument and that policies of rehabilitation and reintegration should be congruent with the principle of risk (i.e. higher-risk offenders should receive higher levels of service). Another prerequisite is managerial support. This means that managers have to provide the necessary time and resources. This involves top-down commitments to support correctional officials to effectively implement rehabilitation and reintegration programmes. Clawson, Bogue and Joplin (2005:5) emphasise the importance of skills, tools and resources. They argue that these are essential in providing effective rehabilitation and reintegration programmes, which aim to reduce risk and recidivism of offenders.

The study concurs that effective delivery of rehabilitation and reintegration programmes requires staff to have sufficient time and adequate resources, as well

as feedback mechanisms (Astbury 2008:41). The study further concurs that lack of infrastructure, sufficient financial budget and low ratio of staff to offenders affects the effectiveness of correctional programmes. Muthaphuli (2008:73) states that officials are responsible for offenders from the day of admission to the day that they are released back into society. This highlights the critical role which officials play in the rehabilitation and reintegration of offenders, hence the study intends to emphasise that managerial support, supervision, skills, tools and resources are important to assist correctional officials to enable behavioural change in offenders.

1.2.2 Training

Training aims to equip correctional staff officials with new skills and knowledge (Bourgon *et al.*, 2010). Training also aims to make officials understand their role in the rehabilitation and reintegration process of offenders (Labane 2012:86). Training is the starting point to initiate a change in correctional officials' behaviour when working with offenders. Furthermore, training aims to equip officials with the necessary skills to influence offender cognitive decisions, attitude and to be able to assist offenders to bring about change in themselves (Bourgon *et al.*, 2010:8). Clawson *et al.* (2005:8) support this view by stating that "officials need to relate with offenders in sensitive and constructive ways in order to intrinsically motivate offenders".

Training must demonstrate purpose to officials, and it should be relevant in terms of the language in which it is facilitated, what they will learn from it and how it aligns to their daily duties (Bourgon *et al.*, 2010: 8). Training assists officials to be able to examine their own attitudes and cognitions about crimes committed by offenders and the rehabilitation and reintegration process, and it aims for officials to introspect their behaviour behind "closed doors" (Bourgon *et al.*, 2010:8). It equips correctional officials with strategies to handle and overcome challenges i.e. unmotivated offenders (Labane 2012:86). Offender motivation and willingness to participate in rehabilitation and reintegration programmes requires trained personnel that understand the principle of responsivity (Astbury 2008:36-37). Astbury (2008) argues

that officials need to be able to use motivating techniques to persuade offenders to participate willingly in rehabilitation and reintegration programmes.

Shalihu, Pretorius, Van Dyk, Vanderstoep and Hagopian (2014:9 72) maintain that the rehabilitation process is daunting on officials who lack professionalism. Ngozwana (2017:234), in a study aimed at assessing adult offender perceptions of rehabilitation programmes in Africa, reports that adult offenders indicated that they were not motivated to participate in rehabilitation and reintegration programmes due to lack of professionalism by correctional officials. The study argues that to successfully deliver the treatment of offenders, programmes need to be delivered by well-trained staff. Clawson *et al.* (2005:8) contend that to “successfully deliver the treatment of offenders, staff must understand anti-social thinking, social learning and appropriate communication techniques”. The study aims to draw attention to the importance of training correctional officials, as Labane (2012:89) states that for correctional centres to function and execute their mandates effectively and be able to successfully undertake the process of rehabilitation and reintegration, professional behaviour is a prerequisite.

1.2.3 Skills maintenance

“Repetition is the hallmark of skills maintenance” (Clawson *et al.*, 2005: 8). The authors emphasise the importance of providing ongoing supervision and training to officials in different formats to maintain the skills, knowledge and effective delivery of rehabilitation and reintegration programmes.

Policies determine guidelines, systems and relationships that govern service delivery, yet even the best policies can encounter implementation challenges (Mthethwa 2012: 45). It is for this reason that Astbury (2008:33) states that effective programmes should continually monitor implementation and rigorously evaluate outcome. The study argues that “knowledge prevents disaster” as stated by Bayse (1995) in Matetoa (2012:151). The environment in which correctional officials’ function is a constantly changing one. As society changes, the complexity of the profession and its knowledge base increases, and this requires advanced skills,

education and development (Matetoa 2012:164). With more skills development and education, the officials become willing to work enthusiastically towards achieving challenging job tasks and activities, thus positively influencing their work ethic, performance and professionalism (United Nations Office on Drugs and Crime 2011:2).

Correctional officials who are involved in continuous learning have the opportunity to gain a more thorough understanding of society. This enables them to effectively communicate with offenders and thereby assist to improve the operations of correctional centres. Furthermore, skills maintenance, development and education enable officials to have new ideas and concepts that could improve the function of correctional centres (Matetoa 2012:167).

The rehabilitation model emphasises that criminogenic needs are causal factors of crime, which should, within the context of the study, become the identified rehabilitation and reintegration needs of offenders. Principles of the RNR Model and effective implementation of rehabilitation and reintegration programmes are utilised to underpin the aim of this study, in that the researcher agrees with the premise that rehabilitation and reintegration could be enhanced in the DCS if offender rehabilitation risk, needs and responsiveness as well as skills training and development needs by correctional officials can be identified. The study concurs that meeting the rehabilitation risk, needs and responsiveness of offenders through skilled correctional officials can result in the prevention of re-offending and a safer society.

1.3 PROBLEM STATEMENT

Studies indicate that 50% to 70% of offenders reoffend within a period of three years (Barlow 2010; Cronje 2012:24; Khwela 2015:407). This is echoed by Nunez-Neto and James (2015: 11) who states that nearly three quarters of all released offenders re-offend within five years and about six out of ten are sent back to correctional facilities. The phenomenon of recidivism is pandemic (Chikadzi 2017:288). Recently, the Parole Board in the Western Cape was expected to go back to the drawing board after several parolees were implicated in heinous crimes (Shange 2020). In one of

the latest incidents, an eight-year-old child was allegedly kidnapped and killed by a 54-year-old parolee (Shange 2020). Times Live (2020) further reports that the parolee appeared in court for the abduction, rape and murder of an eight-year-old boy. "He should not have been released on parole" were the words uttered by President Ramaphosa addressing the residents of the Cape Flats at the funeral (Times Live 2020).

Evidence of rehabilitation and reintegration programme effectiveness provide little clarity on how programmes work and why they work for some offenders and not others (Maruna 2001). The DCS is tasked with the responsibility of incarceration, rehabilitation and reintegration of offenders. In essence, their responsibility is to ensure that sentenced offenders do not resort to criminal activities upon release, however, this is not the case. The high rate of recidivism upon the release of offenders clearly indicates that offenders return to the life of crime even after attending these rehabilitation and reintegration programmes. Lekalakala (2016:124-125) states that the DCS face challenges of inadequate funding, resources, overcrowding and corruption, which ultimately contribute to the impediment and ineffective implementation and execution of rehabilitation and reintegration programmes. This is consistent with numerous studies on the effectiveness of rehabilitation and reintegration programmes (Gona *et al.* 2014:116; Thinane 2010:25; Uche, Uche, Ezumah, Ebue, Okafor & Ezegbe 2015:170).

The challenge of ineffective implementation of rehabilitation and reintegration policy remains despite the pronouncement by the Minister of Justice and Correctional Services to review the Criminal Procedure Act 51 of 1977 and the Correctional Services Act 111 of 1998, and to review the parole system to respond to the challenges of rehabilitation and the reintegration of offenders. The reoffending rates have triggered a debate about the effectiveness of rehabilitation and reintegration programmes offered in correctional centres, and the preparedness to reintegrate offenders into society. The rate of reoffending poses a question of whether rehabilitation and reintegration programmes contribute to changing the behaviour of offenders (Lekalakala 2016). The DCS introduced the White Paper on Corrections in

2005 as part of building the system and entrenching the new correctional centre regime. The White Paper provides a new framework on programmes that the Department must offer offenders as part of rehabilitation and reintegration. These programmes include amongst others basic and higher education, skills development, spiritual care, and psychosocial and restorative justice programmes (Department of Correctional Services 2005:63). The aim is to give offenders new hope and encouragement to adopt a lifestyle that results in a second chance towards becoming the ideal South African citizen (Department of Correctional Services 2005: 61).

Since the introduction of the White Paper in 2005, progress has been made to improve the conditions of correctional centres. However, as more offenders transition back into the communities, higher crime rates and many other social ills related to the issue of reoffending are being reported (Lekalakala 2016:1). This has led to the need to analyse the effectiveness of rehabilitation and reintegration programmes at the DCS. This study will focus on the Kgosi Mampuru II Correctional Facility as a case study. The rehabilitation and reintegration process, as stated in the White Paper, aims to correct offending behaviour, enhance human development, and promote social responsibility and positive social values amongst offenders (Department of Correctional Service 2005:12). It is against this background that there is a need to analyse the effectiveness of the rehabilitation and reintegration policy.

There are currently 5750 offenders at the Kgosi Mampuru II Correctional Facility. The Centre is composed of different categories of offenders: offenders serving a life sentence, medium sentence offenders, a female section and awaiting trial offenders (Department of Correctional Services 2019). The Centre offers education and skills development, spiritual care, psychosocial and restorative justice programmes as part of its rehabilitation and reintegration programmes (Department of Correctional Services 2019). The study therefore aims to analyse the effectiveness of these rehabilitation and reintegration programmes.

1.4 RESEARCH OBJECTIVES

The purpose of the study is to analyse the effectiveness of rehabilitation and reintegration programmes at the Kgosi Mampuru II Correctional Facility. The research objectives include to:

- describe the theoretical framework measuring programme effectiveness and determine factors that affect the effectiveness of rehabilitation and reintegration programmes at correctional centres;
- analyse the legislation and policies enabling effective implementation and execution of rehabilitation and reintegration programmes;
- identify the rehabilitation and reintegration programmes implemented by the Kgosi Mampuru II Correctional Facility; and
- propose recommendations for implementation and evaluation of rehabilitation and reintegration programmes offered to offenders at the Kgosi Mampuru II Correctional Facility.

1.5 RESEARCH QUESTIONS

The research questions supporting the study are:

- Which factors affect the effective implementation of rehabilitation and reintegration programmes?
- What are the legislation and policies for effective implementation and execution of rehabilitation and reintegration programmes?
- What rehabilitation and reintegration programmes are offered at the Kgosi Mampuru II Correctional Facility?
- What are the factors against which the effectiveness of the implementation of the rehabilitation and reintegration programmes at the Kgosi Mampuru II Correctional Facility are evaluated?
- What recommendations are made to improve the implementation of rehabilitation and reintegration programmes at the Kgosi Mampuru II Correctional Facility?

1.6 CENTRAL THEORETICAL STATEMENTS

Ineffective rehabilitation and reintegration programmes are largely responsible for recidivism (Ntuli 2000 in Thinane 2014:1). Dissel (2008:172) argues that correctional centres are not the best institutions in which rehabilitation can take place, and they do not produce the best results. Supporting this view are Hesselink-Louw and Schoeman (2003:158), who argue that the most effective environment to rehabilitate offenders is one where different therapy techniques are utilised. They further argue that it is important for a multi-disciplinary approach to render inter-related services to offenders and that it is representative of different disciplines and expertise relevant to offender treatment to reduce recidivism (Hessenlink-Louw & Schoeman 2003). Dissel (2012:8) notes that results or the outcome of programmes depend on who delivers them, what programme is delivered, how it is delivered, and the individual offender who participates in the programme. A programme, whether in a correctional centre or as part of parole or probation, will only be effective if offenders participate fully (Khwela 2015:409; Lekalakala 2016:32). This is echoed by the White Paper which states that rehabilitation and reintegration programmes require positive commitment and voluntary participation of the individual in order to be successful (Department of Correctional Service 2005:61).

McGuire (2000) in Dissel (2008:157) argues that programmes and services with the following features are more effective compared to those that do not have these features:

- Theoretical soundness: Programmes are based on an explicit and well-articulated model of the causes of crime;
- Risk Assessment: Interventions should be targeted towards specific risk categories; they must match the offender's risk to reoffend (Andrews *et al.*, 2011:738);
- Criminogenic needs: Offenders must be assessed to determine dynamic risk factors i.e. attitude, criminal associations, substance abuse, skills deficit or self-control issues which are related to reoffending. Gona *et al.* (2014:114)

further state that programming ought to reduce these needs, which may in turn reduce the likelihood of reoffending;

- Structure: Interventions should have clear objectives;
- Methods: The most effective methods focus on the interrelationship between thoughts, feelings and behaviour and are drawn from cognitive-behavioural approaches;
- Programme integrity: It is critical that well trained staff implement correctional programmes effectively as according to how they are designed. This enables programmes to achieve their intended effects (Gona *et al.*, 2014:114);
- Responsivity: The most effective methods are those that are active and participatory. Particular areas of offender responsivity include, but are not limited to, intelligence, anxiety, verbal ability, motivation and cultural appropriateness. In a study by Gona *et al.* (2014:114), the majority of participants revealed that these skills are critical for programme success. This concurs with Andrews *et al.* (2011:738) who stress that responsivity maximises the offenders' ability to learn from a rehabilitative and reintegration intervention by providing cognitive behavioural treatment and tailoring the intervention to the learning style, motivation, abilities and strengths of the offenders. However, correctional programmes fail because they take place in an environment considered hostile, unsafe and filled with negative and anti-social criminogenic behaviours and attitudes (Gona *et al.*, 2014:114).

Offender rehabilitative and reintegrative programmes that adhere to the principles of effective rehabilitation and reintegration are associated with a reduction in recidivism (Andrews *et al.*, 2011:736). The study will analyse the DCS commitment to needs-based programmes, the achievement of correctional service objectives as mandated and the effectiveness (as defined and further elaborated upon in Chapter 2) of rehabilitation and reintegration programmes implementation at the Kgosi Mampuru II Correctional Facility using the research methods as described below.

1.7 RESEARCH DESIGN AND METHODOLOGY

Research is defined as a methodical enquiry in a particular study field performed to determine facts (Kumar 2014:3). Research methodology replies to the question on how the researcher intends to conduct the research, determine facts and gather data (Mouton 2012:55). Research design is a plan that the researcher follows to achieve probable solutions to the research questions (Kraai 2018:18). A research design provides clear detail on a variety of variables such the sample of the study, the data collection population and the analysis of results.

1.7.1 Research approach and design

In this study, the qualitative method of collecting data is employed. According to De Vos *et al.* (2005:74), qualitative methods help the researcher to explore and understand the reality and meaning of the matter from the participants' perspective. The advantages of a qualitative approach are that participants are able to have in-depth understanding of what is discovered. Furthermore, the approach allows the researcher to respond to new concepts being mentioned by the participants (Layden 2005 in Ndiye 2014:100).

The data collection phase of the study consists of two parts. Firstly, the study uses semi-structured interviews with officials responsible for implementing rehabilitation and reintegration programmes. Secondly, the study uses semi-structured questionnaires directed to offenders participating in rehabilitation and reintegration programmes. The study employs a case study research design to deliberate on the perceptions of the offenders and officials regarding the effectiveness of rehabilitation and reintegration programmes.

Merriam and Tisdell (2016:48) describe that a case study's focus is on a particular organisation or an aspect of an organisation. Yin (2014:16) defines a case study as "an empirical inquiry that investigates a contemporary phenomenon (the 'case') in depth and within its real-world context". Crowe *et al.* (2011:4) posit that case studies capture information that explains 'how' the intervention is implemented and received, 'what' gaps exist in its delivery and 'why' one implementation strategy might be

chosen over the other. Merriam and Tisdell (2016:40) argue that a case could be “a single person who is a case example of a phenomenon, a programme, a group, an institution, a community or a specific policy”. In essence, the unit of analysis characterises a case study. This design choice is of great value to this study, as it underscores to advance the field’s basic knowledge. However, the disadvantage with a case study is that findings cannot be generalised due to lack of representativeness (Crowe *et al.*, 2011:7).

The purpose of the study is to enhance understanding of a phenomenon and not to generalise to a whole sector or population, therefore the researcher chose a case study design simply for the uniqueness and knowledge it can reveal about the phenomenon (Merriam & Tisdell 2016:46).

1.7.2 Data collection instruments

The researcher made use of primary and secondary data collection methods to achieve empirical findings in the study. Primary data was collected through semi-structured interviews and questionnaires, while secondary sources included an array of academic articles, journals, government policies and acts.

1.7.2.1 Primary sources of data

The primary sources for data collection are discussed below.

1.7.2.1.1 Semi-structured interview

An interview schedule is used for interview purposes. De Vos (2007) defines an interview schedule as a questionnaire to guide interviews. The purpose of a research interview is to explore the views, experiences, beliefs and motivations of individuals on specific matters (Gill *et al.*, 2008:291). Semi-structured interviews consist of key questions that help to define the areas to be explored, but also allow the interviewer or interviewee to diverge in order to pursue an idea or response in more depth (Gill *et al.*, 2008:291).

The study used semi-structured interviews with ten (10) correctional staff who are responsible for offering rehabilitation and reintegration programmes. The advantage of semi-structured interviews is that the open format allows the researcher to explore how far the theoretical priors are reflected in the behaviour and perceptions of the participants (Queirós *et al.*, 2017:378). The disadvantages of interviews are that participants can give either open or disguised answers that they wish the researcher to have and report on rather than their own perceptions (Horton *et al.*, 2004:347).

1.7.2.1.2 Semi-structured questionnaires

A questionnaire refers to documents that contain a series of open or closed questions, or a combination of the two to which the interviewee is invited to answer (George 2016: 9). Abawi (2017:3) defines a questionnaire as a research tool that consists of a series of questions and other prompts to collect information from respondents. Questionnaires can be distributed to prospective respondents by post, email, online, or in person (Rowley 2014:309).

The study used thirty (30) questionnaires with offenders participating in rehabilitation and reintegration programmes. The advantages of questionnaires are that they are an economical method of accumulating information, they can yield high quality usable data, achieve good response rates and provide anonymity encouraging more honest and open answers (Marshall 2005:132). The disadvantage of questionnaires is that they provide limited flexibility for respondents to present their perceptions on issues, unless the questionnaire provides open-ended questions (Marshall 2005:133).

1.7.2.2 Secondary sources of data

The identified secondary sources of data are described below:

1.7.2.2.1 Documents

Documents are data sources that are examined and interpreted to provide understanding and develop empirical knowledge (Bowen 2009:27). In this study, documents were used to help the researcher gain better understanding, knowledge

and insight about the phenomenon. The documents studied included academic articles, journals, government policies and acts.

The advantage of using documents in the study is that they are an efficient method of gathering knowledge about the phenomenon, they are easily accessible and reliable, and they are more cost-effective and time efficient than conducting one's own research and experiments (Bowen 2009: 31). Concerns about using documents in a study are that they do not provide all of the necessary information required to answer research questions and some documents provide a small amount of useful data or sometimes none at all (Bowen 2009: 32).

1.8 POPULATION AND SAMPLING

Blanche *et al.* (2006:133) define population as the larger pool from which the sampling elements are drawn and to which findings are generalised. There are two kinds of sampling: probability sampling and non-probability sampling. Probability sampling is defined as a sample selected by the researcher based on the positive representative of inclusion. Non-probability sampling is arbitrary and based on feelings and perception (Kitchenham & Pflieger 2002:19). Sampling is a powerful tool in social research that defines the selected groups of individuals who will participate in the study (Maaga 2016:26). A sampling method is a technique devised to select the population eligible for the research study (Ndike 2014:101). This study selected the population of offenders and correctional officials in Kgosi Mampuru II Correctional Facility to participate in the study.

In the chosen population, there are 5750 offenders in the correctional centre. The centre is composed of different categories of offenders: offenders serving a life sentence, medium sentence offenders, a female section and awaiting trial offenders (Department of Correctional Services 2019). The study collected data in two phases. The inclusion criteria for the first phase comprised of individual semi-structured interviews with 10 correctional officials working at the Kgosi Mampuru II Correctional Facility and responsible for administering the rehabilitation and reintegration programmes. The inclusion criteria for the second phase consisted of a

questionnaire administered to 30 offenders; these are offenders incarcerated at the Kgosi Mampuru II Correctional Facility and participating in the rehabilitation and reintegration programmes.

A non-probability purposive sampling method was used to select the participants for the study. According to Vehovar *et al.* (2016:327), non-probability sampling entails a process that does not give all of the individuals in the population an equal chance of being selected to participate in a study. In this study, only offenders participating in rehabilitation and reintegration programmes were selected. This sample is relevant in the study to provide more knowledge and depth on offender and official perception regarding rehabilitation and reintegration programmes offered in correctional centres. Etikan and Bala (2017:215) state that “the purposive sampling method is based on the judgement of the researcher as to who will provide the best information to succeed with the objectives of the study.” The study selected sample participants based on their knowledge, expertise and experience regarding the research phenomenon and research questions (Maphalla 2013:22). The advantages of the purposive sampling method are that it is less time consuming than other sampling techniques and it increases the relevance of the sample to the population of interest, as only individuals that fit a particular criterion are included in the sample (Vehovar *et al.*, 2016:328). Furthermore, first-hand information was obtained from participants who are participating in the rehabilitation and reintegration programmes (Dudovskiy 2018). The disadvantages of the purposive sampling method are that each sample is based entirely on the judgment of the researcher, and this allows for human error and possible results that are researcher biased (Dudovskiy 2018).

A sample is a group of elements drawn from the population that is considered to bear representative characteristics of that population (Bless, Higron & Kagree 2006:15). The purpose of studying a sample is to acquire knowledge about the entire population (Bless *et al.*, 2006:15). The study sample consisted of officials who are responsible for implementing and executing rehabilitation and reintegration programmes. The officials were selected on the basis that they are responsible for implementing these programmes and for their knowledge in rehabilitation and

reintegration policy. Their perceptions from the viewpoint of effective implementation and evaluation were crucial to the study. Furthermore, offenders participating in the programmes in the correctional centre were selected. Their perceptions and experience of whether they deem these programmes effective are relevant to the study.

The study obtained a sample from Kgosi Mapuru II Correctional Centre. The Correctional Centre was chosen because of geographic proximity and diversity in offender population. There is currently a population of 5750 offenders in the Kgosi Mampuru II Correctional Facility; from that population 30 offenders serving their sentence inside the Correctional Centre were selected as the sample. The study aimed to acquire offenders' perceptions on the effectiveness of rehabilitation and reintegration programmes when serving sentences inside the Correctional Centre. Furthermore, 10 officials who have expert knowledge in rehabilitation and reintegration programmes and are responsible for administering these programmes were selected as the sample. The sample size of the study served the objectives and questions guiding the study. The selected sample size further allowed the researcher to be able to collect, manage and analyse the data in a timely manner that was cost- effective.

1.9 DATA ANALYSIS STRATEGY

Mouton (2012:108) suggests that the purpose of data analysis is to understand various constitutive elements of data through transcripts and data interpretation, which involve reading and re-reading text and identifying coherent categories for a meaningful analysis.

When analysing data there are four stages:

- I. Descriptive analysis: researcher describes the data collected.
- II. Interpretation stage: researcher unfolds the meaning of the data and articulates its meaning within the context of the study.
- III. Conclusion stage: researcher draws conclusions from the data.

IV. Theorisation stage: researcher refers back to theoretical framework and literature review, to verify if and how the objectives are met.

To achieve the aim of the study, the study made use of triangulation as a method to analyse data received from the participants. Triangulation assumes that any bias inherent in a particular data source and method will be neutralised when used in conjunction with other data sources (Ndanu & Syombua 2015:49). Hence Ndiike (2014:106) states that the triangulation enhances credibility and validity of results. Triangulation synthesises data from multiple sources and examines existing data to strengthen interpretations (Ndiike 2014:105). By examining information collected through different methods, groups and people, the findings can be collaborated across data sets, reducing the impact of potential bias. Triangulation is chosen in the effort to allow the researcher to be confident with the results and to uncover deviant dimensions of the phenomenon (Ndanu & Syombua 2015:50).

The data findings are described and categorised in themes and sub-themes for comparability, and this process is referred to as thematic analysis (Langkos 2014: 41). Thematic analysis is the process of identifying, analysing, describing and reporting patterns or themes within data (Braun & Clark 2006:7). Maguire and Delahunt (2017:3353) state that the goal of a thematic analysis is to identify themes that are important and to use those themes to address the research questions of the phenomenon. Braun and Clarke (2006:79) state that a theme captures something important about the data in relation to the research question and represents patterned responses or meaning within the data set. Alhojailan (2012:40) view thematic analysis as the most appropriate for any study that seeks to discover the opinions and perceptions of the participants. The advantage of thematic analysis is that it is flexible (Nowell *et al.*, 2017:2). Clarke and Braun (2013:124) argue that the flexibility of this process is a method rather than a methodology. This means that, unlike many qualitative methodologies, it is not tied to a particular epistemological or theoretical perspective. While thematic analysis is flexible, Vaismoradi *et al.* (2013:398) argue that this flexibility can lead to inconsistency and a lack of coherence when developing themes derived from the research findings. Thematic

analysis allows data to be interpreted in detail and deal with diverse subjects through interpretations (Alhojailan 2012:40). The data from the semi-structured interviews and questionnaire was therefore analysed through interpretive analysis. Terre *et al.* (2006) state that the interpretive approach provides a thorough description of characteristics, processes and context of the phenomenon which can be used to draw conclusions about the phenomenon.

1.10 LIMITATIONS OF THE STUDY

The study was limited by time and financial constraints compelling the researcher to focus on one correctional centre. Consequently, the results of the study may not depict a true reflection of all two hundred and forty-three (243) correctional centres in the South African DCS. Furthermore, due to the study being a case study the results may not be applicable to all or any rehabilitation and reintegration programmes in South Africa. The study used the purposive sampling method and the sample selected was not inclusive of all offenders and officials in the correctional centre. Questionnaires can be time consuming to conduct, therefore, to mitigate this limitation, a pilot study was conducted to test research protocols, the time frame it would take to complete the questionnaires and to ensure that the data collection methods were appropriate. Lastly, the literature which the researcher consulted in the study might not be able to measure recidivism accurately by solely using arrest data, possibly due to the fact that not all crimes are discovered. Therefore, the study will not be able to provide an accurate and theoretical percentage on recidivism. The study acknowledges that some of the limitations of the study cannot be mitigated due to the nature of the study and the aforementioned constraints.

1.11 ETHICAL CONSIDERATIONS

Researchers are guided by the code of conduct on how to conduct research in a morally acceptable manner. Saunders *et al.* (2003:183) characterise ethics as the researcher's conduct in relation to the rights of research participants. The goal of ethics is to ensure universalism and no adverse consequences on the participants from the research (Maaga 2016:6). The study defines ethical consideration as the

protection of participants' rights, obtaining informed consent and institutional approval (Klooper 2008:71).

Written permission was obtained before the study was carried out. This study complies with ethical standards of academic research. Amongst others, the researcher obtained institutional approval to conduct the study from the Ethics Committee of the University of Pretoria, Faculty of Economic and Management Sciences, and from the DCS, Kgosi Mampuru II Correctional Facility Research Board. Approval to conduct the study was granted by both the institutions.

The study adhered to full confidentiality and anonymity of participants. Coffelt (2017:227) states that confidentiality and anonymity are crucial to protect the privacy of the participants and to encourage participation in the study. To keep participants safe from harm, embarrassment, or repercussions from employers, the research acknowledges the ethical responsibility to ensure the confidentiality and anonymity of implicating information. AcSS (2013:73) states that in a confidential study, the participants are known by the researcher. In a confidential study the main responsibility of the researcher is to mask any private information to the reader and only disclose information that supports the research phenomenon. In the study confidentiality was promoted by ensuring that the readers never know the names of the participants and information provided, therefore no names, addresses and other personal details of participants will be revealed when presenting the findings of the study.

In efforts to protect the participants, the study commits to full disclosure and non-deception. This entails the provision of detailed information pertaining to the purpose of the study and not misrepresenting the facts of the study in order to persuade the participants to believe that which is not true (AcSS 2013:31). The study will not present the research to be something other than what it is. The study will achieve this through transparency and clear explanations of the purpose of the study, role of participants and presentation of research findings.

Lastly, prior to commencement of the interviews, informed consent forms to request participants to partake in the study were distributed. It is important that participants agree in writing to participate in the study and that they are informed of the right to terminate participation in the study at any time and for any reason. This demands for participants to be adequately informed about the research and the power of freedom that they have (Arifin 2018:30). The study acknowledges the importance of the ethical responsibility which the researcher has and aims to be conscientious in applying this throughout the study.

1.12 SIGNIFICANCE OF THE STUDY

The study will assist the DCS to identify implementation challenges and policy gaps that hinder the effective implementation of rehabilitation and reintegration programmes. A study to determine the perceptions of offenders and officials on the implementation of rehabilitation and reintegration programmes within the DCS has never been done therefore the study will contribute to the body of knowledge on effective rehabilitation and reintegration programmes. The study believes that a clear distinction of what works can assist to develop potential solutions that can ensure that offenders are able to live a better life free from crime after incarceration. The study will provide recommendations on how to improve rehabilitation and reintegration programme implementation to ensure that offenders can live a better and crime free life post incarceration and post participating in rehabilitation and reintegration programmes.

1.13 FRAMEWORK OF THE RESEARCH

The researcher structured this research into five chapters. Chapter 1 is the introduction and background of the study. Chapter 2 discusses offender rehabilitation and reintegration programme evaluation. Chapter 3 examines offender rehabilitation and reintegration programme policy framework. Chapter 4 is the presentation of offender and official perceptions of rehabilitation and reintegration programmes at the Kgosi Mampuru II Correctional Facility, and Chapter 5 contains the recommendations and conclusions of the study. The division of these chapters is as follows:

CHAPTER 1: INTRODUCTION AND BACKGROUND TO THE STUDY

This purpose of this chapter is to introduce the reader to the study by presenting the introduction and background of the study. The chapter discusses the rationale, problem statement of the study and research objectives, the research questions and explicates the research methodology.

CHAPTER 2: OFFENDER REHABILITATION AND REINTEGRATION PROGRAMME EVALUATION

This chapter discusses in detail the evaluation of programmes offered to offenders. The chapter explores programme evaluation within the discipline of Public Administration. Therefore, the conceptual framework of programme evaluation theories and models is discussed. An analysis of the elements and criteria of the programme evaluation is provided, and finally the chapter concludes with the challenges for effective programme evaluation.

CHAPTER 3: OFFENDER REHABILITATION AND REINTEGRATION PROGRAMME POLICY FRAMEWORK

The chapter reviews the policy and legislation that is the anchor of the DCS in the implementation of rehabilitation and reintegration programmes. The chapter analyses the provisions of the Constitution of South Africa for offender rehabilitation and reintegration, the Department of Correctional Service Act 111 of 1998 and the White Paper on Corrections in South Africa.

CHAPTER 4: OFFENDER AND OFFICIAL PERCEPTIONS OF REHABILITATION AND REINTEGRATION PROGRAMMES AT THE KGOSI MAMPURU II CORRECTIONAL FACILITY

This chapter presents the findings of the research. The chapter presents demographic information about the participants of the study, and the process of data collection with measures to ensure trustworthiness. The chapter proceeds to thematically present the findings of the research highlighting the themes and sub-

themes that emerged from the research findings. The chapter concludes with limitations encountered in data collection and analysis.

CHAPTER 5: RECOMMENDATIONS AND CONCLUSION

This chapter concludes the study. It presents and provides recommendations on the factors identified to hinder effective implementation of rehabilitation and reintegration programmes. The chapter further provides recommendations of areas of exploration for future studies and a conclusion to the study.



**UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA**

CHAPTER 2: OFFENDER REHABILITATION AND REINTEGRATION PROGRAMME EVALUATION

2.1 INTRODUCTION

The previous chapter presented the introduction and background of the study, whereby the importance to analyse the effectiveness of offender programmes was highlighted. Rehabilitation and reintegration programmes are aimed to firstly, provide treatment and development programmes to offenders in partnership with communities, secondly, to enhance offender personal and social functioning, thirdly, to prepare offenders for reintegration into the community as productive, well-adapted and law-abiding citizens, and finally to reduce recidivism. However, despite these rehabilitation and reintegration programmes, high crime and recidivism rates in South Africa remain elevated. Within this context, it is important to evaluate rehabilitation and reintegration programmes offered by the DCS. Effective rehabilitation and reintegration programmes are the panacea to solving recidivism and crime. The DCS has a constitutional mandate to provide rehabilitation and reintegration programmes that address offenders' criminal behaviour. However, the DCS is faced with a myriad of challenges, for example overcrowding, which negatively affect public service delivery efforts of the DCS and the rehabilitation and reintegration programmes. This chapter therefore discusses programme evaluation in relation to offender rehabilitation and reintegration programmes. The chapter further discusses public administration within programme evaluation, the theories and models used in programme evaluation, deliberates on the elements making up programme evaluation, as well as the criteria used in programme evaluation. The chapter concludes with the challenges within programme evaluation.

2.2 LOCATING PROGRAMME EVALUATION IN PUBLIC ADMINISTRATION

In the 1970s and early 1980s, several developed Western European countries began reforming the public sector, shifting the public administration paradigm from a bureaucratic Weberian public service to a business-oriented framework (Carstens & Thornhill 2000:177; Vyas Doorgapersad 2011). This paradigm shift was later called

New Public Management. New Public Management (NPM) was introduced with the sole purpose of reforming the public sector and its approach to national administration (Munzhedzi 2021:1). South Africa sought to break with the bureaucratic, inefficient and rule-based management of apartheid public affairs, and to this end, democratic South Africa has established constitutional provisions based on NPM principles, which include participatory planning, decentralisation, performance management, effectiveness and efficiency. These principles have been introduced to better manage the state and its resources (Munzhedzi 2021:1).

Public Administration is concerned with government activities. The word 'administration' means to care, look after and manage the livelihood and welfare of people (Gladden 1961 in Thornhill & van Dijk 2010:101). Public Administration has two meanings: firstly, it is the implementation of government policy and secondly, it is an academic discipline that studies the implementation of government policy (Denhardt & Denhardt 2009:12). As an academic and research discipline, its priority is to research and advance management and policies so that government can function in an appropriate manner that fulfils the needs of all citizens in the country (Pillay 2016:19). Amongst other things, it deals with the study and research of government decision-making, the analysis of the policies, and the inputs necessary to produce alternative, better policies that are aligned with the NPM principles (Kettl & Fessler 2009:11).

Governments operate by formulating policies, designing programmes and implementing them to achieve desired social objectives (Dassah 2011:77). This is underlined by Thornhill and van Dijk (2010:101) who find that public administration is concerned with the formulation and implementation of public policies and encompasses issues of human behaviour and collaborative human effort. This means that any study related to public administration considers behaviour and actions of people (Thornhill & van Dijk 2010:98), and thus public administration is inextricably linked to human behaviour and actions.

Many national states and governments around the world face significant economic and social challenges that ultimately lead to political decision-making dilemmas (Pillay 2016:22). These are related to the rising unemployment, poverty, income inequality, social security and climate change, to name but a few. Governments face challenges of world economy demands, new information and technology, and calls for greater participation and democracy. This means that throughout the industrialised and developing countries, an honest, transparent and efficient use of technology has become indispensable, not only for a clean and corruption free public administration, but also for a viable public administration based on careful and scientifically founded changes (Pillay 2016:22). The design, planning and well-monitored implementation of such systems therefore becomes essential for sound decision-making, good governance and the use of resources related to administrative practice (Pillay 2016:22).

Kusek and Rist (2004:xi) indicate that an effective state is essential for socio-economic and sustainable development. With the onset of globalisation, there is increasing pressure on governments and organisations around the world to respond more to the demands of internal and external stakeholders for good governance, accountability and transparency, greater effectiveness, development and the achievement of tangible results. Governments, the private sector, civil society, non-governmental institutions and communities are amongst those interested in better performance (World Bank 2012:1). As demands for greater accountability and real results increase, there is a corresponding need to improve results-orientated policies, programmes and projects (World Bank 2012:1).

The direct connection between good governance and development is described as a key element in the fight against poverty, inequality and unemployment (Pillay 2016:26). The OECD (1995) cited in Pillay (2016:25) describes governance as the exercise of political authority and control in a country in relation to the management of its resources with the objective of sustainable development through the creation of a conducive environment, that allows the state to function properly for the benefit of the people. Kusek and Risk (2004) state that monitoring and evaluation are a

powerful public administration tool that is used to improve how governments and organisations achieve results. Just as governments need financial, human resource and accountability systems, governments also need good performance feedback systems (Kusek & Rist 2004:xi). Evaluating programme performance therefore is an important part of the government's strategy for managing results. The programme cycle, design, implementation and evaluation fit into the larger cycle of the governments' expenditure management system (Treasury Board of Canada Secretariats 2020:1). For the relevance of this study, only the evaluation component is analysed in detail.

2.2.1 Programme evaluation

Programme evaluation refers to the understanding of a programme through the routine, systematic and conscious collection of information to discover or identify what contributes to the failure or success of a programme (Frye & Hemmer 2013:3). A programme is defined as an intervention or set of activities that are carried out to achieve external goals of identified social needs or solutions to identified social problems (Rutman & Moubray 1983 cited in Dassah 2011:70). The OECD (2001:21) also defines evaluation as the systematic and objective evaluation of an ongoing or completed project, programme or policy, including its design, implementation and results. The objective of the evaluation is to determine the relevance and achievement of objectives, development, efficiency, effectiveness, impact and sustainability (Department of Planning, Monitoring and Evaluation 2019:11). An evaluation should provide reliable and useful information that allows the lessons learned to be incorporated into the decision-making process of beneficiaries and donors. Government performance is a global phenomenon (Kusek & Rist 2004:1) that is forcing governments around the world to recognise the growing importance of evaluation systems to monitor and report performance and to introduce evaluation systems. Govender (2017:22) reports that the Minister of Planning, Monitoring and Evaluation in a budget speech emphasised the importance of monitoring and evaluation by stating that monitoring and evaluation can only be successful if there are efficient monitoring and evaluation systems implemented to guarantee the quality and standard of the services available to the people. In parallel the United Nations

Development Programme (2009:5) affirms that without effective planning, monitoring and evaluation, it cannot be confirmed whether results and impacts are achieved; how progress and success can be maintained; and how future efforts can be improved.

Table 2.1 below describes the main purposes of programme evaluation and gives examples of their application.

The good intentions of the government and the good programme implementation of programmes do not mean that citizens have a better life (Dassah 2011:75). Therefore, it is no longer enough to keep track of programmes through monitoring alone, the focus should now be evaluation, and this involves determining whether objectives are achieved or not (Dassah 2011:73). Government programmes are measured by whether they achieve their intended results, and not by how well they are implemented. The success of the programmes is not only essential for the government to fulfil their mandates, but also serves to improve the lives of citizens. Therefore, it is essential to determine whether government programmes achieve this goal (Dassah 2011: 71). Alberta Treasury (1996) cited in Dassah (2011:72) postulates that quality in developing and developed countries is rarely associated with government services - to show for a job well done government relies on the performance of programmes implemented and the impact of programmes on the lives of citizens (Dassah 2011:72).

Table 2.1: Primary uses of programme evaluation

PURPOSES	EXAMPLES OF REASONS FOR USE
Improving policy	<ul style="list-style-type: none"> • Identifying policy strengths and weaknesses, policy gaps • Improving theories of change (intervention logic) and ultimately impact • Enhancing quality • Improving cost-effectiveness of policy implementation

	<ul style="list-style-type: none"> • Ensuring that policies are responsive to gender inequalities and other societal inequities • Adapting global models to local contexts
Improving and strengthening programmes and projects	<ul style="list-style-type: none"> • Assessing and applying learning • Improving theory of change and ultimately impact • Identifying programme strengths and weaknesses • Enhancing quality • Improving programme cost-effectiveness • Managing interventions more effectively • Ensuring that programmes have equitable outcomes • Adapting global models to local contexts
Improving accountability	<ul style="list-style-type: none"> • Assessing impact • Assessing compliance / audit • Improving transparency • Strengthening accountability
Generating knowledge / building evidence bases	<ul style="list-style-type: none"> • Building comprehensive, equity sensitive evidence bases • Positing generalisations about effectiveness • Extrapolating principles about what works • Building new theories and models • Informing policy
Contributing to more effective decision-making	<ul style="list-style-type: none"> • Assessing impact and sustainability • Ensuring evidence-informed cost-benefit decisions • Deciding on the continuation or cessation of an intervention

Source: Department of Planning, Monitoring and Evaluation (2019:19)

Table 2.1 above presents the purposes of programme evaluation and highlights the purpose of this study. The study aims to establish whether rehabilitation and

reintegration programmes offered by the DCS are effective, and in order to establish this purpose, it is important to understand the purposes of programme evaluation. As the advantages and benefits of evidence-based rehabilitation and reintegration programmes and decision-making become clearer, so does the need to evaluate the policy in the DCS. The key purpose for the DCS to conduct purposeful programme evaluation is to understand and anticipate emerging correctional issues and challenges, and more importantly, to help to determine which interventions related to policy and practice will be successful, why they are successful, and what might work in the future.

The DCS cannot achieve this if there are no evidence-based policies, programme implementation, accountability, theory-based models and decision-making. The Department of Correctional Services (2014:3) states that there is a growing importance for evaluation in the DCS. The goals of programme evaluation are to allow knowledge and judgment about the efficacy, efficiency and appropriateness of a policy, programme, or service, which may be best articulated through programme theories and models (OECD 2001:23). Programme theories and models emphasise the rationale between programmes, their activities and sought outcomes.

2.3 PROGRAMME EVALUATION THEORIES AND MODELS

Programme theory is the variety of ways to develop a basic model that links programme inputs and activities to a chain of expected outcomes and then uses models to guide the evaluation (Rogers 2008:30). Bickman (1987:5) defines programme theory as the construction of plausible and meaningful models of how a programme should work. A theory must be universal, able to describe a phenomenon, and explain why a certain activity has taken place (Thornhill & van Dijk 2010:97). Various motivations drive behaviour, hence human behaviour is so complex. This underscores the importance of operational frameworks.

A robust programme evaluation process supports accountability while allowing for the acquisition of useful knowledge about the programme and supporting ongoing programme development. Evaluation models have not always supported such a

range of needs (Frye & Hemmer 2012:286). Previously, evaluation experts focused on simply measuring programme outcomes. Newer evaluation models support learning about the dynamic processes within programmes and allowing for more focus on programme improvement (Frye & Hemmer 2012:289). The Treasury Board of Canada Secretariats (2010) notes that programme evaluation faces two challenges. Firstly, the measure of expected results from intervention, and secondly, the description of the results from the intervention. It is against this context that models and theories are relevant in trying to identify generalisations and common denominators. This study is based on the definition of Sidani and Sechrest (1999:228) who define that the theory of a programme is concerned with understanding the expected effects of a programme. It consists of a series of statements that describe a particular programme, explain why, how and under what conditions, the effects of the programme will occur. It predicts the results of the programme and states what needs to be done to achieve the desired effects of the programme (Sidani & Sechrest 1999:228).

The conceptual framework for programme theory organises the variables that represent the elements of theory into three categories: input, process and output. This organisation is based on the Context-Input-Process-Product (CIPP) evaluation model. The CIPP model serves as a frame of reference to organise the variables in a logical order and to describe the relationship between them (Sidani & Sechrest 1999:232-233). At the abstract level, the four components of the CIPP model are similar and consistent with the elements of programme theory. However, at the operational level the variables of the proposed conceptual framework differ from those of the CIPP. The following is a description of the conceptual framework (Shidani & Sechrest 1998).

2.3.1 Input

This category defines variables that describe the problem, exogenous factors and implementation problems (Warju 2016:39). Variables include those that can affect programme performance, and the effectiveness of the programme in achieving the desired outcome. The input category includes variables related to the characteristics

of the clients who receive the programme, or for whom the programme is intended; the programme staff who provide the programme services; and the environment in which the programme is offered. Client characteristics are divided into three categories: firstly, personal characteristics, which include variables related to personality traits, personal beliefs and demographics. Secondly, the characteristics of the problem: these are variables that indicate driving factors and severity of the problem (Shidani & Sechrest 1999:233). For example, correction centres house different types of offenders who have different backgrounds, personalities and behaviours that lead them to commit crimes. The crimes committed by each offender vary in severity for victims, communities and society. The impact of all of these crimes has led the government to take steps to curb criminal behaviour. Thirdly, resources available to clients including internal and external factors, that provide the client with the necessary assistance to carry out the intervention. For example, social workers and psychologists (Shidani & Sechrest 1999:233).

Programme staff characteristics include personal and professional attributes or qualities of the staff providing programme services necessary for the implementation of specific programme services (Mnguni 2011:53). Mnguni (2011:54) points out that social workers employed in correctional centres must have the ability to work in different contexts and with offenders of different backgrounds, sentences, dispositions and needs. This implies the ability to understand, evaluate, make decisions and plan appropriate interventions through the use of knowledge and experiences.

The characteristics of the environment in which the programme takes place are related to the physical and psychosocial characteristics of the environment. Physical characteristics include the convenience of the location for prospective clients, the availability of material resources necessary for the provision of programme services, as well as the physical design and attractiveness. Psychosocial characteristics consist of the social, political and economic context of the programme, such as organisational culture, composition and work relations amongst programme staff, as well as norms and guidelines (Shidani & Sechrest 1999:233).

The input variable highlights the main ingredient of the principles of effective rehabilitation in the study. The Risk-Need-Responsivity (RNR) model also referred to as the principles of effective rehabilitation focuses on how to deliver and organise rehabilitation and reintegration programmes. These principles highlight the importance of aligning rehabilitation and reintegration programmes to the character of the offenders. The intention is to align the programme to the criminogenic factors that lead offenders to commit crime.

Bourgon *et al.* (2010:7) argue that knowledgeable and skilled staff are critical to effective rehabilitation and reintegration. Correctional staff need to have extensive knowledge and undergo extensive training to be able to identify criminogenic factors. Once correctional staff have identified the criminogenic factors they are therefore able to guide the implementation of the rehabilitation and reintegration programmes to ensure that the intended objectives of the programme are achieved. This study emphasises the importance of correctional centres conducting a critical analysis of offender criminogenic factors and needs in order to determine the aspects of rehabilitation and reintegration programmes that are necessary to produce results of reduced recidivism, which programmes should be offered, the mode of delivery and the intensity required for each offender. These variables are critical to the rehabilitation and reintegration of offenders as they affect the delivery of programmes and consequently the results achieved.

2.3.2 Process

This component of the framework is consistent with the responsiveness element of the principles of effective rehabilitation (Andrews & Bonta 2010). This emphasises that the programme must consist of tailored components, as it considers the various dynamic factors of each individual with the immediate problem (Andrews & Bonta 2010). In this context, the process consists of the theoretically specified components of the programme and the processes that are assumed to be responsible for expected effects. Process variables should reflect which clients receive which programme component and in what doses, as well as the series of changes that

occur after programme benefits have been received and that result in programme objectives being achieved (Coryn *et al.*, 2011:202).

The long-term purpose of rehabilitation and reintegration programmes is to reduce reoffending and help transform offenders into law-abiding citizens. However, to achieve these objectives rehabilitation and reintegration programmes need to be offender-focused, and programmes must align to the needs and expectations of the offenders in order to facilitate growth, change and improvement. Plans should detail how many sessions an offender needs to attend in order for the programme to have an effect (Duwe 2017:24). The attendance of rehabilitation and reintegration programmes should be helpful, result in a change of cognitive dissonance, increased knowledge and skills, which leads to offender self-development, hopefulness, desire to lead a better life and ultimately to improved quality of life by desisting from criminal acts. This study intends to understand the process which correctional centres follow when designing offender rehabilitation and integration plans. This is a crucial aspect as any misalignment can impede the effective implementation of offender rehabilitation and reintegration plans.

2.3.3 Output

The output consists of the final results of the programme. They represent the reasons why the programme is given and are used as the criteria of programme effectiveness (Warju 2016:39). What it seeks to identify and assess the programme outcomes; positive and negative outcomes, intended and unintended outcomes, short-term and long-term outcomes. It also assesses where relevant the impact, effectiveness, sustainability of the programme and its outcomes, and the transportability of the programme (Stufflebeam 2000:279). The output of the programme is directly related to the phenomenon and the inputs of the programme.

The study seeks to determine whether rehabilitation and reintegration programmes are effective, the reasons contributing to the success or failure of the programmes, and mitigation interventions for any challenges. It is against this context that it is crucial to receive feedback from offenders, to understand whether their needs and

expectations are being met, and to understand their perceptions of the rehabilitation and reintegration programmes in which they are participating. It is crucial to establish whether the programmes are achieving their intended outcomes and to get feedback on areas of improvement, discover new methods of offering rehabilitation and reintegration programmes and thus innovative methods of reducing recidivism. This study intends to gather offenders' perceptions on rehabilitation and reintegration programmes, in order to determine whether the programmes offered by the DCS are effective.

The CIPP model is relevant in the study, as the focus of the study is not to prove the need for rehabilitation and reintegration programmes, but simply to assist the DCS to offer better rehabilitation and reintegration programmes to offenders. The model is based on learning in the process of doing, it emphasises the ongoing effort to identify and rectify mistakes made in evaluation practice, to invent and test needed new procedures, and to retain and incorporate effective practices. The DCS has identified and defined rehabilitation and reintegration programme goals and priorities. The assumption is that the DCS is continuously assessing needs, problems and opportunities relevant to rehabilitation and reintegration programmes, and this study intends to complement the DCS' effort. The study therefore finds all three elements of this model relevant, as it provides the systematic ingredients that can be used in the attempt to offer effective rehabilitation and reintegration programmes. Improvements in programmes can be made where discrepancies are noted between what is observed and what was planned, projected and intended. It is essential to utilise evaluation theories in order to collect and analyse evidence that will establish strengths and weaknesses, rectify weaknesses and provide effective rehabilitation and reintegration programmes.

2.4 PROGRAMME EVALUATION MODELS

Wollmann (2017:394) postulates that programme evaluation has two primary tasks. Firstly, evaluation seeks to collect and analyse evidence in a systematic and neutral way to assess whether, why and how a programme works, with the objective of informing decision-making, improvement, innovation and accountability. Secondly,

the evaluation of policies and programmes demands the answer to the question of whether the observed effects and changes are related to the respective policy or programme (Wollmann 2017:994). This study is based on the definition of Kusek and Rist (2004:14), in which evaluation does not only refer to the traditional approach of determining attributes in the post evaluation of programmes and policies, but it considers evaluation as a continuously available strategy and method to help programme evaluators gain a better understanding of all aspects of work from conception, implementation, completion and subsequent consequences. The study will mainly serve the second primary task of evaluation by assessing whether rehabilitation and reintegration programmes contribute to a reduction in recidivism. Human behaviour is complex and providing rehabilitation and reintegration programmes that are suitable for different offenders' needs and expectations is a complex task. This is why the study considers evaluation as a continuous method to gain an understanding of all aspects of DCS rehabilitation and reintegration programmes.

McNamara (1998:5) states that goals-based evaluation, process-based evaluation and outcome-based evaluation are the most common types of evaluation, however, the evaluation approach should address the question of why the evaluation is being done, what information is required for decision-making, and what resources are available to collect the data. The models of evaluation are discussed.

2.4.1. Goal-based evaluation

Programmes are established to meet one or more specific goals; these goals are often described in the original programme plans. Goal based evaluations evaluate the extent to which programmes meet predetermined objectives (McNamara 1998:6).

The process of rehabilitation and reintegration has three objectives, namely to correct offending behaviour, human development and the promotion of social responsibility and positive social values (Department of Correctional Service 2005:12). The success of these objectives is measured through reduced recidivism,

which is ultimately the main purpose of rehabilitation and reintegration programmes. The Deputy Minister of Correctional Service, Nkosi Phathekile Holomisa, states that some offenders repeatedly fail to desist from crime and reintegrate into the community as law-abiding citizens, even after serving an incarceration sentence (Department of Correctional Services 2020:17). The Deputy Minister further states that this occurs because progress that is achieved through rehabilitation and reintegration programmes while incarcerated is lost when offenders are released due to lack of follow-up supervision and support after release (Department of Correctional Services 2020:18). Upon release offenders face a myriad of challenges, for example, discrimination and stigmatisation in job employment (Chikadzi 2017:288). In such instances it is prudent to understand whether the skills and knowledge offenders gained through rehabilitation and reintegration programmes are able to help them overcome these challenges. The frustration of being isolated by community, family and friends, and being discriminated against in job employment opportunities can lead offenders to reoffend (Duwe 2017:2). Given that successful reintegration is central to crime reduction, offenders who desist from further criminal behaviour and are able to effectively apply the skills and knowledge learnt through rehabilitation and reintegration programmes while incarcerated to improve their lives, are cases of rehabilitation and reintegration programmes having achieved their objective. To this end there is a need to analyse the extent to which rehabilitation and reintegration programmes offered by the DCS can meet predetermined objectives.

2.4.2 Process-based evaluation

Process-based evaluations are geared to understanding how a programme works and how it produces desired results (McNamara 1998:7). Process evaluation examines the causes for programme performance, identifies problems, provides solutions and enhances programme performance by recommending solution implementation and evaluation (Limbani *et al.*, 2019:5). Effective programmes lead to positive changes in beneficiaries; these changes occur initially while participating in the programme and ideally continue after the programme lapses (Stufflebeam & Coryn 2014:140). Process evaluation aims to measure changes in outcomes that are

attributable to a specific intervention. Its purpose is to inform stakeholders about the extent to which an intervention should or should not continue and of any changes required (Department of Planning, Monitoring and Evaluation 2019:23).

The process of rehabilitation and reintegration forms an important part of humane correctional treatment; therefore, offender participation in the rehabilitation and reintegration programmes that are available within the correctional centre are crucial (Muthaphuli 2008:60). Duwe (2017:6) states that the principles of effective rehabilitation and reintegration have been used in correctional systems as the guiding framework for programme delivery. Duwe (2017:4) further states that these principles present the ideal more than reality, hence the process of validated risk assessment tools are not always used, programming dosage is not consistently aligned to recidivism risk and offenders are sometimes assigned to rehabilitation and reintegration programmes regardless of criminogenic needs or responsivity issues. Correctional centres that do not apply the principles of effective rehabilitation and reintegration in the process of rehabilitating offenders can result in rehabilitation and reintegration programmes that do not achieve the intended objectives.

2.4.3 Outcome-based evaluation

The intention is to determine what value the programmes are adding to the beneficiaries and to report the results for policy, accountability and improvement purposes (Stufflebeam & Coryn 2014:233). Outcomes are benefits to clients who have participated in the programmes. Outcomes refer to benefits associated with enhanced learning (knowledge, perceptions, attitudes or skills) or conditions, e.g., increased literacy, and self-reliance (McNamara 1998:7). In this study, the outcome focus is for the DCS to provide effective programmes that can reduce recidivism rates for all offenders and cultivate a crime free society, rather than recidivism rates for an individual offender.

The South Africa Year Book (2018) states that public administration requires that government must be accountable to citizens regarding the performance of programmes that are meant to benefit the citizens. The Department of Correctional

Services (2005:4) states that correctional centres are regarded as a breeding ground for criminality. Criminologists refer to this as the criminogenic effect of incarceration, and the rule is that the more brutal correctional centres are, the more violent an offender can become (Jack the Insider 2016). The Minister of the DCS states in the Department's Annual Report for 2019/2020 that the consequences of an unsafe correctional facility are severe (Department of Correctional Service 2020:13). Gona *et al.* (2014:114) in their study state that correctional programmes fail because they take place in hostile and unsafe environments. Lekalakala (2016:32) maintains that in order for rehabilitation and reintegration programmes to have an impact, offenders need to participate in the programmes voluntarily. Ultimately, the goal of rehabilitation and reintegration programmes is for offenders to participate voluntarily and work towards self- development through the programme, with the aim of reducing criminogenic factors that could lead to recidivism.

In order for the change process to occur, offenders must be in control of their rehabilitation and reintegration plans (Rehabilitation International 2010:1). Changing the attitudes of offenders through rehabilitation and reintegration programmes from criminal acts to prosocial behaviour leads to less criminal acts and more prosocial behaviour. However, increasing self-esteem without changes in criminal attitudes runs the risk of breeding confident criminals (Rehabilitation International 2010:2). The probability of criminal behaviour has the potential to change due to the function of self-esteem (Andrews & Bonta 2007:5). Andrews & Bonta (2007:7) state that the most effective way to teach offenders new behaviour regardless of the type of offending habits is through cognitive social learning interventions. Andrews & Bonta (2007:7) further contend that the cognitive social learning intervention is the preferred treatment method, regardless of the behaviour which the intervention is trying to achieve.

Rehabilitation and reintegration programmes involve teaching offenders new behaviours and cognitions and maximising the learning experience requires attention not only to whether the offender is a visual learner or an auditory learner, but a whole range of personal-cognitive-social factors (Andrews & Bonta 2007:7). Offenders, like

all human beings, are always changing behaviour as a consequence to environmental demands and through their own deliberate, autonomous, self-directed change (Andrews & Bonta 2007:7). By adhering to the need and responsivity principles through the assessment of criminogenic needs and responsivity factors, the study acknowledges that change as an important aspect of life and behavioural change can be facilitated through appropriate rehabilitation and reintegration programmes.

The study is driven by the goal-based evaluation method primarily because it seeks to analyse whether the goals of the rehabilitation and reintegration programmes are being achieved effectively. The next section the study will discuss the programme evaluation criteria. Bell (1974:57) states that once the objectives of a programme have been identified, it is necessary to have a criterion against which achieved objectives can be measured. It can be deduced that a criterion assists to be able to establish a guiding framework that can be used to evaluate programme goals or outcomes.

2.5 CRITERIA USED IN PROGRAMME EVALUATION

The evaluation criteria serve as a benchmark, a standard by which performance, conformity and suitability of an activity, a product, or a plan are measured. The risk-reward ratio is also measured against the criteria (Department of Planning, Monitoring and Evaluation 2019:26). The criteria are a cornerstone of evaluation practice to encourage analysis of effectiveness and results. They act as a comprehensive guide to help evaluators to reflect on and explain the changes that occur as the result of an intervention.

The Department of Planning, Monitoring and Evaluation (2019:26) states that there are two guiding principles of criteria. Principle One explains that the criteria should be applied thoughtfully to support high quality, useful evaluation. The principal should be understood in the context of the individual evaluation being evaluated, and the stakeholders involved. Principle Two explains that the use of the criteria depends on the purpose of the evaluation. The criteria should not be applied automatically,

instead, it should attend to the needs of relevant stakeholders and the context of the evaluation. The Department of Planning, Monitoring and Evaluation (2019:28) notes that data availability, resource constraints, timing and methodological considerations may influence how and whether a particular criterion is covered. The criteria for evaluation are discussed below.

2.5.1 Relevance

The most important element of relevance is the extent to which the intervention addresses beneficiary needs and priorities (Chianca 2008:43). The analysis provides insight into which issues the intervention addresses and provides reasoning. Beneficiaries are central stakeholders for an intervention and should be considered throughout. Beneficiaries are not necessarily people receiving direct services, but can be further upstream in the results chain (OECD 2012:39), for example, rehabilitation and reintegration programmes aim to encourage a change in criminal behaviour. A change in behaviour of an offender will contribute to less crime in communities, and better family relationships. However, the primary beneficiaries for rehabilitation and reintegration programmes are the offenders.

Analysing beneficiary needs and whether they are addressed sheds light not only on responsiveness, but also on ownership and participation regarding the intervention's design and implementation. This criterion implies that efforts should focus on areas of greatest need. Relevance provides an opportunity for evaluators to consider whether and to what extent marginalised groups are incorporated in both policy and intervention priorities. Even when an intervention is perfectly aligned with official policy, it may be disconnected from the real-life priorities of the participants, who may not have been involved in setting official priorities and plans (OECD 2012:39).

Bonta (2000:14) states that crime can be categorised into three groups: sociological, psychopathological, and general personality and social psychological, which are associated with poverty, unemployment, low self-esteem, alcohol and drug abuse and hopelessness. These categories require quality rehabilitation and reintegration programmes that are able to address factors which predict criminal behaviour. The

sociological behaviour suggests that social, political and economic factors are the cause of criminal behaviour (Bonta 2000:14). For example, poverty, lack of employment and educational opportunities, and systemic bias toward minority groups cause frustrations and motivations to engage in criminal behaviour. This implies that society breeds crime (Bonta 2000:14).

The psychopathological perspective of criminal behaviour suggests that criminal behaviour is a result of emotional and psychological issues, in this regard it does not matter whether the offender is poor, belongs to an ethnic minority group or was previously disadvantaged (Bonta 2000:14). General personality and social psychological perspectives suggest that an offender's learning experience is responsible for criminal behaviour. This refers to situations in which the individual has been exposed to that which breeds and encourages antisocial behaviour (Bonta 2000:14). For example, an individual who grew up in a physically abusive home potentially has anger management issues and can learn antisocial behaviour. It is critical to understand how the DCS administers rehabilitation and reintegration programmes to bring about change, how the programmes target criminal behaviour, and how the offenders' correctional sentence plans are constructed. This is pertinent to the design quality of rehabilitation and reintegration programmes.

Andrews *et al.* (2006:11) indicate that educational programming, employment programming and cognitive behavioural programmes are associated to a change in behaviour. Andrews *et al.* (2006:11) state that educational programmes are a moderate criminogenic need. Duwe and Clark (2014) report that two-fifths of offenders entering Minnesota Correctional Centre have neither a high school diploma nor a General Educational Development degree. Education and employment contribute to a change in behaviour (Uggen 1999:130), and offenders are less likely to commit crime when they work and have employment that is stable (Crutchfield & Pitchford 1997:96), is considered satisfying and is perceived as having career potential (Uggen 1999:130). Cognitive behavioural programmes attempt to address dysfunctional thought processes and harmful behaviour (Duwe 2017:10). These programmes seek to improve decision-making and problem-solving skills, and

to teach offenders how to manage various forms of external stimuli. A study by Martin and Stermac (2009:3) argues that hope is a state of mind and that it is a protective factor for rehabilitation, reintegration and prevention of recidivism. To this end the DCS must provide rehabilitation and reintegration programmes that target behaviour, educational skills and cognitive needs (Duwe 2017:11).

The first evaluations of rehabilitation and reintegration programmes tried to identify which programmes work in general, but the current approach to research on effective rehabilitation and reintegration focuses more on why some programmes work better for some offenders than others, and what factors can lead to more highly effective programmes (Muntingh 2005:40). An important finding of this kind of research is that the effectiveness of rehabilitation and reintegration programmes depends on several moderators. These include offender-related factors (for example, motivation), the treatment context (for example, the institutional climate or the qualifications of the staff) and the evaluation methods. Therefore, it is very unlikely that there are generic programmes for the rehabilitation and reintegration of offenders or programmes which are equally effective in all contexts and in any place (Murhula 2019:41).

Relevance as a criterion is a prerequisite for effectiveness as the identification of needs and goals must be clearly articulated to enable the assessment of effectiveness (OECD 2012:39). The evaluation of relevance provides a foundation to understand the importance of identifying offender need as part of effective and impactful programmes.

2.5.2 Coherence

Coherence refers to the compatibility of the intervention with other interventions in a country, sector or institution and the extent to which other interventions, particularly policies, support or undermine the intervention (OECD 2012:40).

The criterion encourages evaluators to understand the role of an intervention within an organisation, sector, thematic area or country, as opposed to taking an exclusive

intervention. Whilst external coherence seeks to understand whether and how closely policy objectives are aligned with international development goals, it becomes incomplete if it does not consider the interests, influence and power of other external factors. As such, a wider political economy perspective is valuable to understanding the coherence of interventions (OECD 2012:40).

Coherence includes the dimensions of internal coherence and external coherence. From a policy perspective, external coherence considers the intervention's alignment with external policy commitments and how these are considered in the intervention's design and implementation. This is an important consideration as it encapsulates how both policy alignment and accountability for the sustainable development goals are mainstreamed and implemented in practice (OECD 2012:40). Within different national governments, challenges to coherence arise between different types of public policy, between different levels of government and between different stakeholders. These challenges highlight the importance of careful consideration of the coherence criterion so as to understand how these fit within the picture and the extent to which it is aligned with the policies within the wider context (OECD 2012:40).

The White Paper acknowledges the important role which the DCS has in contributing to the development of corrections on the African Continent and in the international arena (Department of Correctional Services 2005:18). It acknowledges that through its systematic and constructive efforts and contributions in the field of corrections, the Department, in conjunction with other African Correctional Departments, can contribute to the social and economic development of the continent, as well as the improvement of the practice of corrections internationally. Correctional centres need to comply with different international standards such as the Standard Minimum Rules for the Treatment of Offenders. These rules set out guidelines of how to organise correctional centre systems (United Nations Office on Drugs and Crime 2005:14). South African correctional centres are guided by these international standards to ensure coherence in the management of correctional centres and management of offenders. These standards encourage coherence between different public policies

and ensure effectiveness of correctional centres. International standards further encourage consistency of rehabilitation and reintegration programmes administered in correctional centres and thus are critical to the criteria when assessing the effectiveness of rehabilitation and reintegration programmes.

2.5.3 Effectiveness

Effectiveness refers to the extent to which the intervention is achieving, or is expected to achieve its objectives and its results. Effectiveness focuses on determining the extent to which the intervention achieves its objectives and not the needs of its target population (Chianca 2008:45). Clear understanding of intervention aims and objectives is crucial to examining the achievement of objectives of an intervention. Therefore, using the effectiveness lens assists to develop or evaluate clear objectives. Similarly, effectiveness can be useful in identifying whether achievement of results or lack thereof is due to shortcomings in the intervention's implementation or its design (OECD 2012:42).

There is value in determining whether there are immediate impacts of a programme on attitudes and behaviour, impacts that may be reduced over time (Grant 2008:92). Intermediate measures of outcome might include assessment of attitudes to determine whether there was change, assessment of understanding and learning to determine whether the information presented has been understood, and assessment of the level in programme participation and programme performance (Grant 2008:92). Alper and Durose (2018:1) report that five in six offenders released in the year 2005 across thirty states were arrested at least once during the nine years following their release. The high statistics of offenders who re-commit criminal acts after release highlights the importance of aftercare and relapse services. Relapse prevention is an integral component of rehabilitation and reintegration programmes (Grant 2008:88). The goals of relapse prevention are to provide information useful in recognising high risk situations that may lead to relapse and providing the skills necessary to deal with the relapse when it does occur (Grant 2008:89). The DCS should include relapse coping skill programmes to assist offenders be able to identify high risk situations, skills to deal with situations in a positive way and to resist those

situations. Further to relapse prevention skills, the DCS must provide support to offenders after release. Interventions within rehabilitation and reintegration programmes are considered effective when they reduce offender risk and subsequent recidivism and therefore make a positive long-term contribution to public safety (Hanser 2013:558).

Public Administration is concerned with government activities to care for, look after and manage the livelihood and welfare of people. There is a wide variety of programmes that purport to provide effective treatment for the needs of offenders. However, only programmes that have been evaluated with appropriate research methodologies and which demonstrate a reduction in recidivism should be considered for rehabilitation and reintegration (Grant 2008:83). Many programmes have been designed without adherence to the principles of risk, need and responsivity, as defined by Andrews and Bonta (2006), and therefore may not provide effective rehabilitation and reintegration.

The risk principle firstly emphasises the importance of accurate predictions of criminal behaviour and thus the need for evidence-based risk instruments. Secondly, the principle highlights the importance to properly match the level of the programme to the offender's risk level (Bonta & Andrews 2006:9). The amount of treatment should be aligned to the risk of the offender to reduce recidivism. Bonta and Andrews (2006:9) state that low risk offenders are more cooperative and motivated to comply with treatment demands than high risk offenders. Bonta and Andrews (2006:11) further report that the need principle successful in addressing criminogenic needs is associated with an average of nineteen (19) percent difference in recidivism. They further maintain that adherence to the responsivity principle contributed to a twenty-six (26) percent difference in recidivism. Within the context of the responsivity principle, which refers to the offender's ability to learn from a rehabilitation and reintegration programme by providing cognitive behavioural programmes and tailoring the intervention to the learning style, motivation, abilities and strengths of the offender (Bonta & Andrews 2006:1). Effectiveness is mainly measured in terms of recidivism, which means that an effective programme must

reduce recidivism rates (Murhula 2019:41). It is therefore important for the study to determine for whom rehabilitation and reintegration programmes work, under what conditions and what intensity the programme is needed. When offender rehabilitation and reintegration programmes consist of all three principles, the effectiveness of rehabilitation and reintegration programmes is significant (Andrews & Bonta 2006:9). Rehabilitation and reintegration programmes that do not adhere to any of the three principles are likely to be ineffective (Andrews & Bonta 2006:10).

The Parliamentary Monitoring Group (2015) reports that in South Africa, more and more offenders are being incarcerated for longer periods of time. The failure of correctional centres to administer successful, evidence-based rehabilitation and reintegration programmes across various settings has dire consequences that may accelerate the loss of enthusiasm of correctional staff for rehabilitation, accelerate loss of faith and hope in government reintegration (Rhine, Mawhorr & Parks 2006:347). It is now more important than ever for rehabilitation and reintegration programmes in South Africa to demonstrate efforts that are effective in reducing rates of recidivism or, at the very least, are consistent with practices of effective rehabilitation and reintegration that have been shown to be effective in other settings (Murhula 2019:1).

MacKenzie (2014) published a meta-analysis on the effectiveness of United States of America rehabilitation programmes in reducing the risk of recidivism. According to this analysis, recidivism was reduced by certain forms of cognitive behavioural therapy and vocational education programmes in correctional centres. These programmes train the offender in important labour-market skills that are productive for the correctional centre, and for external treatment programmes. In relation to reintegrating offenders the study further found that one programme following the principle of therapeutic community in correctional centres, combined with follow-up treatment after release, proved to be particularly effective and assisted offenders to integrate into the labour market.

Seiter and Kadela (2003) used the same approach for the assessment of specific programmes for offender reintegration. In the study they analysed evaluations that used a randomised control group design and investigated programmes that started in correctional centres and combined treatment with follow-up after release. The following rehabilitation and reintegration programmes were identified as “working” by Seiter and Kadela (2003): (i) vocational training programmes in correctional centres and work-release programmes at the end of the sentence, (ii) community-based transitional halfway houses which prepare the offender for life in liberty (temporary living facilities provided to people recently released from incarceration), and (iii) some correctional centre drug treatment programmes with intensive aftercare.

Effective and sustainable rehabilitation and reintegration programmes must consider not only the criminal activity of the offender, but also the individual needs of the offender (Dissel 2012). The policy of effective rehabilitation and reintegration agrees that the main purpose and means of rehabilitation should be to reduce recurrence (Murhula 2019:77). However, recidivism reductions can only be achieved through rehabilitation strategies that reintegrate offenders into society by giving them the opportunity and support for reform. The study observes that all criteria are important in the process of rehabilitation and reintegration, and there is no certain criterion that the study identifies as more superior than the other, as interventions all need to comply with the criteria. The next section will attempt to explore the challenges of programme evaluation.

2.6 CHALLENGES OF PROGRAMME EVALUATION

Evaluations remain a constant challenge and often fall short of expectations. Despite the potential for fact-based policies, an effective link between evaluation results and policy formulation remains abstract. One of the most fundamental reasons for conducting a policy evaluation is its usefulness in informing policy and decision-making, and improving the quality of public interventions (OECD 2020:21). The evaluation should provide useful information on public issues and provide evidence on the impact of policies and their underlying mechanisms of change (OECD 2020:23)

Compton *et al.* (2010:105) postulate that there are three common problems to programme evaluation: firstly, the lack of systematic integration within a larger programme improvement process, secondly, the difficulty in finding an appropriate evaluator, and lastly, the lack of appropriate measurement of programme evaluation. These three common problems prevent programme evaluation from contributing to programme improvement and accountability.

The first problem is that the programme evaluation process is often not systematically integrated into a broader programme improvement process. Consequently, programme evaluation processes and results may do less to encourage a programme's effectiveness and accountability. This challenge is the result of the lack of structure and strategies to integrate programme evaluation processes with programme improvement processes, evaluators who are not focused on results that can be used to improve the programme and the failure of programme evaluation (OECD 2020:23).

The second problem is the difficulty of finding a suitable evaluator. This is a result of poor evaluator selection. Evaluators who conduct programme evaluations are often social scientists with little or no training to conduct useful programme evaluation studies (OECD 2020:23). Programme staff and others often have a difficult time finding suitably trained and experienced evaluators, because they do not have such evaluators as staff or because they generally have limited connections with programme evaluator professionals who have the appropriate training and experience (OECD 2020:23).

The identification of an inappropriate evaluator leads directly to the third problem; the lack of appropriate measurement (OECD 2022). Once policy goals have been identified and communicated, and programmes implemented, then some type of measurement instrument must be developed to ascertain the extent to which the goals have been achieved. The OECD (2022) states that most public problems such as crime, poverty etc. are comprised of policy goals that are extremely difficult to

measure directly. Consequently, many surrogate metrics are used to circumscribe the level of effectiveness of programmes. Many other factors also significantly impair the adequate and appropriate measurement of programme goals, for example, the time span programmes require for their full impact to be realised.

This study is convinced that it is pivotal for government to demonstrate that decisions, programmes and policies are informed by evidence; they understand how and why a programme has the potential to succeed; allocate sufficient resources to achieve objectives and have measurement models and strategies to measure impact or objectives of programmes. By evaluating performance and objectives, policymakers can potentially acquire a deeper understanding of underlying programme problems and can make informed decisions about the feasibility of continuing the programme.

2.7 CONCLUSION

Correctional centre rehabilitation and reintegration policies are regarded as public policy. It is from this perspective that programme evaluation should be at the centre of the programmes. It is in the interest of the government and society to evaluate the effectiveness of offender rehabilitation programmes against their intended objectives to ensure programme improvement and accountability. The fundamental discipline of society is evaluation. It has significant effects on sustaining, enhancing services, and safeguarding citizens in all areas of interest, since it pervades all spheres of human activity. This chapter focused on the evaluation of programmes in the area of public administration, defining public administration, the evaluation of programmes and their relationship with society. The conceptual theory on which the conception and implementation of evaluation studies is based was discussed, as well as the different evaluation models. The challenges in evaluating programmes were also discussed in the chapter.

The next chapter will discuss the policy and legislative framework for rehabilitation and reintegration programmes within the DCS. The post-apartheid correctional system, as indicated by the Constitution of 1996, will be examined with emphasis

being on the Bill of Rights. The chapter will analyse the main Act guiding the DCS, the Correctional Service Act 111 of 1998. It will discuss the White Paper on Corrections as it outlines the way forward for the DCS and offenders.



**UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA**

CHAPTER 3: OFFENDER REHABILITATION AND REINTEGRATION PROGRAMME POLICY FRAMEWORK

3.1 INTRODUCTION

The previous chapter presented programme evaluation of offender rehabilitation and reintegration programmes. The chapter discussed the models, theories and challenges of programme evaluation as the basic discipline of society that maintains, improves and protects the interests of society. This chapter provides an outline of the legislative framework that informs the evaluation of rehabilitation and reintegration programmes in the South African DCS. The chapter discusses the new democratic correctional system, guided by the Constitution of South Africa of 1996, with emphasis being on the Bill of Rights. The chapter analyses the Correctional Service Act 111 of 1998, which serves to guide the way ahead for the DCS. The chapter further examines the White Paper on Corrections as it represents the final fundamental break of the past penal system and ushers in a start for rehabilitation and reintegration in correctional centres, giving offenders new hope and encouragement to adopt a lifestyle that will result in a second chance towards becoming the ideal South African citizen. The chapter incorporates a discussion on the Standard Minimum Rules for the Treatment of Offenders. When offenders are incarcerated certain human rights are limited in order for incarceration to be implemented and all other human rights are retained. These legislations are therefore analysed as they highlight the human rights of offenders as citizens that can be rehabilitated and reintegrated as ideal South African citizens. The Constitution of South Africa is discussed below.

3.2 PROVISIONS OF THE CONSTITUTION OF SOUTH AFRICA, 1996 IN RELATION TO OFFENDERS REHABILITATION AND REINTEGRATION

This section discusses the Constitution of South Africa 1996 and the rights that have a direct impact on the rehabilitation and reintegration of offenders as indicated in the Bill of Rights.

3.2.1 The Constitution of South Africa 1996

The Constitution of the Republic of South Africa 1996 enshrines the democratic values and principles that govern public administration. The Bill of Rights, as contained in the Constitution of South Africa, is the foundation of democracy in South Africa that enshrines the rights of all people in the country, including offenders, and affirms the democratic values of human dignity, equality and freedom (Department of Correctional Services 2020:21).

The preamble to the South African Constitution is based on four cognitive themes which indicate its purpose (Devenish 1998:28):

- It is concerned with undoing the separations of the past, thereby leading to a new society which is based on democratic values, social justice and fundamental rights;
- It is concerned with the creation of a new democratic order where every citizen has the right to participate;
- It details how improving the quality of all citizens will ensure social and economic justice to all; and
- It focuses on working towards building a united and democratic South Africa.

Section 7 of Chapter 2 of the Constitution states that all rights that are included in the Constitution are for every citizen of the country and they strive to uplift the human dignity, equality and freedom of everyone (South Africa 1996). Campbell (2001) defines that a legal right is a right that exists in accordance with the rules of the legal system or is based on a decision made by an appropriate body within the legal system. Ndike (2014:55) states that rights include civil and natural rights such as the right to life, and a family life. In addition, if citizens are accused of a criminal offence, such persons are entitled to a fair trial, to be presumed innocent until proven guilty, and if found guilty, humane forms of sentence are to be imposed. Ndike (2014:55) further states that rights act as a protection against the deed and the misuse of

power of the state upon individuals. Omar (2011:20) states that a vital characteristic of a right is that it can be enforced through the courts.

For the relevance of this study only the rights that have a direct impact on the rehabilitation and reintegration of offenders as indicated in the Bill of Rights are discussed. How the rights in the Bill of Rights influence the way in which offenders should be treated within the correctional system is explored.

3.2.1.1 Equality

Section 9 of the Bill of Rights states as follows (South Africa 1996):

- “(1) Everyone is equal before the law and has the right to equal protection and benefit of the law.
- (2) Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons or categories of persons disadvantaged by unfair discrimination, may be taken.
- (3) The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.
- (4) No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of Subsection (3). National legislation must be enacted to prevent or prohibit unfair discrimination.
- (5) Discrimination on one or more of the grounds listed in Subsection (3) is unfair unless it is established that the discrimination is fair”.

The Constitution of South Africa guarantees equality to everyone including offenders and this equality should also prevail within the correctional system when implementing rehabilitation and reintegration programmes for offenders. In the process of rehabilitating offenders, the obvious provision of offender rights promulgates equality in how rehabilitation is implemented and each offender is reminded of the importance of human rights.

Chamberlain (2012:188) states that the participation of offenders in rehabilitation and reintegration programmes assists offenders to prepare for the transition from incarceration to reintegration. The study therefore suggests that offering offenders equal opportunities to participate in rehabilitation and reintegration programmes regardless of the offence committed, gender, sex, age, religion or any other factors can increase offender interest to learn, have a better chance to succeed in life and successfully reintegrate into the community after incarceration,

3.2.1.2 Human dignity

Section 10 of the Bill of Rights states as follows (South Africa 1996):

“(1) Everyone has inherent dignity and the right to have their dignity respected and protected.”

Beyeleveld and Brownsword (2001) in Ward (2011:109) state that there are two dimensions to dignity: empowerment and constraint. The empowerment dimension emphasises autonomy, the importance of uncoerced choice and freedom of movement for human beings. The constraint dimension emphasises well-being, basic conditions (i.e. food, water, accommodation, safety, healthcare, education.) for a dignified life. Incarceration creates a perception of loss of freedom and a future (Testoni *et al.*, 2020:97). This study argues that through rehabilitation and reintegration programmes offenders may be able to regain their dignity by learning socially acceptable means to interact with society and live a dignified life.

3.2.1.3 Freedom and security of the person

Section 12 of the Bill of Rights states as follows (South Africa 1996):

“(1) Everyone has the right to freedom and security of the person, which includes the right-

- (a) not to be deprived of freedom arbitrarily or without just cause;
- (b) not to be detained without trial;
- (c) to be free from all forms of violence from either public or private sources;
- (d) not to be tortured in any way; and
- (e) not to be treated or punished in a cruel, inhuman or degrading way.

(2) Everyone has the right to bodily and psychological integrity, which includes the

right-

(a) to make decisions concerning reproduction;

(b) to security in and control over their body;

(c) not to be subjected to medical or scientific experiments without their informed consent”.

Ndike (2008:69) indicates that female offenders are vulnerable to degrading acts such as sexual harassment and rape in correctional centres. Ndike (2008:68) further states that offenders are human and to be treated in a manner that is in violation of their rights through beatings or any illicit acts in state institutions shall be seen as a violation of human rights. Any form of illicit acts entices withdrawal and isolation of an offender and defeats the purpose of rehabilitation in correctional centres. In a safe environment offenders are inclined to voluntarily participate in rehabilitation and reintegration programmes; learn and respect the difference between right and wrong; learn new perspectives and things; and are motivated to change unacceptable social behaviour to reunite with the community as a law-abiding citizen. Correctional centres are mandated by the White Paper to ensure the safety of offenders (Department of Correctional Services 2005:17). Therefore, the study intends to argue that the lack of adequate safety within correctional centres deters offender participation, and impacts on the offender rehabilitation path, thus hindering the effectiveness of rehabilitation and reintegration and negatively impacting the possibility of the offender desisting from criminal activities while still incarcerated and upon release.

3.2.1.4 Slavery, servitude and forced labour

Section 13 of the Bill of Rights states as follows (South Africa 1996):

“(1) No one may be subjected to slavery, servitude or forced labour.”

According to Thinane (2010:36), work programmes create work ethic which changes offender behaviour and positively affects the tendency of recidivism acts. The DCS must provide offenders with labour that is meaningful and will help them to sustain their lives outside of the correctional centre (Muthaphuli 2008:129). Providing meaningful labour provides responsibility and equips offenders with the necessary skills to be a functional member of society that can attain and maintain employment. When labour is voluntary it helps the offender to be able to partake in labour that interests them and can help them to develop their own identity. Meaningful labour is therefore important as the offender will be able to expand interest developed and skills acquired.

This study argues that as part of rehabilitation incarcerated offenders should be offered vocational programmes to equip them with a variety of skills which can help them find employment. The study further argues that correctional officials should assist offenders to obtain employment, as stable employment is critical to an offender's reintegration into society. The provision of employment opportunities enhances offender desistance from criminal activities and promotes effective rehabilitation and reintegration programmes.

3.2.1.5 Privacy

In terms of Section 14 of the Bill of Rights (South Africa 1996):

“(1) Everyone has the right to privacy, which includes the right not to have-

- (a) their person or home searched;
- (b) their property searched;
- (c) their possessions seized; or
- (d) the privacy of their communications infringed.”

Privacy is a basic human need, essential for the development and maintenance both of a free society and of a mature and stable personality for an individual (Muthaphuli 2012:128). Privacy and security are often compromised by the high rate of overcrowding in correctional centres. The extreme rate of overcrowding forces offenders to live in cramped spaces resulting to a sense of failure and frustration

(Nkosi 2018:49). This often leads to aggressive behaviour and reduces rehabilitation and reintegration programme attempts. The study argues that when offenders are given privacy they are being afforded the opportunity to rehabilitate in a safe and dignified environment whereby they can reflect and learn from their actions and restore their integrity consequently contributing to effective rehabilitation and reintegration.

3.2.1.6 Freedom of religion, belief and opinion

Section 15 of the Bill of Rights states the following (South Africa 1996):

- “(1) Everyone has the right to freedom of conscience, religion, thought, belief and opinion.
- (2) Religious observances may be conducted at state or state-aided institutions, provided that-
- (a) those observances follow rules made by the appropriate public authorities;
 - (b) they are conducted on an equitable basis; and
 - (c) attendance is free and voluntary.
- (3) (a) This section does not prevent legislation recognising
- (i) marriages concluded under any tradition, or a system of religious, personal or family law; or
 - (ii) systems of personal and family law under any tradition, or adhered to by persons professing a particular religion.
- (b) Recognition in terms of paragraph (a) must be consistent with this section and the other provisions of the Constitution.”

Religious programmes play an important role in the behavioural change of offenders (Thinane 2010:38). The fact that correctional centres are inclusive of all races, cultural ethnics, different origins and religious groups allows offenders to learn about other cultures, origins and religions which in turn helps them to understand these cultures and religions (Urbanek 2020:1). The study argues that when offenders understand religious opinions, beliefs and race opinions of others, they are able to be more open-minded to the different opinions and this helps them to be more socially acceptable.

The DCS has a responsibility to make a conducive environment for offenders to observe and practice their religious beliefs, an environment that is consistent with the principles of human dignity (Motlalekgosi 2019:2). Dammer (2002:1375) states that offenders are involved in religion to improve their self-concept. Dammer (2002:1375) further states that lack of self-concept is a common problem with offenders who possibly suffer from guilt related to failures in life, remorse from criminal acts, or from pain of a dysfunctional family background. Religious belief allows offenders to be who they are, and to be able to connect to their inner resources that can lead to changed behaviour and attitude (O'Connor & Perreyclear 2000:19). The study argues that spiritual care programmes may be able to help offenders learn to forgive themselves and others therefore assisting them to be able to live a more fulfilling life encouraging desistance from criminal activities.

3.2.1.7 Health care, food, water and social security

Section 27 of the Bill of Rights states as follows (South Africa 1996):

- “(1) Everyone has the right to have access to
- (a) health care services, including reproductive health care;
 - (b) sufficient food and water; and
 - (c) social security, including, if they are unable to support themselves and their dependants, appropriate social assistance.
- (2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights.
- (3) No one may be refused emergency medical treatment.”

Proper nutrition enhances a person's cognitive ability, which is conducive to their rational and improved non-impulsive behaviour for the purpose of engaging with society. The study states that the provision of a healthy diet, health care services and security are all critical to the adherence of providing corrections in humane conditions as stated in the Department of Correctional Service Act 111 of 1998 (Department of Correctional Service 2008:12). The study argues that the provision of

the latter creates an environment for rehabilitation and reintegration and fosters the achievement of the goals set to ensure a just, peaceful and safe society with law-abiding citizens.

3.1.2.8 Education

Section 29 of the Bill of Rights states as follows (South Africa 1996):

“(1) Everyone has the right:

(a) to a basic education, including adult basic education; and

(b) to further education, which the state, through reasonable measures, must make progressively available and accessible.

(2) Everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable. In order to ensure the effective access to, and implementation of, this right, the state must consider all reasonable educational alternatives, including single medium institutions, considering:

(a) equity;

(b) practicability; and

(c) the need to redress the results of past racially discriminatory laws and practices.

(3) Everyone has the right to establish and maintain, at their own expense, independent educational institutions that:

(a) do not discriminate on the basis of race;

(b) are registered with the state; and

(c) maintain standards that are not inferior to standards at comparable public educational institutions.

(4) Subsection (3) does not preclude state subsidies for independent educational institutions.”

Thinane (2010:37) emphasises that education at the DCS plays an important role in developing alternative life skills that help offenders to lead better lives and reintegrate into society. Education leads to a complete rehabilitation and reintegration of offenders, as it provides offenders with new knowledge that can be

used upon release (Murhula 2019:121). The study argues that education is a crucial tool for offenders, as it helps them to be self-supporting after incarceration, and ensures that they are able to live a better life free from criminal activities thus reducing recidivism.

The purpose of this section was to explore how the provision of human rights is important to ensure effective rehabilitation and reintegration of offenders. From the discussion, it is clear that offenders' rights are an integral part in the restoration of integrity, dignity and continual development post the release from incarceration. The next section will discuss the implications of the Correctional Service Act 111 of 1998 and the influence which the Act has on the rehabilitation and reintegration of offenders.

3.3 IMPLICATIONS OF THE CORRECTIONAL SERVICES ACT 111 OF 1998 FOR THE REHABILITATION AND REINTEGRATION OF OFFENDERS

This section will discuss the Correctional Service Act 111 of 1998 and its influence on the rehabilitation and reintegration of offenders for the purpose of promoting the social responsibility and human development of all sentenced offenders whilst incarcerated and post incarceration.

3.3.1 Correctional Service Act

The Correctional Services Act 111 of 1998 seeks to provide for, amongst others, a correctional system; the establishment of correctional centres, function and control of the Department; and the custody of all offenders under conditions of human dignity (Department of Correctional Services 2020:21). Chapter 3 of the Act sets out the general requirements for the custody of all offenders, which ensures that all the offenders are detained under conditions that recognise human dignity, and thus provide the environment that facilitates and invokes the confidence or interest required to participate in a rehabilitative programme for the purpose of reintegration (South Africa 1998). The discussion below focuses on the general requirements for the custody of all offenders.

3.3.1.1 Approach to safety

The rule of offender safety is reiterated throughout the Correctional Service Act 111 of 1998. Section 2 of the Act states that the DCS must contribute to maintaining and protecting a just, peaceful and safe custody of offenders by enforcing the sentences of the courts, detaining all offenders in safe custody, and at the same time promoting social responsibility and human development (Department of Correctional Service 1998:32). Failure to implement the provision of these laws has led to offenders being coerced, assaulted, raped and even killed by other offenders in correctional centres (Muntingh 2009:5). This hinders the rehabilitative progress of the offender and defeats the purpose of rehabilitation and reintegration programmes. Penal Reform International (2019:23) states that offenders will be motivated to participate in rehabilitation and reintegration programmes when in a safe and secure environment which will affect how they engage with their communities after they have served their sentences. The study argues that the safety of offenders should be a priority as safety is the fundamental element to appropriate offender classification.

3.3.1.2 Admission to correctional centre

Section 4 of the Act highlights that in the process of offender admission into the correctional centre, all due legal process and protocol is observed and is carried out in a lawful manner. During admission the DCS must determine the security classification, health needs, educational needs, social and psychological needs, religious needs, specific development needs, work allocation, as well as offenders' needs regarding rehabilitation and reintegration (Muthaphuli 2008:143). Obtaining this information about the offender enables the department to know how to deal with the offender. For example, if the department is aware of the type of crime committed by the offender, as well as the length of the offender sentence, it will be able to place the offender in rehabilitation and reintegration programmes that are suitable for that offence and for that length of sentence (United Nations Office on Drugs and Crime 2018:50). Accurate and relevant assessment of criminogenic factors form the foundation for planning rehabilitation and reintegration programmes, decision-making regarding risk and safety, and ultimately abstinence from criminal behaviour which serve as a catalyst to the progress and betterment of offenders for the purpose of a

renewed and reformed member of society (Herbig & Hessenlik 2012:29). The study emphasises the importance of offender assessment in order for relevant and risk specific rehabilitation and reintegration programmes to be offered in efforts to deter offenders from criminal activities thus reducing recidivism.

3.3.1.3 Accommodation

To avoid victimisation and to ensure the safety and security of offenders, Section 7 of the Act stipulates that offenders must be separated, for example, sentenced and unsentenced, male and female, adult and children. Du Plessis and Lombard (2018:482) refer to the separation of offenders as unit management. They further state that the division of correctional centres into smaller manageable units leads to improved interaction between officials and offenders, improved and effective supervision leads to increased participation in all rehabilitation and reintegration programmes, and as a consequence the continual improvement of the offender is rightly enhanced and further influences their integration and engagement with society post incarceration. The study emphasises the importance of accurate offender classification for better management of offenders, and to ensure that low-risk offenders are not coerced into being members of gangs. The study further highlights that accurate offender classification allows the DCS to be able to offer rehabilitation and reintegration programmes that are risk, need and responsivity-based aiding in the determent of future criminal activities.

3.3.1.4 Nutrition

Section 8 of the Act states that offenders must be supplied with adequate food and those with specific nutritional requirements, such as children and pregnant women, must also be catered for. Additionally, diets for religious and cultural reasons must be prepared if possible, for example, Halaal food for Muslims and no hot food on Saturdays for Seventh-day Adventists and members of the Nazareth Baptist Church (Nkosi 2018:28). The provision of well-balanced nutritional diets plays a role in the rehabilitation and reintegration of offenders. Chukwudi (2012:45) states that the provision of adequate health care and good nutrition to offenders' results in an effective correctional system. Good nutrition enhances organ systems, increases the

ability of the brain to function properly, invigorates intellectual development and regulates behaviour (Fishbein & Pease 1994:126). Good nutrition improves cognitive ability and concentration, which is a prerequisite in the process of rehabilitation and reintegration. This study acknowledges that nutrition affects concentration, attention span and cognitive functioning, therefore inadequate nutrition can negatively impact how offenders respond to programmes, consequently reducing the effectiveness of rehabilitation and reintegration.

3.3.1.5 Hygiene

Section 9 of the Act states that the DCS must provide offenders with the necessary supplies to ensure hygiene. In the process of rehabilitating offenders, it is essential to present the necessary supplies such that clothing, bedding and cells are clean at all times. Personal hygiene restores confidence, pride and personal image, which all encourage and propel the offender to engage better with the environment and the process of rehabilitation and reintegration. The provision of hygiene essentials will cultivate a clean environment, aid personal hygiene and maintain healthy offenders who are functional and are able to participate in rehabilitation and reintegration programmes, thus ensuring that offenders can be equipped with the tools and skills to be able to lead a crime free life.

3.3.1.6 Exercise

The Act states that every offender must be entitled to the opportunity to exercise for least one hour per day to maintain health. Exercising keeps offenders occupied and healthy and deters them from unsavoury and unconventional behaviour, for example gang initiation and drug abuse. Nkosi (2018: 29) states that exercise is an alternative way of dealing with stress. To heighten the effectiveness of rehabilitation and reintegration opportunities, offenders should be encouraged to partake in various physical activities contributing to increased morale, stress relief and improved mental health. This brings about the enthusiasm to participate in rehabilitation and reintegration interventions. The study concurs that physical activity has a beneficial impact on the physical, mental and emotional well-being of offenders and advocates the provision of adequate physical activity to reduce stress and other adverse

psychological and emotional feelings that can be caused by being incarcerated. The study acknowledges that the latter may hinder offenders' successful participation in the rehabilitation and reintegration programmes, resulting in ineffective programmes.

3.3.1.7 Health care

Section 12 of the Act states that offenders must be encouraged to undergo medical treatment that helps to maintain a healthy life. Incarcerated offenders present an array of poor health conditions and that correctional centres are notorious for many diseases such as Tuberculosis and HIV/AIDS which elevate offenders' poor health conditions (Institute of Medicine and National Research Council 2013:1). Medical treatment cures diseases and promotes good health (Distelzweig *et al.* 2016:5), thus the provision of health care resuscitates and solidifies a healthy lifestyle of a living being or offender. The Correctional Services Act dictates that custody under conditions of human dignity in a safe, secure and healthy environment is essential to the effective rehabilitation and reintegration of offenders (Department of Correctional Services 2008:12). The study therefore notes that health is essential to prevent the spread of diseases; and promotes long life for functional and conventional offenders for a healthy and safe environment where effective rehabilitation and reintegration programmes can take place.

3.3.1.8 Contact with the community

Section 13 of the Act states that offenders should be encouraged to maintain contact with the community and stay abreast with current affairs. The DCS states that rehabilitation and reintegration of the offender is a societal responsibility (Department of Correctional Services 2005:33) and thus the participation of the community is a prerequisite in offender rehabilitation and the reintegration path. The provision to maintain contact with the community creates a platform to mend and restore once broken relationships, have open and transparent conversations and sends a positive message to the community. Hollin (2002:163) states that exposing offenders to the community during incarceration promotes the process of gradually reintegrating offenders into society. The study appreciates that this elevates the chance of

successful reintegration, encourages support to the offender and reduces the potential for recidivism.

3.3.1.9 Correction, development, care programmes and services

Section 16 of the Act states that the DCS must provide correction, development, care programmes and services, even when not required by the Act. Development and support services encourage and guide offenders to deal with adverse emotions, acquire new knowledge, life skills and decision-making skills to help offenders regulate behaviour whilst incarcerated (Sachitra & Wijewardhana 2020:31). The provision of correction, development and care services serves to address offending behaviour, and provide human development to offenders (Department of Correctional Service 1998:16). The study notes that this contributes to offender dignity, skills development, self-reliance, a sense of belonging, influences offender integration and reduces the potential for recidivism.

The above section attempts, in a concise and elaborate manner, to discuss and explore the many ways in which the provision of laws, as set by the Correctional Service Act better serve the offenders in the process of rehabilitation and reintegration. If the initial admission phase to the process of incarceration is implemented correctly, the DCS can identify accurate and relevant needs specific to the offender. Consequently, this promotes offender participation in the rehabilitation and reintegration process. The effective implementation of the laws set by the Act serve to restore dignity, invoke confidence and rehabilitate the offender. Effective rehabilitation ensures successful reintegration of the offender with the community and thus the DCS mandate is achieved.

The next section will discuss how the White Paper influences the rehabilitation and reintegration of offenders by exploring key service delivery areas as epitomised by the DCS to be essential in the process of restoring offender dignity, a sense of inclination, moral deficiency and value structure.

3.4 THE WHITE PAPER ON CORRECTIONS 2005 REGARDING THE REHABILITATION AND REINTEGRATION OF OFFENDERS

The White Paper is a visionary document derived from the Constitution of 1996, approved in 2004 (Department of Correctional Service 2005:6). This document serves as an update to its predecessor, the 1994 White Paper, with the intention to replace this arbitrary version of the White Paper as adopted on 21st October 1994. The motivation supporting the development of the 2005 White Paper was to address the inadequacies of the 1994 White Paper. The White Paper states the following regarding the inadequacies of the 1994 White Paper (Department of Correctional Service 2008:9): it was based on the 1993 Interim Constitution, and thus did not benefit from important subsequent legislation, including the Constitution of 1996, and the Correctional Services Act. It continues to state that it did not align with key government policies and other public service regulations, including those pertaining to health; and it did not provide an appropriate basis for the formulation of a departmental policy that fully integrates the causes and unique nature of crime in South Africa within a correction and rehabilitation framework. This resulted in correctional centres being places of punitive authoritarianism, regarded as the breeding grounds for criminality and despised by society. Furthermore, it continued to facilitate for a microcosm of a divided country, racked by racial segregation and discrimination, as well as repressive measures such as solitary confinement and violent interrogation (Department of Correctional Services 2005:4).

To reconcile the pre-existing inadequacies the government instituted and adopted the White Paper which is more aligned to a new and democratic Constitution, a Constitution that epitomises the provision of laws; laws that augment the utility of education, productive labour and health to induce social responsibilities, positive social values, correction of behaviour and human development. This feat is achieved by the joint efforts of the community, family, stakeholders, partners, agencies and other departments to ensure the success of rehabilitative and reintegrative programmes (Department of Correctional Services 2005:5). This will thus combat recidivism and introduce a rehabilitated individual that will be able to successfully reintegrate.

In order to implement the provision of laws in correctional centres the DCS has identified key service delivery areas relating to offender rehabilitation and reintegration. The service delivery areas are discussed below.

3.4.1 Security classification for safety and security

Cilliers *et al.* (2008) cited in Labane (2012:241) state that classification for treatment needs is part of an assessment process to ensure the allocation of offenders in the correctional centre where they may benefit from rehabilitation and reintegration programmes. The security needs of the offender mean the placement of the offender according to the crime committed. For example, an offender that is short sentenced due to committing a minor crime but placed in a maximum-security centre with serial rapists and murderers can lead to the adoption of more serious criminal propensities and participation in programmes incoherent to the severity of the crime, and thus is ineffective for the progress of offender rehabilitation.

The study intends to highlight that the provision of the above-mentioned key service delivery area serves to administrate the classification of offenders into the right correctional centres and programmes which ensures specific allocation. When allocation is more designated to offender needs it accelerates the progress and effectiveness of rehabilitation and reintegration programmes.

3.4.2 The physical and emotional wellbeing of offenders

Standardised and generalised programmes do not address specific emotional needs of offenders (Department of Correctional Service 2008: 11), therefore an assessment of the emotional well-being of each offender should be performed to ensure proper rehabilitation and reintegration support (Labane 2012:225). This is because age, emotional capacity and cognisance affect the offender's enthusiasm for participation resulting in a negative response to programmes. Labane (2012:225) further states that correctional centres should accommodate the needs of special category offenders for example, the physically disabled. If this provision is not implemented it will affect how they perform and thrive in a non-designated facility. The study intends

to highlight that in a non-designated environment, the service and information prescribed to offenders is irrelevant resulting in ineffective rehabilitation and reintegration programmes.

3.4.3 Educational and training needs of offenders

The White Paper supports the provision of educational opportunities by stating that education enhances offender skills development, employability and rehabilitation (Department of Correctional Service 2005:16). This is achieved by involving role-players such as community institutions, family, social workers and relevant stakeholders. The inclusion of other role-players confirms that rehabilitation is a societal responsibility and collective effort in order to promote the effectiveness and sustainability of social integration. The study intends to highlight that the incorporation of educational programmes and their informative essence offers the necessary guidelines, the regulation of behaviour and aligns offenders to positive and appropriate social value systems and societal norms. This results in offenders being more career-orientated, contributing more to society, and encourages offenders to be less prone to recidivism.

3.4.4 Accommodation needs

The White Paper encourages the provision of adequate accommodation needs by emphasising the importance of a needs specific approach to the planning of accommodation (Department of Correctional Services 2005:17). Such needs include gender and the needs of the physically disabled. The conditions of accommodation impact the experience of incarceration, consequently determining offenders' attitude and participation in rehabilitation and reintegration programmes. The provision of adequate accommodation contributes to the safety and security of offenders, limits the spread of infectious diseases, and reduces the effects of incarceration and overcrowding (Association for the Prevention of Torture 2019). The study acknowledges that the successful implementation of accommodation creates a safe, healthy and rehabilitative environment that does not constitute overcrowding. This improves the social, physical and psychological incarceration effects and thus has a

positive effect on offender participation in programmes and facilitates effective offender rehabilitation and reintegration.

3.4.5 Offender needs relating to support after release

The White Paper states that the DCS should provide after care services to offenders in preparation for the completion of their sentence in order to facilitate social acceptance and effective reintegration into communities (Department of Correctional Service 2005:63). Rehabilitating and preparing offenders during incarceration is only one part of the equation, preparing the community and creating conditions that encourage sustained desistance from criminal behaviour by ex-offenders is the other part of the equation (Tang 2010:48). The main objective of after care services is to rebuild and nurture the broken relationship between offenders, victims, the communities and society at large (Department of Correctional Services 2005:69).

Post incarceration offenders are challenged with stigmatisation, discrimination and societal mistrust, and therefore the environmental and community conditions must be conducive to ensure the effective reintegration of the offender (Magadze 2014:134). This is essential for rebuilding the broken relationship between the offender, victims and the community, and to advance rehabilitation efforts by introducing a reformed individual back into society and thus fostering new relationships, trust and non-stigmatisation to ensure the successful reintegration of the offender back into society. The study intends to highlight that the provision of support during the reintegration phase ensures that programmes are not correctional centre-based but also extend beyond the walls of the correctional centres. Consequently, this ensures that the offender does not relapse into crime and that the efforts of rehabilitation and reintegration programmes during incarceration are not in vain in post incarceration.

3.4.6 Offender needs to specific interventions that target offending behaviour

The White Paper states that the purpose of this provision is to influence the offender to adopt a positive and appropriate norms and value system, alternative social interaction options, and to develop life, social and vocational skills which will equip the offender to function effectively without having to return to crime (Department of

Correctional Service 2005:61). The study intends to highlight that the successful implementation of this provision cultivates accurate and relevant assessment of criminogenic risk factors, and that offenders receive the appropriate rehabilitation and reintegration programmes and that the intensity of the intervention is coherent to the level of risk predicted.

3.4.7 Visits from family, friends and loved ones

The incarceration sentence can be immensely challenging for offenders, their families and friends, resulting in strained and poor-quality personal relationships (Bagaric, Hunter & Wolf 2018:78). Relationships associate offenders to a social identity, provide a sense of security, well-being, and an assurance of worth (De Claire & Dixon 2017:2). Visitation by loved ones while incarcerated encourages the establishment of an adaptable social environment that motivates offenders to restore unstable family bonds, and to maintain social obligations and self-identity associated with the relationship, as well as to encourage offenders to adopt more prosocial value systems, societal norms and behaviour that is acceptable to society. The study notes that access to visitation strengthens relationships, produces a conducive environment for the offender during reintegration, and demonstrates a support structure that will enable the offender to successfully reintegrate with family, friends and society. This ultimately results in desistance from crime and the offender being a law-abiding citizen.

3.4.8 Contact with social institutions from his or her community of origin

The White Paper states that social institutions and individuals, like teachers, religious leaders, sports role models, cultural leaders and female leaders are required to shape the values and life style choices of all offenders (Department of Correctional Services 2005:34). Social institutions demand open and honest behaviour and conversations, break barriers of stigmatisation fear that exist between the community and the offenders, and provide support to offenders as they seek to develop a desistance lifestyle and self-concept (Brown & Ross 2010:44). Valera *et al.* (2017:427) state that extensive periods of incarceration have additional burdens to successful reintegration. The study concurs that barriers such as employment and

homelessness contribute to the relapse of criminal behaviour and recidivism. Therefore, support institutions that expose offenders to employment, housing and vocational opportunities give offenders a footing in society. The study therefore intends to highlight the importance of social institutions as support structures that are able to create pathways that are essential for offenders to reintegrate into society.

The South African legislation governing the correctional system is advanced and well written, and provides clear guidelines and provisions on how rehabilitation and reintegration of offenders is central to the success and effectiveness of the criminal justice system. The study argues that the legal framework unequivocally recognises and supports the protection of all human rights, including those of offenders. Furthermore, the legal framework encourages the process of incarceration to recognise the essence of offender dignity and rights. This enhances the effectiveness of the correctional system and has positive effects on the rehabilitation and reintegration programmes.

Offenders are not incarcerated voluntarily, but are placed in the correctional system by the government for the purpose of rehabilitation and reintegration back into communities as law-abiding and restored citizens (Department of Correctional Services 1998:12). The government is expected to offer and achieve this objective in a humane environment as stipulated in the Bill of Rights. Furthermore, the government has a comprehensive duty to care for those that are incarcerated in a manner that does not violate or compromise their constitutional rights. The Constitution of South Africa, the White Paper and the Correctional Service Act 111 of 1998 state that the process of effective and progressive offender rehabilitation and reintegration should be implemented in accordance with human dignity and should observe human rights of offenders (Department of Correctional Service 1998:13).

The rights of offenders should not be measured against the crimes that they have committed or the level of crime in our society, and thus the government is duty bound to maintain and protect the rights of all offenders as per the Bill of Rights in the Constitution (Muntingh 2005:5). The study explicitly highlights that the process of

rehabilitation and reintegration should only curtail an offender's freedom and not subject offenders to inhumane conditions to ensure that an effective rehabilitation and reintegration process is enacted.

This study has shown that access to rehabilitation, through educational and skills development programmes, is necessary to improve an offender's chances of a successful reintegration back into society post incarceration. It is clear that rehabilitation is acknowledged as a vital tool to an effective and successful correctional system. The Correctional Services Act and the White Paper place an obligation on the DCS to rehabilitate all offenders in the system of correctional services and ensure the effective and successful reintegration of offenders into society. The study emphasises that the provisions set by the legislative framework of rehabilitation and reintegration are achievable if the provisions are implemented in need-specific, humane conditions and ensure maximum offender gain.

3.5 CONCLUSION

Changes that have occurred in South Africa since the early 1990s have led to new developments in the functioning of the correctional services and the entire justice system. This chapter discussed the Constitution, focusing on the Bill of Rights. It gave an overview of the new trends within the South African Correctional Services which came with the introduction of the Correctional Services Act 111 of 1998 and the subsequent impact which the White Paper has on offender rehabilitation and reintegration. These provisions were introduced with the aim to overcome the problems that came with apartheid where the rights of offenders were not recognised and the focus was on punishment. It is clear that offender rehabilitation and reintegration is an important factor that contributes to offender development. Where the rights of offenders are respected, they are more likely to pay attention to the rehabilitation and reintegration programmes that help to prepare offenders for life after incarceration. The next chapter of the study discusses the findings of the study in relation to the perception of rehabilitation and reintegration programmes, and provides an analysis and interpretation of the findings gathered from the participants.

CHAPTER 4: OFFENDER AND OFFICIAL PERCEPTIONS OF REHABILITATION AND REINTEGRATION PROGRAMMES AT THE KGOSI MAMPURU II CORRECTIONAL FACILITY

4.1 INTRODUCTION

The previous chapter discussed the policy framework of rehabilitation and reintegration programmes which ensure that correctional centres are effective institutions of moral regeneration for the rehabilitation and reintegration of offenders. This chapter presents a discussion on the data findings of the study, with reference to correctional centres being effective institutions of moral regeneration through the provision of effective rehabilitation and reintegration programmes at the Kgosi Mampuru II Correctional Facility. The presented findings are the product of interviews conducted with 30 incarcerated offenders; 15 participants are men from the central centre (Male Offender coded as MO1 to MO15) and 15 are women from the female centre (Female offender coded as FO1 to FO15). Furthermore, ten officials responsible for the rehabilitation and reintegration programmes were interviewed (Official participant coded as OP1 to OP10). The study followed a thematic analysis process to analyse the data. The process of coding was then followed to identify patterns that emerged from the findings of the study. Once the patterns were grouped together, the researcher created themes that emerged during the interviews to form a comprehensive depiction of the offenders' and officials' shared experiences. The themes were coded to answer the research questions as outlined in Chapter 1.

4.2 DEMOGRAPHIC INFORMATION OF THE PARTICIPANTS

The inclusion criteria for the selected offender participants is offenders incarcerated at the Kgosi Mampuru II Correctional Facility and attending rehabilitation and reintegration programmes. The study notes that all the interviewed offenders are self-identified offenders through the intervention of the social workers who are willing to participate in the study. The inclusion criteria for the selected correctional officials' participants is officials working for the Kgosi Mampuru II Correctional Facility and

involved in the implementation of rehabilitation and reintegration programmes. This section presents the demographic details of the participants interviewed in the study.

4.2.1 Offender participants

The offender participants are all partaking in rehabilitation and reintegration programmes. The interviewed participants are men and women offenders incarcerated for different criminal activities, namely murder, rape, hijacking, fraud, shoplifting, and some offenders were not comfortable with sharing the reasons that lead to incarceration. The age of the interviewed participants ranged from 35-55 years old. The offenders did not share for how long they had been incarcerated, although one of the male offenders indicated that he had received a life sentence. The study notes the fact that offenders who are participating in rehabilitation and reintegration programmes implies that they have reached their minimum sentence and are eligible for parole upon completing all necessary programmes with a good report. Lekalakala (2016:21) states that selection for parole is at the discretion of the parole board. Offender participation in rehabilitation and reintegration programmes displays remorse, commitment to be a law-abiding citizen, and commitment to live a crime free life through self-development programmes. This enhances the success of offender parole application as the parole board needs to be satisfied that the offender will not deviate from parole conditions or reoffend.

4.2.2 Correctional official participants

The participants are all correctional officials in different divisions such as social work services, psychologists, spiritual care services, education and health care services, that form the rehabilitation and reintegration path of offenders. Two officials that were interviewed work in the social work services division, two are psychologists, two work in the education division, one works in the health care services division, one works in the admission and offender correctional path division, and two are part of the spiritual care services division. The officials have been working in rehabilitation and reintegration programmes from between three to 12 years.

For the purposes of this study, the main objective was to interview participants that are participating in rehabilitation and reintegration programmes to analyse the effectiveness of programmes. The interviews with offenders and correctional officials were conducted from April to June 2022 at the Kgosi Mampuru II Correctional Facility. The process of the interviews is subsequently discussed.

4.3 STRUCTURE OF THE INTERVIEWS

This section discusses the process of the interviews, from the pre-interview phase to the actual interviews and the termination phase of interviewing the participants.

4.3.1 Pre-interview phase

Prior to commencing the process of interviews, the researcher acquired the necessary ethical considerations to pursue the study (see discussion in Section 1.11). The interviews were conducted at two sections: the central centre and the women centre respectively. At the central centre the researcher was allocated a private room to conduct the interviews with the offenders. The men participants interviewed were recommended by the social worker allocated to the researcher at the central centre and the women participants were recommended by the Head of Unit at the women centre. The offenders are participating in educational programmes, spiritual care programmes, HIV/AIDS programmes and social work programmes including sessions with the psychologist on substance abuse, restorative justice and anger management programmes.

Prior to commencing with the interviews, the researcher introduced herself and expressed appreciation to the participants for partaking in the study. The researcher proceeded to explain the purpose of the study in an effort to ensure understanding of participation and the purpose of the interview with the participants. To gain the trust of the participants the researcher reassured participants that the environment was a safe space where they could safely share any information they were comfortable with regarding their experiences in the rehabilitation and reintegration programmes, with no fear of any consequences.

The researcher further indicated that the conversation was confidential, strictly for the purposes of the research and that at no point would the information be shared or linked to any of them. The researcher explicitly explained that no names would be used when analysing the data to ensure confidentiality and anonymity. The researcher explained that the interviews would be recorded given the consent of the participants. Furthermore, the researcher reiterated the ethical conditions of the study and requested the participants to read and sign the consent form to acknowledge voluntary participation with no remuneration.

4.3.2 Interview phase

From the 30 offenders interviewed, nine did not consent for the interview to be recorded, therefore only field notes were taken, and 21 interviews were recorded and field notes also taken in a journal. The field notes record non-verbal and important verbal cues that the researcher deemed to be important or needed clarification upon, following-up with probing questions. From the 10 correctional officials interviewed, only one official did not consent for the interview to be recorded. The researcher was very attentive during the interviews and used different conversational styles such as listening, prompting and briefly commenting to encourage the participants to continue talking (DeJonckheere & Vaughn 2019:6). Probing and paraphrasing the responses of the participants is employed to indicate that the researcher is paying attention (Given 2008:90). The researcher also made eye contact, read body language and nodded during the interviews to prompt more information from the participants.

The interviews with the offender participants of the study took place between 3 April and 03 June 2022. The interviews with the men participants were scheduled by appointment with three to four offenders per day that took a minimum of 25 minutes, and a maximum of 45 minutes. The interviews with female offenders were scheduled according to the availability of the social worker assigned to the researcher by the Director of Social Work Services, who was the researcher's contact person. The interviews with the officials were scheduled by appointment between Tuesday,

Wednesday and Friday, as these days better suited the officials, and the interviews lasted for 40 minutes.

At the men section (central) the researcher was offered a vacant private office to conduct the interviews with the offenders. The researcher was therefore able to assure them that there was no violation of privacy and confidentiality, whereas at the women section the researcher was not offered any designated space to conduct the interview with the offenders. The interviews were conducted in the corner of an open and busy space compromising privacy and confidentiality. In efforts to mitigate the privacy compromised the researcher and the participant had to sit extremely close to each other in attempts to ensure that others could not hear the conversation.

4.2.3 Termination phase

Before each interview was concluded the researcher thanked the participants for their participation, re-emphasising the ethical consideration of confidentiality of the information shared with the researcher. The ethical considerations that were the foundation of the study and how the researcher attempted to uphold each consideration throughout the recruitment of participants, collection of data and the dissemination process were discussed. The next section discusses the measures taken to ensure trustworthiness in the study.

4.4 MEASURES TO ENSURE TRUSTWORTHINESS

Instruments that are used in qualitative research cannot measure the metrics of validity and reliability, however trustworthiness is used to ensure that the research measures what it is supposed to measure (Anney 2014:275) and to ensure that the findings of the study are “credible, transferable, confirmable and dependable” (Anney 2014:279). These criteria are discussed below.

4.4.1 Credibility

According to Wahyuni (2012:77), credibility concerns the ability of the study to test what it is intended to test and is defined as being parallel to internal validity. Credibility relies on how well the procedures, the meaning of the research,

participants selected, data collection and analytical methods, address the phenomenon (Graneheim & Lundman 2004:109-110). Credibility in this study was ensured by providing detailed descriptions of the research participants and how they were selected, as well as a detailed description of the data collection process and the analytical method. This enables the reader to understand the purpose of the research, as well as who, why and how the participants and the methods are used to present the findings of the study.

4.4.2 Transferability

According to Carcary (2009:15), transferability is concerned with how applicable theories which are generated in one setting are related to other settings. The researcher used triangulation to enhance generalisability by corroborating findings of this study with other literature studies, thus strengthening the study's transferability for other settings (Murhula & Singh 2019:163). However, the small sample size in the study and the fact that only one correctional centre in South Africa was used suggests that future studies should explore the phenomenon of effective rehabilitation and reintegration programmes on a more extensive scale, in order to generalise any findings pertaining to this phenomenon.

4.4.3 Dependability

Dependability refers to the consistency of the research results (Graneheim & Lundman 2004:110). This means that the results should be able to be repeated with the same outcome (Mnguni 2010:67). According to Wahyun (2012:77), dependability concerns considering all of the changes that occur in the setting and how these affect the way in which the research is conducted. To achieve dependability the researcher reported the research process in detail to ensure that the study was confirmable and dependable. The research process is a transparent description of the research steps taken from the start of a research to the development and reporting of the research findings (Carcary 2009:15). According to Wahyun (2012:77), providing the main instruments used during data collection enhances dependability. The researcher thus provided the instruments used to gather the data in the annexures of the study in order to defend the dependability of the study.

4.4.4 Confirmability

Confirmability is regarded as capturing the traditional concept of objectivity and refers to the extent to which others can confirm the findings in order to ensure that the results yield the understanding and experiences from involved participants, as opposed to the researcher's own influences and preferences (Wahyuni 2012:7). In the study the researcher ensured confirmability by comparing the data collected from the research participants to existing academic literature of the phenomenon. The subsequent section presents the data findings and analysis of the study.

4.5 DATA ANALYSIS

Mnguni (2010:63) states that data analysis is organising and modifying the raw data in order to create results, conclusions and recommendations. Qualitative data analysis is the range of processes and procedures where the qualitative data that is collected is transformed into explanations, understanding or interpretations of the people and situations that are investigated (Sunday 2011:19).

A qualitative researcher analyses data by organising it into categories on the basis of themes, concepts or similar features (Kiger & Varpio 2020:1). According to Henning, Van Rensburg and Smit (2004:105), codes are created as the researcher works on studying the data and the "better the researcher knows the data the more competent they are in labelling units of meaning." In order to make sense of the data that is collected the data is organised according to patterns of similarity and divided into themes and sub-themes. Themes are described by Creswell (2008:256) as "similar codes aggregated together to form a major idea in the database; they form a core element in qualitative data analysis." The process of forming similar codes into themes is referred to as the thematic analysis method. For the purposes of the study, the thematic analysis was used to focus on the participants' meaning and experience on rehabilitation and reintegration programmes, and to understand a set of perceptions and experiences from the participants (Kiger & Varpio 2020:2).

The researcher noted similar data patterns through weekly transcriptions, paraphrasing and analysing common experiences narrated by the participants. This

allowed the researcher to notice any new issues that could be explored in subsequent interviews. This led to greater depth in the information collected as the data gathering progressed (Hennink *et al.*, 2011:214). The researcher read the transcription repeatedly to identify and scan the data for common themes and sub-themes. The researcher coded the relevant information whilst also considering the interview guide as it contained the themes which were developed earlier (Neuman 2011:462). After scanning the data, the researcher organised the data by focusing on the coded themes. The researcher repeatedly verified the coded themes and clustered the related themes together. This was done inductively by comparing the responses of the participating offenders against the themes. To determine the major themes that guided the research, the researcher scanned all of the codes to identify and select the data that supported the research questions of the study. During this process, four themes to achieve the objectives of the study emerged, namely: rehabilitation which consists of sub-theme perceptions of rehabilitation and implemented programmes at Kgosi Mampuru II Correctional Facility and rehabilitation is a myth; effective implementation of programmes which entails sub-theme offender challenges and officials' challenges; recidivism, which entails sub-theme causes of recidivism and curbing recidivism, and lastly evaluation of programmes. The section below discusses the themes that emerge in the study.

4.5.1 EMERGING THEMES

Chapter 2 of the study refers to the criteria of programme evaluation (see Section 2.5), the study notes that the themes that emerge in the data analysis were informed by the criteria of evaluation, as the purpose of the study was not an assessment of the criteria but rather to determine how the criteria presented through a thematic analysis manifests in the implementation of rehabilitation and reintegration programmes. The criteria with the corresponding themes in table 4.1 illustrates the themes and sub-themes that emerged. This is essential to demonstrate the integration between the criteria, the emerging theme and sub-themes.

Table 4.1 Programme evaluation criteria with corresponding emerging themes and sub-themes

Criteria	Corresponding theme	Sub-themes
1. Relevance	Rehabilitation	<ul style="list-style-type: none"> • Rehabilitation and reintegration programmes implemented at Kgosi Mampuru II Correctional Facility • Rehabilitation is a myth
	Recidivism	<ul style="list-style-type: none"> • Causes of recidivism
2. Coherence	Effective implementation of programmes	<ul style="list-style-type: none"> • Offender challenges • Official's challenges
3. Effectiveness	Effective implementation of programmes	<ul style="list-style-type: none"> • Official's challenges
	Recidivism	<ul style="list-style-type: none"> • Causes of recidivism • Curbing recidivism
	Evaluating rehabilitation and reintegration programmes	

The themes that emerge in the study are discussed in the section below:

4.5.1.1 Theme 1: Rehabilitation

Chapter 2 of this study details what rehabilitation and reintegration entails in the DCS, as detailed in the White Paper and the Correctional Service Act 111 of 1998. This theme discusses how offenders understand the rehabilitation and reintegration programmes that they are expected to participate in during incarceration. It is critical for the study to comprehend the perceptions of the offenders and officials in this regard, as offenders are the participants of the programmes and officials are the implementers of the rehabilitation and reintegration programmes. This section indicates the perceptions of offenders and officials.

The sub-themes that are discussed are the rehabilitation and reintegration programmes that are implemented at the Kgosi Mampuru II Correctional Facility, and that rehabilitation is a myth.

4.5.1.1.1` Implemented programmes at Kgosi Mampuru II Correctional Facility

All of the participants reported that the centre provides rehabilitation and reintegration programmes which range from programmes that are rendered by social workers to programmes that are offered by clinical psychologists and spiritual care programmes. Participants further stated that there are programmes for restorative justice, anger management, education (ABET/tertiary education), religion, HIV/AIDS programmes and skills programmes i.e. baking, carpentry.

Dvoskin and Spiers (2004:47) state that correctional officials go beyond providing rehabilitation: they provide mental treatment, assist with self-harm and suicidal thoughts, counsel offenders, attempt to understand offender triggers and correct criminal behaviour. The Department of Correctional Services South Australia (2021) states that the focus of rehabilitation and reintegration programmes is to develop life skills, provide counselling and support, build good routines and good habits and help offenders to desist from criminal activities. The study recognises the importance of rehabilitation and reintegration programmes offered, as these are the programmes that help offenders to be able to find the right path again, and develop skills and knowledge to desist from criminal activities, thus determining the effectiveness of the rehabilitation and reintegration process. The rehabilitation is a myth sub-theme that emerged is discussed in the subsequent section.

4.5.1.1.2` Rehabilitation is a myth

The study notes that most offender participants are aware of the importance to participate in rehabilitation and reintegration programmes, however, they perceive the programmes to be a waste of time and that they only participate in the programmes to keep out of trouble with officials and to be eligible for parole.

MO3 (2022) stated:

“Rehabilitation is a myth. This place is bad.”

MO4 (2022) stated:

“Programmes are a waste of time, most of us do them to pass time and stay out of trouble with the officials. Life can be harder if you get onto their wrong side.”

MO10 (2022) stated:

“The programmes have no structure; no relevant content and their delivery is not realistic.”

FO2 (2022) added:

“Correctional centres should be corruption centres. What rehabilitation are they talking about?” Rehabilitation comes from yourself not the programmes. Once you understand your crime, and are remorseful then you can rehabilitate yourself.”

Although most offenders felt that the programmes did not cater to their needs, some offenders felt that the programmes have helped them.

MO5 (2022) stated:

“Programmes have helped me see differently. Had I received them earlier I would not be here today.”

MO6 (2022) indicated:

“Programmes have helped me to see things differently and to reflect on my actions. They helped me to see things positively, to respect myself and others”.

There is much emphasis in the White Paper that the voluntary and positive participation of the offender in the programmes is essential for the effectiveness of rehabilitation and reintegration programmes (Department of Correctional Service 2005:61). However, this study notes that offenders felt that programmes are forced

since rehabilitation and reintegration programmes are a prerequisite for the parole board and offenders need to complete and attain positive feedback from the officials conducting the programmes in order to be eligible for parole (Lekalakala 2016:21). The voluntary and positive commitment of offenders requires thorough assessment and programmes that are needs based. During the interviews the offender participants were questioned about how involved they are in the assessment process and the programmes in which they participate. The correctional officials were questioned on how the assessment process was conducted. The accurate assessment of offenders determines offender rehabilitation needs, programmes they are allocated to, and effective rehabilitation reintegration that can potentially curb recidivism.

MO8 (2022) stated:

“Upon admission they took some details and information and then I was told because this is my crime, these are the programmes I must go through as part of my offender rehabilitation path. I felt like I was forced to do them because they did not check if that is what I needed.

MO12 (2022) had the following to say:

“Assessment should be done from conviction not when you enter the facility. Sentences are not structured for rehabilitation and even the programmes do not identify our needs, the programmes are generic according to the crimes, these programmes do not speak to me. This place is a prison.”

An official who works in the Correctional Assessment, Monitoring and Evaluation of offender rehabilitation path stated the following about the assessment of offenders:

OP9 (2022) stated:

“The assessment manual has techniques that need to be followed but they are not really practical. What is worse is that even during or after assessment officials do not care. This job is tricky.”

OP5 (2022) under the education programme stated:

“Programmes do not speak to offenders, some sit there bored because the level of the programmes does not fit them.”

Appropriate and effective rehabilitation and reintegration programmes apply the risk, need and responsivity supported principles (Andrews & Bonta 2010). The greatest potential for change occurs when rehabilitation and reintegration programmes employ the responsivity principle through cognitive-behavioural techniques, while taking into consideration key offender characteristics that affect mode and style of service delivery to target individual-level variables associated with reoffending amongst offenders most likely to reoffend (Smith *et al.*, 2009:153). Rehabilitation and reintegration programmes that employ these principles show the greatest treatment effects compared to programmes that do not adhere to those principles (Andrews & Bonta 2010). However, Lowenkamp *et al.* (2006) state that considerations beyond these three core principles are also empirically and theoretically important, including programme integrity, programme staff and their ability to build strong interpersonal alliances with offenders, offenders' ability and opportunity to engage in treatment and methods for enhancing offenders' motivation for change (Ross *et al.*, 2008:472).

The study reports that even though assessment is done and programmes do attempt to assess offender risk and need, the information gathered seemingly does not influence decision-making and service delivery of the programmes. The implementation of the recommendations within the assessment is dependent on the correctional officials. The responses from participants regarding assessment of offenders for rehabilitation and reintegration programmes indicate that offenders are not allocated according to need, risk and responsivity, therefore reducing programme effectiveness. Palmer *et al.* (2008:2) state that in line with the risk principle, incorrect allocation of offenders to programmes reduces effectiveness of rehabilitation and reintegration. The study maintains the importance of rehabilitation and reintegration programmes aligning to the risk, need and responsivity of offenders to encourage effective rehabilitation and reintegration.

4.5.1.2 Theme 2: Effective implementation of programmes

Subsequent to attending rehabilitation and reintegration programmes, some participants stated that they have noted positive changes, which include behavioural changes, increased knowledge, the adoption of positive morals and values and the acquisition of skills. Participants noted a change in their attitude and a desire for success which to them are signs of the transition to wish to be better persons. During the interviews, the participants indicated that as much as programmes play a huge role in their lives during incarceration, there are challenges that negatively affect the rehabilitation and reintegration progress. This section discusses the participants' perceptions on the challenges affecting rehabilitation and reintegration of offenders. The section firstly looks at the challenges from the offender's perspective and then from the official's perspective.

4.5.1.2.1 Offenders' challenges

The offenders provided insightful comments in this regard.

MO4 (2022) stated the following:

“In here you have to be able to stand on your own. In here you must choose wisely, its make or die. The management is corrupt, they start fights and then they stop us from attending programmes.”

MO5 (2022) further added to the security by stating:

“Cells are not safe but in sessions there is peace of mind, you can think.”

MO6 (2022) indicates the following:

“Some officials are short-tempered, they bring their personal issues and take them out on us, and some use us to achieve personal agendas and because we also want to be in their good books we do what they want. They reverse the rehabilitation other officials try to enforce. We are also human at the end of the day, we know we messed up but this is not right.”

MO9 (2022) stated the following challenge:

“My problem is that here they treat us like animals, we have no rights, everything is a privilege. They claim to support us and want to rehabilitate us, but they also confiscate our study materials and sometimes even visitations. I remember when my brother passed away, I was denied to attend his funeral. This place is hell on earth.”

MO10 (2022) narrated:

“Programmes are time based due to the large influx of people and there is a lack of staff here so sometimes we go for long periods without seeing the social worker or psychologists and because they are busy we struggle to get appointments.”

The White Paper (Department of Correctional Services 2005:17) acknowledges that facilities of the department should be designed to provide rehabilitation, adequate security, development and conditions consistent with human dignity. However, the study established that the Kgosi Mampuru II Correctional Facility does not seem to be consistent with that which is stipulated in the White Paper. The study determined that perceptions of corrupt officials compromise security and hinder access to rehabilitation and reintegration programmes thus impacting on the offender’s commitment and participation in the programmes. Latessa *et al.* (2015:104) state that the strength of the relationship between officials and the offenders impacts retention and criminal behaviour post-treatment.

Dissel (2002:10) states that the DCS is plagued by corruption which interferes with its ability to meet its legal objectives. The DCS acknowledge in the White Paper (Department of Correctional Service 2005:17) that the present organisational culture is not in line with its new paradigm and suggests transformation in this regard. Furthermore, the study notes that overcrowding undermines the positive impact of programmes. Du Plessis (2018:56) states that in overcrowded centres only the absolute basic needs of offenders are met, space and time for programmes is reduced, stress levels increase as a result of higher social and spatial density, and so does the likelihood of an increase in mental and health issues amongst officials.

The challenge of adequate security and overcrowding hinders the effective implementation of programmes and the control which offenders have on their rehabilitation and reintegration path, and consequently the effects of this challenge are evident after the release of offenders. The study further recognises that the high influx of offenders has a direct impact on the number of rehabilitation and reintegration programme officials available to conduct the programmes, thus impacting the dosage of programme, ultimately affecting the effectiveness of the programmes.

The correctional official participants agreed that the challenge of overcrowding has a direct impact on the shortage of staff and thus effective implementation of programmes.

4.6.1.2.2 Officials' challenges

The officials had the following perceptions on the challenges experienced

OP4 (2022) highlighted the following challenges:

“I think the challenge of manpower is throughout the DCS. I mean here at spiritual care we only have one chaplain who serves five centres, there is no other senior position then we have three spiritual care facilitators.”

OP5 (2022) added that:

“Due to the lack of staff, we end up focusing more on assessments rather than rehabilitation.”

OP9 (2022) added:

“One of the biggest problems we have is that there is no support from management, we do not have enough resources to perform our job effectively. Just look in this office I am sharing with another colleague and we only have one computer that we both need to use for different work.”

OP9 (2022) further added:

“The environment is just not conducive even for offenders - how are mothers expected to stay with babies in cells. Everything is just difficult.”

OP5 (2022) stated:

“The problem is the administration of the centre, management and security officials. Management does not support the programmes, especially education, it is like they see education as an enemy. Security officials mistreat these offenders and make them angry, putting us at risk. I have had an incidence where an offender wanted to attack me, this was an offender who had been attending programmes and doing well but, on that day, she was very angry. So, you see some officials reverse our hard work and management does not do anything.”

The majority of the participants in the study perceived a significant lack of management support and a shortage of manpower as the main challenges that create a policy implementation gap. Bourgon *et al.* (2010:7) indicate that one of the prerequisites for effective implementation of rehabilitation and reintegration programmes is managerial support. The participants were questioned as to whether training is provided regularly. Ironically, offender participants felt that some officials were well-trained and knowledgeable in the services they provide, while others need training and need to provide relevant and updated content during programmes. The officials stated with regard to training that they need to be proactive otherwise no training is provided on a continuous basis. The need for training is consistent with a study by Du Plessis (2018:265), who states that there is a high need for training of officials to enhance their ability to act and respond to offenders in a correct manner. Du Plessis (2018:266) further states that this enhances officials' understanding of departmental policies and professionalism.

Bourgon *et al.* (2010:7) state that the three major challenges of effective implementation of rehabilitation and reintegration programmes are management support, training and skills maintenance. In the study it is therefore important to

acquire insight on the participants' challenges, as these factors overwhelmingly affect the effective implementation of rehabilitation and reintegration programmes.

4.5.1.3 Theme 3: Recidivism

The researcher sought to understand the participants' perceptions on the causes of recidivism. Although most of the responses were a brief "I don't know" the participants stated unemployment, poor support structure, poor choice of association, and no rehabilitation programmes after release as the main contributing factors to recidivism. The causes of recidivism according to the participants' perception follows.

4.5.1.3.1 Causes of recidivism

The offender participants of the study perceived that the skills that they have learnt through the rehabilitation and reintegration programmes come with challenges. These are challenges of having to apply the skills after release. Vocational training programmes aid to curb unemployment of offenders and reduce contributing factors of recidivism. The participants perceived the common causes of recidivism as the following.

MO7 (2022) indicated:

"We are empowered to start our own business but in order to do that, we need tools but we do not have them. The skills we have acquired are then not sustainable so we then have to hustle our way."

MO4 (2022) stated:

"I don't see how to apply what they teach us here when we get outside. We need money and work to be able to take care of our families."

MO10 (2022) posited:

"How do I get employment with a criminal record? Companies do not want to hire ex-convicts, even the government itself."

MO6 (2022) stated:

“I am a parole breaker because of substance and drug abuse. I used drugs to get away from reality.”

MO9 (2022) stated:

“Maybe if they taught us how to manage stress, anger and to be tolerant rather than tell us what these things are, then when we go back we may be able to live with other people.”

MO11 (2022) stated:

“I think people go back to the bad company and friends they used to do crime with. Those ones will always accept you and see you as a leader, whereas sometimes your family and community see you as a ‘bantiti’ (ex-offender).”

FO5 (2022) stated:

“They commit crime again because they feel like they can no longer survive outside. Imagine being incarcerated for 26 years, by the time you are released you are so outdated with society so much that you are even scared of being released, you just feel lost.”

FO2 (2022) stated:

“These programmes do not prepare us for reintegration. When you are released you are expected to have your own accommodation, find employment, go back to your friends and family and try to show that you have been rehabilitated. People will reoffend because they do not have all of this, no home, no employment, no support structure, no guidance. Nothing! They are on their own, the so-called programmes that are supposed to rehabilitate and reintegrate end within these walls for a few days also. They make you feel like you have support then they just throw you in the deep end to swim your way out.”

In support of the above, Graffam *et al.* (2008:147) state that offenders with criminal records face a multitude of barriers that have a long-term impact on the offender and affect their successful reintegration. It is evident that the major concern for offenders is being able to provide for their families and to secure stable employment. The challenge of lacking basic life skills and poor social competencies is in conformity with Graffam *et al.*, (2008:147). It is significant for the study to acknowledge that no single barrier can be isolated as being the sole cause for offender reintegration challenges, but each has an interactional effect. It is this interactional effect that makes reintegration difficult, thus exacerbating recidivism and reducing the impact of rehabilitation and reintegration programmes.

4.5.1.3.2 Curbing recidivism

The high rate of recidivism undermines rehabilitation and reintegration programmes offered during incarceration. The high rate of offenders (as discussed in Section 1.3) reoffending questions the effectiveness of the DCS rehabilitation and reintegration programmes (Gona *et al.*, 2014:114). The study finds it important to therefore ascertain how the participants think the programmes should be implemented.

The offender participants all agree that the DCS needs to provide more assistance to support them upon release. The overarching priority for all being assistance with finding employment.

MO7 (2022) stated:

“The government should work with the private sector to assist offenders with employment opportunities; this will help them to also be able to monitor our progress.”

MO9 (2022) further stated:

“People reoffend because the government and the DCS has not created a space for them to be accepted into the community - no one will take you serious if you do not have a job.”

MO8 (2022) stated:

“Offenders reoffend because they are not assessed on their response to the programmes, therefore, the lack of assessment results in recidivism. Offenders do not have a chance to reflect on the programmes and apply them in their lives. You cannot measure the effectiveness of offenders in programmes in two months before release.”

A study by Serin *et al.* (2013:45) found that antisocial attitudes, antisocial beliefs, antisocial personality pattern (hostility and impulsivity), lack of social support, substance misuse behaviour are predictors of recidivism. It is overwhelmingly apparent in the study that participants do not perceive rehabilitation and reintegration programmes as sufficient to reduce reoffending. Rehabilitation and reintegration programmes should not remain inside the walls of a correctional centre, and more support needs to be provided to offenders upon release to ensure successful reintegration and desistance from crime.

4.5.1.4 Theme 4: Evaluating rehabilitation and reintegration programmes

Andrews (1989:18) states that the real work with regard to reducing recidivism resides in creating rehabilitation and reintegration programmes in which correctional officials may design, deliver and evaluate effectively. This theme therefore, discusses the evaluation process and factors against which Kgosi Mampuru II Correctional Facility measures the effectiveness of the rehabilitation and reintegration programmes offered. Interestingly, when questioned on factors or systems used to evaluate the effectiveness of the programmes, the officials responded with uncertainty.

OP1 (2022) stated:

“We use evaluation forms besides asking the offenders verbally how the programmes benefitted them, but unfortunately human behaviour cannot be measured.”

OP6 (2022) shared the same sentiment as the latter and stated:

“We use evaluation forms but human behaviour is unpredictable.”

OP4 (2022) blatantly stated:

“There is no real measure in place.”

OP5 (2022) stated:

“We measure readiness for reintegration according to how many counselling sessions the offender has attended and we evaluate the programmes by using qualitative monthly feedback evaluation forms.”

OP7 (2022) indicated:

“The programmes are only a few days so I do not understand how we are supposed to measure effectiveness and judge the readiness for offenders who have been arrested for a minimum of three years in only a few weeks. The DCS has no real guideline to measure effectiveness, but in our section, we try to measure through evaluation forms, but I do not see how they help to determine effectiveness of the programmes.”

OP10 (2022) stated:

“There is no real measure or factors we use to assess effectiveness, we judge by behaviour.”

Serin *et al.* (2013:50) state that the primary goal of rehabilitation and reintegration is to initiate a change in offenders that is sustained beyond the walls of the correctional centres. Serin *et al.* (2013:50) further state that continuous measuring of rehabilitation and reintegration programmes requires measurement beyond incarceration, is important to verify programme gains and to adequately understand rehabilitation and reintegration. However, the absence of a continuous and theoretical measuring system is a challenge for the DCS. The officials indicate that “human behaviour cannot be measured.” This implies that the DCS perceives recidivism as human behaviour rather than the product of human behaviour. Day (2011:351) states that humans have a great amount of control over their behaviour,

however this is influenced by the skills with which the offender is equipped, problem-solving skills, attitude and relationships. The study argues that this is why the mandate of the DCS is to provide rehabilitation and reintegration programmes. In this study the lack of programme integrity, effectiveness and evaluation systems that undermine offender rehabilitation and reintegration are noted as deficiencies of well-informed and designed rehabilitation policies that do not explicitly address the ethical basis of criminal behaviour.

The absence of a theoretical and empirical evaluation system hinders the DCS to be able to identify “what works” therefore failing to provide risk-targeted, individualised rehabilitation and reintegration programmes to offenders and thus compromising the effectiveness of rehabilitation and reintegration programmes. The principles of effective rehabilitation and reintegration require programmes to be intensive, behavioural and to focus on higher risk offenders and thus prevent reoffending once offenders are released. The results of this study indicate that there is a ripple effect caused by the non-adherence to rehabilitation and reintegration principles of effectiveness. The non-adherence to the principles of effectiveness is detectable in the poor implementation and ineffective rehabilitation and reintegration programmes which do not reduce or prevent recidivism.

The findings of the study deduce that rehabilitation and reintegration programmes are ineffective. This is consistent with literature that reports on offender programme effectiveness (Ngozwana 2017; Riley 2016; Willis *et al.*, 2010). The findings of the study confirm that social work services, education, health care and spiritual care programmes exist at the DCS and all of these programmes aim to change the behaviour, attitude and development of offenders. The theoretical framework for programme effectiveness emphasises that for programmes to be effective, they need to adhere to the principles of effective rehabilitation. This means that programmes need to prioritise offender rehabilitation needs, the risk of reoffending and the responsibility of offenders.

Although rehabilitation and reintegration programmes exist within the DCS, the study identifies poor allocation of offenders and the absence of programme evaluation systems as factors that impede effective rehabilitation and reintegration of offenders. Poor assessment results in poor allocation of offenders into needs-based rehabilitation and reintegration programmes, and provides a one size fits all rehabilitation approach. Equivalently, the lack of evaluation systems that can continuously monitor intermediate and long-term impact of rehabilitation and reintegration programmes on behaviour, attitude and skills development makes the rehabilitation and reintegration programmes of the DCS complacent and ineffective.

The Constitution of South Africa, the Correctional Service Act and the White Paper which serve as the legislation and policies for effective rehabilitation and reintegration of offenders place a challenging responsibility of rehabilitation on the DCS. Insufficient human resources, the absence of evaluation systems and the lack of needs-based programmes pose a great challenge for the DCS to effectively implement its mandate and offer effective rehabilitation and reintegration programmes.

4.6 LIMITATIONS OF THE STUDY

Theofanidis and Fountouki (2018:156) refer to limitations as potential “weaknesses” in a study that are not in the full control of the researcher. Ross and Bibler Zaidi (2019:261) add that limitations have the potential to influence the outcomes and conclusions of the research. Presenting limitations of a study is an ethical element, promotes transparency of the study and the researcher, and provides transferability and dependability of research methods (Ross & Bibler Zaidi 2019:261).

The first limitation of the study is the fact that the researcher made a conscious decision to focus on one correctional facility due to financial and time constraints. Ross and Bibler Zaidi (2018:262) highlight that threats to external validity include factors that might inhibit generalisability of results from the study’s sample to the larger target population. The decision to focus on one facility compromises the

external validity as the results cannot be generalised to the larger population of offenders, correctional officials and other correctional centres.

Secondly, it ought to be explained that the transferability of research findings in the study is difficult to achieve based on the small sample size. Murhula and Singh (2019:163) state that in a qualitative study, the small sample size in most cases is not representative of its population. However, in the study the use of triangulation was key to mitigate this limitation, as it helped the researcher to collaborate data results.

For the purposes of this study, data was collected through face-to-face interviews, hence absolute anonymity could not be ensured since the researcher and some correctional centre staff know who the participants are. The researcher detailed in Section 4.2.1 the process that was followed to acquire access to the participants of the study. Therefore, full anonymity of participants could not be guaranteed due to the assistance the researcher received in recruiting the participants of the study. To mitigate this limitation when presenting the findings of the study, the researcher ensured full anonymity of participants through the use of pseudonyms.

4.7 CONCLUSION

The focus of the DCS is on the rehabilitation and reintegration of offenders through programmes designed to equip offenders with the necessary knowledge and skills to be able to cope with the pressure of life, to learn to be a law-abiding citizen and to reintegrate into the community. However, the findings of the study report that the lack of adherence to the principles of effective rehabilitation and reintegration has detrimental consequences on the implementation of programmes.

A qualitative study was done to analyse the effectiveness of the rehabilitation and reintegration programmes at the Kgosi Mampuru II Correctional Facility whereby offenders participating in the programmes and officials responsible for implementing the programmes were involved in the study to determine and

analyse their perceptions on the programmes offered, challenges, recidivism and the evaluation process of rehabilitation and reintegration programmes. The findings of the study report that offenders and correctional officials perceive that the consequence of poor support upon release, lack of human resources and the lack of evaluation of the programmes results in ineffective rehabilitation and reintegration. The next chapter will provide recommendations and the conclusion of the study. The chapter will provide possible solutions to address the research objectives and questions of the study.



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CHAPTER 5: RECOMMENDATIONS AND CONCLUSIONS

5.1 INTRODUCTION

The previous chapter presented the overarching themes from the data findings. The chapter further presented key factors that are perceived by the participants of the study to hinder effective rehabilitation and reintegration programmes. This chapter presents recommendations of how the DCS can mitigate these challenges in order to improve the implementation and impact of rehabilitation and reintegration programmes. The chapter includes a conclusion of the study.

5.2 THEMES

The below section provides recommendations on the key themes that were identified as factors that impede the effectiveness of rehabilitation and reintegration programmes at the Kgosi Mampuru II Correctional Facility.

5.2.1 Theme 1: Rehabilitation

Effective rehabilitation and reintegration programmes in the DCS is reported to be a myth. The implementation of one size fits all programmes does not cater to specific rehabilitation needs and specific reoffending behaviour. Firstly, the study recommends that correctional officials receive orientation and training on how to conduct offender assessment, accurately record information and handle offenders. Secondly, the study recommends that the DCS should further provide training that focuses on attitude, communication skills and different strategies to deal with offenders during assessment, and how to identify high-risk and low-risk offenders. Thirdly, programmes are necessary for the offender dependent on risk, and for officials on how to identify the responsivity of offenders based on interaction with the offender. Finally, the study recommends that the training be multi-dimensional in order to ensure accurate assessment, allocation and treatment of offenders during incarceration.

5.2.2 Theme 2: Effective implementation of programmes

The study reports that corruption in correctional centres impedes effective implementation of programmes, and the study recommends that the DCS focus on building the ideal correctional officials as stated in the Correctional Service Act. This can be achieved through the empowerment of officials, financial and non-financial incentives. The study further recommends that the DCS should create a safe and conducive environment for offenders to be able to report corruption.

Losel (2007:515) states that offenders with short sentences form the largest group with the worst outcome. This implies that the incarceration of these offenders is ineffective and contributes to overcrowding. The study recommends that minor and non-violent offenders should be sentenced in alternative forms of offender rehabilitation (i.e. community corrections) that are able to address the problem behind offending. Incarceration into correctional centres should be reserved for violent, persistent and serious offences to reduce overcrowding.

The lack of human resources impacts the presentation of programmes in that some of the programmes are not available. This challenge was overwhelmingly apparent in the study. The study recommends that the DCS focus on the recruitment and employment of skilled, experienced officials, rather than merely focusing on providing security. The study recommends that the DCS management have a tactical approach to rehabilitation and reintegration programmes, as this will allow them to be aware of any challenges, provide support to offenders and officials and timeously handle challenges.

5.2.3 Theme 3: Recidivism

The ultimate purpose of rehabilitation and reintegration programmes is to prevent recidivism, therefore measuring recidivism as a key element in evaluating programmes. Lekalakala (2016:142) states that the criminal justice system needs to measure recidivism in order to better understand factors contributing to recidivism. The study recommends that the DCS should work together with the Department of Social Development to monitor reintegration programmes and to deal with offender

challenges upon release. The study reports that the high rate of recidivism is a result of many factors i.e. poverty, unemployment, and lack of housing. In the effort to curb recidivism, the study recommends that prior pre-entry takes place. This is to identify offender specific factors that could potentially thrust the offender to reoffend, and would make provision for those challenges before offender reintegration. The study further recommends the DCS to ensure that offenders have stable housing and a safe environment to return to upon release. This can be aided by facilitating reconciliation conversations between the offender and their families.

The study further reports that one of the causal factors of recidivism is that rehabilitation and reintegration programmes remain within the walls of correctional centres. Muntingh (2005:8) states that reintegration is a process rather a once-off intervention. This implies that rehabilitation and reintegration programmes need to be supported by subsequent interventions in a linked and sustainable manner. The study recommends that rehabilitation and reintegration support structures and interventions be available for offenders during reintegration, and these are intended to reinforce the efforts of programmes in which the offenders participated while incarcerated.

Reduced recidivism requires programmes to be needs-specific, and to focus on cognitive and skills development. The study presented the importance of identifying which rehabilitation and reintegration programmes are effective in reducing recidivism, and furthermore the principles of effective rehabilitation were discussed. The study re-emphasises the importance of programmes to reflect and adhere to the principles of effective rehabilitation in order to offer effective rehabilitation.

5.2.4 Theme 4: Evaluating rehabilitation and reintegration programmes

Sattler *et al.* (n.d:5) state that the overarching purpose of programme evaluation is to advance continuous improvement and identify strengths of programmes. Grant (2008:92) states that it is important to understand what is being evaluated, therefore research plays a critical role in evaluation. Grant (2008:94) maintains that “when resources are limited, and funds used to pay for research must be taken from

programme funds, it is easy to decide that research is an unnecessary luxury.” However, it is within this context that the study recommends that the DCS invest in research of evaluation systems; quantitative evaluation forms at the end of a programme are simply not enough. The study therefore recommends the continuous assessment and evaluation of rehabilitation and reintegration programmes to determine intermediate impact on attitude and behaviour of offenders. Intermediate measures of programmes can be effective in understanding which parts of the programme are effective and the same in new programmes can help to identify problems timeously.

5.3 FUTURE STUDIES

The study has presented the findings of the data and provided recommendations on the findings. The findings conceded that the biggest challenge of the programmes offered in correctional centres is the lack of evaluation systems to measure the impact and effectiveness of the programmes. The “what works” in evaluation systems that can monitor, assess and evaluate the behaviour, attitude and risk of the offender to reoffend presents an area of academic research for future studies.

Secondly, more research on the effectiveness of rehabilitation and reintegration programmes in other South African correctional centres is required. Having an overall understanding of which programmes are effective for whom, and under what conditions, is critical to advancing effective programmes that have the potential to curb recidivism.

5.4 CONCLUSION

The Correctional Service Act and the White Paper place a hefty responsibility on the DCS and set a challenging plan for the DCS. The policies state that to effectively deter criminal behaviour, offenders should be rehabilitated, and equipped with education and skills that can influence their behaviour. However, the persistently high rates of recidivism have called for the analysis of the effectiveness of these rehabilitation and reintegration programmes.

This study has contributed to the scholarly knowledge of the correctional services by reporting how the policy and legislative framework of offender rehabilitation influences offender rehabilitation and reintegration, and by providing an analysis on factors that hinder the effective implementation of rehabilitation and reintegration programmes. It is evident that the policy and legislative framework that sets rehabilitation as a right of offenders, should carefully assess the current implementation strategies and challenges that affect the implementation of rehabilitation and reintegration.

The high rates of recidivism undermine rehabilitation and reintegration programmes offered in correctional centres, depict that rehabilitation and reintegration programmes are ineffective, do not curb recidivism and remain a challenge for the DCS and society.



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ANNEXURE A: INFORMED CONSENT LETTERS



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Faculty of Economic and Management Sciences

Letter of Introduction and Informed Consent

School of Public Management and Administration

Effectiveness of rehabilitation and reintegration programmes offered at Kgosi
Mampuru II Correctional Facility

Research conducted by:

Ms. M.S. Magoso (13229827)

Cell: 067 011 5840

Dear Participant

You are invited to participate in an academic research study conducted by Siphesihle Magoso, Masters student from the School of Public Management and Administration at the University of Pretoria.

The purpose of the study is to analyse the effectiveness of rehabilitation and reintegration programmes offered at Kgosi Mampuru II Correctional Facility.

Please note the following:

- This is an anonymous study survey as your name will not appear on the questionnaire. The answers you give will be treated as strictly confidential as you cannot be identified in person based on the answers you give.
- Your participation in this study is very important to us. You may, however, choose not to participate and you may also stop participating at any time without any negative consequences.
- Please note the study contains no material benefits (e.g. money), therefore participants should not expect any monetary gains from participating in the study.
- Offenders please answer the questions in the attached questionnaire as completely and honestly as possible. This should not take more than 30 minutes of your time.
- Correctional officials please note for the purpose of interviews a tape recorder. The interview process should not take more than 1 hour 30 minutes of your time.
- The results of the study will be used for academic purposes only and may be published in an academic journal. We will provide you with a summary of our findings on request.
- Please contact my study leader, Prof H.G. van Dijk on 012 420 3403 or on email at gerda.vandijk@up.ac.za if you have any questions or comments regarding the study.

In research of this nature the study leader may wish to contact respondents to verify the authenticity of data gathered by the researcher. It is understood that any

personal contact details that you may provide will be used only for this purpose, and will not compromise your anonymity or the confidentiality of your participation.

Please sign the form to indicate that:

- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

Participant's signature

Date

ANNEXURE B: SEMI-STRUCTURED INTERVIEWS

SEMI-STRUCTURED INTERVIEWS FOR CORRECTIONAL OFFICIALS IMPLEMENTING REHABILITATION AND REINTEGRATION PROGRAMMES AT KGOSI MAMPURU II CORRECTIONAL FACILITY

Instructions: Please answer questions according to your own opinion. Please be advised that you are not coerced to participate in the study, should you wish to withdraw from the study at any point you will be allowed to with no consequences.

The purpose of this discussion is to understand the effectiveness of rehabilitation and reintegration programmes and to understand how programmes are implemented at the Correctional Centre. All data that will be collected during the interview will be used only for the purpose of this study.

Question 1

What position do you hold at Kgosi Mampuru II Correctional Facility?

Question 2

How long have you been involved in the rehabilitation and reintegration programme implementation phase?

Question 3

What is the purpose of rehabilitation and reintegration programmes?

Question 4

Who qualifies and who does not qualify to participate in rehabilitation and reintegration programmes?

Question 5

What rehabilitation and reintegration programmes are offered at Kgosi Mampuru II Correctional Facility?

Question 6

What is the total percentage of offenders participating in rehabilitation and reintegration programmes?

Question 7

How are the criminogenic needs of offenders considered when designing the rehabilitation and reintegration programmes for offenders to participate in?

Question 8

In your own opinion, what are the objectives of rehabilitation and reintegration programmes?

Question 9

Do you think the programmes are achieving their intended objectives?

Question 10

How do you measure the impact of rehabilitation and reintegration programmes on offenders?

Question 11

Do you think the current legislative framework is sufficient to support the effective implementation of rehabilitation and reintegration programmes?



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Question 12

In your opinion, do rehabilitation and reintegration programmes foster and focus on change (behaviourally, morally, mentally and emotionally) within offenders? How do you measure this change?

Question 13

Who are the parties involved in deciding which rehabilitation and reintegration programmes are offered? How are the programmes offered designed?

Question 14

In your opinion, are rehabilitation and reintegration programmes implemented and executed properly? Where can improvements be made?

Question 15

What methods do you or the department use to evaluate the success rate of rehabilitation and reintegration programmes?

Question 16

In your opinion, do you think the staff implementing the rehabilitation and reintegration programmes are well- trained? How often is training on how to implement and offer rehabilitation and reintegration programmes received?

Question 17

What do you think/ suggest the department needs to do to improve the implementation of rehabilitation and reintegration programmes?

Question 18

What coping mechanisms or institutional support exists for offenders upon release from incarceration?

Question 19

What strategies does the department have in place to prevent offenders from recidivism? How does the correctional centre measure recidivism?

Question 20

What policy gaps do you think hinder effective rehabilitation and reintegration programmes?

THANK YOU FOR YOUR PARTICIPATION

ANNEXURE C: OFFENDER QUESTIONNAIRE

QUESTIONNAIRES ON OFFENDER PERCEPTIONS ON THE EFFECTIVENESS OF REHABILITATION AND REINTEGRATION PROGRAMMES AT KGOSI MAMPURU II CORRECTIONAL FACILITY

Instructions: Please answer questions according to your own opinion. Please be advised that you are not coerced to participate in the study, should you wish to withdraw from the study at any point you will be allowed to with no consequences.

The purpose of this questionnaire is to understand the experience of offenders with rehabilitation and reintegration programmes and to understand what they think about programmes offered. All information that will be collected within the questionnaire will be used only for the purpose of this study.

Please indicate by an 'X' below if you consent to participate in the questionnaire, in your own free will

Please indicate your level of agreement or disagreement using the following 1=strongly agree, 2=agree, 3=no opinion, 4=disagree and 5=strongly disagree

Male / Female

Age

Race

STATEMENTS	1	2	3	4	5
I understand why I am participating in rehabilitation and reintegration programmes					
I understand the objectives or goals of rehabilitation and reintegration programmes					
I was consulted in the planning of my rehabilitation and reintegration plan					
The programmes are executed by trained, friendly professionals and staff					
The environment is safe and well suited/ conducive for rehabilitation and reintegration programmes					
I am happy to participate in rehabilitation and reintegration programmes					
Rehabilitation and reintegration programmes cater to my mental, emotional, physical and educational needs					
Rehabilitation and reintegration programmes are a waste of time					
The programmes are designed to help me not to commit crime again					
I am confident that what I will learn through the programmes will help me when I am released from incarceration					
I have a positive and hopeful mind-set because of the rehabilitation and reintegration programmes					
I believe my life is better because of the rehabilitation and reintegration programmes					
I have gained skills to help me improve my life through rehabilitation and reintegration programmes					
The programmes are preparing me to reunite with my family and community when I am released					
I believe that management supports and encourages					

rehabilitation and reintegration programmes					
Rehabilitation and reintegration programmes are effective					

THANK YOU FOR YOUR PARTICIPATION



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