A Preliminary Assessment of the Implementation of the Rehabilitation Programme for Offenders in the Boksburg Management Area

by
Fikile Dlamini

Thesis presented in partial fulfilment of the requirements for the degree
Masters in Public Administration in the faculty of Management Science
at Stellenbosch University

Supervisor: Prof.C de Coning

April 2014

DECLARATION

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the sole author thereof (save to the extent explicitly otherwise stated), that reproduction and publication thereof by Stellenbosch University will not infringe any third party right and that I have not previously in its entirety or in part submitted it for obtaining any qualification.

Date: 18 March 2014

ABSTRACT

Increasingly, concerns are being raised about the growing incidents of recidivism in South Africa. Of great concern is that reoffending often involves serious crimes such as murder, rape, robbery and substance abuse. The main purpose of this research was to assess how well rehabilitation programmes are implemented in the Boksburg Management Area, and to determine whether such efforts benefited offenders. Based on a qualitative case study design, data was collected from this area using semi-structured interviews, document analysis and observation in September 2013. Participants included programme officials, social workers, facilitators, case managers, inmates and representatives from participating NPOs and CBOs. A non-probability sampling method called purposive sampling was utilised to construct this sample.

The study used the 5C model as the basis for assessing the implementation of the rehabilitation programme in the Boksburg Management Area and the following findings were discovered:

The officials are conversant with the goals of the rehabilitation programme. The country's socio economic circumstances have an influence on

rehabilitation as evidenced by the wide variety of projects offered, including literacy initiatives, bakery services, furniture manufacturing, and welding, landscaping and community-based agricultural projects. Commitment can be increased and harnessed to obtain support for organisational ends and interests through such ploys as participation in decisions and actions.

Capacity is the key to successful execution and sustainability of rehabilitative programme. Offenders as clients are key beneficiaries of rehabilitation programmes and that formation of alliances with civil organisations is critical for effective implementation of rehabilitation programme.

It was therefore concluded that while substantial gains had been realised in implementing the rehabilitation programme, however more efforts were required to improve access to rehabilitation services. Amongst other things, the study recommended that institutional capacity be improved to ensure that inmates benefit immensely from the rehabilitation programme.

OPSOMING

Daar word toenemend kommer uitgespreek oor groeiende residivisme in Suid-Afrika. Die feit dat herhalende oortredings dikwels ernstige misdade soos moord, verkragting, roof en delmmisbruik insluit, is erg kommerwekkend. Die hoofdoel van hierdie navorsing was om vas te stel hoe doeltreffend rehabilitasieprogramme in die Boskburg Bestuursarea geïmplimenteer word en om vas te stel of sulke pogings oortreders bevoordeel het. Die studie-ontwerp van die ondersoek is gebaseer op kwalitatiewe gevallestudies. Data is uit hierdie area bekom deur die gebruik van semi-gestruktureerde onderhoude, dokument anaslise en observasie gedurende September 2013. Deelnemers het programbeamptes, maatskaplike werkers, fasiliteerders, saakbestuurders, gevangenes en verteenwoordigers van deelnemende nie-winsgewende organisasies en gemeenskapsgebaseerde organisasies ingesluit. 'n Nie-waarskynlikheids steekproefmetode, bekend as 'n doelmatigheidssteekproefneming, is gebruik om hierdie steekproef saam te stel.

Die studie het die 5C model as basis vir die assessering van die rehabilitasieprogram in die Boksburg Bestuursarea gebruik en die volgende bevindings is gemaak. Eerstens is bevind dat die beamptes vertroud is met die doelwitte van die rehabilitasieprogram. Die land se sosio-ekonomiese onstandigehde het 'n invloed op rehabilitasie soos bewys deur 'n wye verskeidenheid projekte wat aangebied word, insluitend geletterdheidsinisiatiewe, bakkerydienste, meubelvervaardiging, sweiswerk, tuinaanleg en gemeenskapsgebaseerde landbouprojekte. Betrokkenheid kan verhoog en behou word, met die oog daarop om ondersteuning vir organisatoriese doelwitte en belange te verkry, deur byvoorbeeld deelname aan besluite en aksies. Kapasiteit is die sleutel tot die suksesvolle uitvoering en volhoubaarheid 'n rehabilitasieprogram. Laastens, is oortreders as kliënte die vernaamste voordeeltrekkers van rehabilitasieprograamme. Die vorming van bondgenootskappe met burgerlike organisasies is van kritieke belang vir die effektiewe implementasie van 'n rehabilitasieprogram.

Hoewel beduidende vordering reeds plaasgevind het met die implementasie van die rehabilitasieprogram, was die gevolgtrekking dus dat meer pogings vereis word om toegang tot rehabilitasie dienste te verbeter. Die studie het, onder andere, aanbeveel dat institusionele kapasiteit verbeter moet word om te verseker dat gevangenes ontsaglik baat vind by die rehabilitasieprogram.

ACKNOWLEDGEMENTS

I would like to express my profound gratitude to my supervisor, Professor De Coning for his continued support, guidance and encouragement, which inspired me to complete this research project. My appreciation also goes to management, lecturers and administrative staff at the University of Stellenbosch's School of Public Administration for their patience and professional assistance in the course of conducting this research. I am equally indebted to my family, especially my children, Sinegugu, Ndamangwane, Lungelani Xaba and Zekhethelo Dlamini for their continued support and inspiration. My thanks also go to the management and staff of Boksburg and Modderbee Management Areas for their cooperation and assistance, which enabled me to conduct and complete interviews timeously.

DEDICATION

To God the Almighty for His Guidance and Wisdom which provided the light and strength I needed to undertake a project of this magnitude. To my dear parents MrsAgnessand Mr Jacob Xaba, thank you for sacrificing your lives so that I could learn and achieve my educational goals. To my beloved siblings Mduduzi, Richman S'lindile, Baqinisile and Thobile Xaba, thank you for the wonderful support and encouragement, without which this work would not have been possible.

TABLE OF CONTENTS

CHAPTER 5: RESEARCH FINDINGS

CHAPTER 6: CONCLUSIONS RECOMMENDATIONS

LIST OF TABLES

LIST OF FIGURES

CHAPTER 1: INTRODUCTION TO THE STUDY

1.1 Introduction

Since the advent of democracy in 1994, the rehabilitation of offenders has received heightened policy attention in South Africa. In part, this increased focus on reforming inmates and integrating them back to society stems from the Constitution (1996), which accords specific rights to prisoners. These include the right to fair trial, safety and security, and equality before the law. The Constitution places a duty on the state to ensure the realisation of these rights. It is this context that the Department of Correctional Services (DCS) introduced various correctional programmes to change inmate behaviours so that they can be reunited with their communities.

However, despite sustained efforts by the state and non-governmental organisations to rehabilitate offenders, incidents of rape and related violent crimes continue to plague the country, raising questions about the utility and value of the DCS's correctional measures. Repeat crimes not only put local communities at risk but also tarnish the image of the country in the eyes of the international community. Violent sexual crimes, in particular, have dire socio-economic consequences for the country in terms of lost lives, productivity, investments and social cohesion.

The continued incidents of repeat offences by former inmates warrants proper research to determine how well the Offenders Rehabilitation Programme is being implemented, especially in the Boksburg Management area, which falls within the Gauteng province. At present there is not much information to show how the DCS's rehabilitation programmes have been implemented. Existing information about these initiatives is largely based on media reports. To date, no comprehensive studies have been conducted to determine the efficacy of the Offenders Rehabilitation Programme. It is this perceived knowledge gap that inspired this research.

1.2 Background

Mcaree (2011:167) argues that, like many developing countries, South Africa is faced with a host of social problems that are inextricably tangled up in one another. This web of issues makes it virtually impossible to know exactly what steps should

be taken to solve any one alone. High poverty rates lead to high crime rates, which lead to higher incarceration rates, which in turn subject offenders to environments that make them more likely to reoffend, which costs the government more money, which means there is less left over to help alleviate the poverty. Positive feedback loops like this one exist in many aspects of South African society, and solutions are very hard to come by. In chicken and egg situations like these where no one initiative can solve everything, the best course of action is to just start somewhere. It is in this context that the research assessed the rehabilitation programme in the DCS's.

The Correctional Services Act (111 of 1998)

The Act describes the purpose of the correctional system as contributing to maintaining and protecting a just, peaceful and safe society by:

- Enforcing sentences of the courts in the manner prescribed by this Act
- Detaining all prisoners in safe custody whilst ensuring their human dignity; and
- Promoting the social responsibility and human development of all prisoners and persons subject to community corrections.

According to Mcaree (2011:161), the three purposes listed above are inextricably linked and it can be argued that the third is conditional upon the second being met; that rehabilitation would not be possible if offenders were not detained under safe and humane conditions. Nonetheless, the third is the "rehabilitation purpose" referred to in the Act, which the White Paper expanded upon by describing seven of the 10 objectives of the DCS as related to rehabilitation and defining these as the core business of the Department. These are:

a. Breaking the cycle of crime;
b. Providing an environment for controlled and phased rehabilitation interventions;
c. Providing guidance and support to probationers and parolees within the community;
d. Provision of corrective and development measures to the offender;
e. Reconciliation of the offender with the community;
f. Enhancement of the productive capacity of offenders, and
g. Promotion of healthy familial relations.

1.2.1 Overview of the Department of Correctional Services

The Department of Correctional Services (DCS) is a public service organization with its own internal service providers. The organization has different components i.e. security, corrections, community corrections (parolees and probationers) development and care. Corrections and security consist of correctional officials while development and care consist of spiritual care, psychologists, health, education, agricultural, nutrition and social work services.

Before the introduction of the Correctional services Act 1998 and White Paper in Corrections (2008), the DCS put more emphasis of the rehabilitation of every offender. However, this thinking subsequently shifted as the White Paper on Corrections (1998), chapter 3, stressed the need for treating corrections as a societal responsibility; meaning that it is not solemnly the responsibility of DCS to rehabilitate the offenders but of all stakeholders and society at large. The Department of Correctional Services found itself in a position of accounting and providing support to all offenders. The nature of the support would be meaningless, unless individual's needs are taken care of.

The DCS as organisation has its own internal service providers to render rehabilitation programmes to its offenders. Currently, the Department of Correctional Services runs a variety of correctional programmes aimed at rehabilitating offenders and reintegrating them into society as law-abiding citizens. These include but are not limited to the following: anger management, crossroad correctional programme, preparatory programme on sexual offences, pre-release programme, substance abuse correctional programme, restorative justice programme and the orientation programme beginnings programme (Department of Correctional Services Offender Rehabilitation Programme (2012:8), cited in the Republic of South Africa, 2012).

Amongst internal service providers there are social workers with focus on therapeutic programmes (in depth assessment, care plan, intervention, programme implementation) and do report on rehabilitation services rendered to offenders which helps in consideration for reintegration of the offenders into the community.

The desired changes include behavioural changes such as acceptance of positive values and morals, increased knowledge, acquisition of skills and improved mental

and physical health. According to the Department of Correctional Services, "Offenders must accept responsibility for their offences in order to gain insight into and understanding of their deviant and dysfunctional behaviour. Offenders should accept full accountability for their own behaviour throughout participation in the programmes." This statement underscores the need for putting offenders at the centre of rehabilitation and reintegration programme (DCS Offender Rehabilitation Programme (2012:11), cited in the Republic of South Africa, 2012).

1.3 Significance of the study

The study was motivated by the need to understand why serious criminal activities such as rape and related crimes committed by parolees continue to rise in many parts of the country. Therefore, by assessing the implementation of rehabilitation programmes in the Boksburg Management Area, the study could alert DCS officials and staff to the strengths and shortcomings of current interventions. Armed with such information, DCS officials and policy planners would be able to take corrective measures to improve programme effectiveness.

The researcher is employed by DCS as a social worker in Modderbee management area, Gauteng Region. She is rendering the therapeutic rehabilitation programme in the DCS. She observes that there are gaps in rehabilitation programmes since offenders are released on parole now and then but there is high rate of recidivism/ re-offending, parole break/ parole violations, loss of support systems, and these contribute to overcrowding in the DCS. There are also a high number of absconders at community corrections. All these issues raise the question as to whether service providers are doing enough towards rehabilitation of offenders.

Partly, the need to assess the implementation of offender rehabilitation programme emanates from the researcher's observation of challenges encountered by the department as result of the above mentioned problems through her practice in DCS and non-availability of a monitoring and evaluation system in the rehabilitation programme. Recently after amnesty 2012 May-June, a number of offenders were released and immediately returned to correctional centres, the National commissioner was asked on media if DCS has evaluation tool in measuring impacts or effectiveness of rehabilitation to offenders, the answer was "no" which is also identified as a gap in rehabilitation practice.

It has been the researcher's observation that the lack of evaluation tool on rehabilitation programme is detrimental to the organization in terms of offender rehabilitation process. The majority of offenders are receiving sufficient support and assistance within DCS in terms of rehabilitation programme but there is no guarantee that when they are released for community re-integration they are rehabilitated and won't re-offend. The researcher will focus on one management area i.e. Boksburg.

According to Bless and Higson-Smith (2001:19), problems are special kinds of questions that arise for which knowledge is needed. Fouché and De Vos (2005a:99) indicate that the identification of the problem could be viewed as the first effort by the researcher to mould the problem into a formulated form. Welman and Kruger (1999:67) mention that the first step in any researcher projects is to choose a research area, and this process requires the delineation of a problem area and the description of one or more research problem(s).

Therefore, the value of the study lies in addressing four critical objectives in relation to the Offender Rehabilitation Programme and these include ethical, managerial, decisional and educational and motivational purposes. The first objective is to report to DCS leadership and the general public how the offender rehabilitation programme is doing and what immediate results it is producing. The second objective seeks to meet the needs of the officials and managers involved in the day to day running of the rehabilitation programme in the Boksburg Correctional Centres by providing valid, reliable and current information on the allocation and utilisation of programme resources i.e. material, financial and human resources.

Beside education, the evaluation also aims to aid decision making in the offender rehabilitation programme by establishing whether or not the programme should be continued, modified, repositioned, replicated or terminated. The last objective aims to provide educational information to programme personnel regarding achievements, key lessons and best practices and challenges in the programme. Armed with this information, officials and programme personnel are more likely to pursue the goals of the offender rehabilitation programme in a much better way; thus improving the quality of outcomes.

1.4 Problem Statement

While a range of correctional programmes and support services have been introduced to facilitate rehabilitation and reintegration of offenders back to their communities in South Africa over the last ten years, however, the increasing rate of repeat offences is worrying. As indicated earlier, repeat crimes include rape, murder, domestic violence, robbery with aggravating circumstances and burglary. Rehabilitation of prisoners is important because, as Wade and Schenk (2012:341) point out, South Africa is regarded as the country with the highest incidence of rape and murder in the world.

The total and breakdown of all offenders that were placed on parole in the 2010/2011 is as follows: 24 months and more = 16 022; Less that 24 months = 16 273; Total = 32 295 (Parliament of South Africa, National Assembly, 2012). Of these, more than 100 prisoners released between 2011 and 2012 have been re-arrested for committing repeat crimes. There are growing concerns in some communities that government's lenient approach to parole poses a serious danger to safety and security of citizens as most offenders fail to use the knowledge and skills learnt during incarceration to live changed lives.

Repeat offences are a burden to state as they worsen overcrowding in Correctional Centres and thus put pressure on limited public resources. Like all other correctional centres around the country, the Boksburg Management Area has implemented a variety of rehabilitation of programmes between 2001 and 2012. However, since then, no adequate data has been produced to prove the efficiency and effectiveness of these interventions. This knowledge gap highlights the need for a compressive assessment study to determine whether the rehabilitation programmes are producing the desired outcomes.

The DCS's budget for 2009-2010 was R13.2 billion. It allocated 33.4% to security, 26.2% to administrations costs, 13.4% to facilities, 12% to care, 8.4% to corrections and only 6.6% to development and social reintegration. This figure alone demonstrates the major disconnect between policy-making and implementation that plagues many aspects of contemporary South African politics (Albertus, 2010:15).

What complicates the problem is that, as Lushaba (2010) observes, there is little information on the Correctional Programs set up by the DCS because the DCS operates its programs through a host of other organizations and departments that are not affiliated with one another. This makes it difficult to judge whether such interventions are implemented in a correct way. Similarly, Mcaree (2011) argues that more information on prisoner rehabilitation needs to be available so that programmes can carry out their work more effectively and so that they can get more exposure in the public eye.

Therefore, as evidenced by the living conditions of thousands of inmates and the high recidivism rates facing the country, it is clear that the DCS is not doing enough to uphold its vision of a prison system based on rehabilitation and not punishment. Given this situation, it is important to establish how the offender rehabilitation programme is being implemented to see if it benefits inmates (Mcaree (2011). Thus, in the absence of adequate information it is virtually impossible know whether correctional programmes are being implemented properly and whether they add real value to inmates' lives.

Of great concern is that the rehabilitation programme is rendered as one of the DCS's priority concerns, and corrections as a societal responsibility according to White paper on corrections chapter three but there are still problems experienced by the department such as overcrowding as a result of offender recidivism (re-offending), parole break/ parole violations, loss of support systems, and these contribute to overcrowding in the DCS. In addition, concerns have also been raised about the growing number of absconders at community corrections. These developments could be an indication that implementation of the rehabilitation is probably not going according to plan.

The researcher believes that implementation of the rehabilitation programme is probably hampered by limited monitoring and evaluation efforts, which makes it difficult to determine whether offenders derive any meaningful benefits from this intervention. Therefore, preliminary assessment of programme implementation activities may help the DCS improve access to rehabilitation services and gain deeper understanding of the unique learning and development needs of offenders in the system. If

no investigation is done the rationale behind recidivism, and overcrowding as well as evaluation tool, there is a risk that the organisation will never see positive outcomes of the programme at all. At worse, this may also lead to waste of scarce public resources.

1.5 Research Question

Is the offender Rehabilitation programme in the Department of Correctional Services being implemented as planned? And what are the lessons to be learnt from the implementation of the programme?

1.5.1 Aim

To assess the implementation of the rehabilitation programme towards offenders in the Department of Correctional services with a view to determine if the programme is accessible to offenders and whether it is helpful to them.

1.5.2 Objectives

Based on the above, the main objectives of the study are:

- To establish whether the offender rehabilitation programme is being implemented in accordance with DCS policies and supporting legislation
- To determine how well offenders respond to the rehabilitation programme
- To determine opportunities and challenges in the implementation of the DCS's rehabilitation programme with a view to improve policy practice

1.6 Approach

The study involves a formative assessment of the Department of Correctional Services' Offender Rehabilitation Programme. Formative evaluation and/or assessments are evaluations intended to improve performance, and are most often conducted during the implementation phase of projects or programmes. A formative evaluation looks into the ways in which a programme, policy, or project is implemented. It examines whether or not the assumed '"operational logic" correspondents with actual operations and identifies the immediate consequences the implementation stages produces (Morra-Imas and Rist, 2009: 112).

1.7 Evaluation Criteria

In assessing the implementation of the rehabilitation programme, the study will use the 5C model proposed by Cloete and Wissink 2000:117). This model provides five criteria that can be used to assess policy implementation and these include content, context, commitment, capacity, and clients and coalition. In addition to these criteria, the study will also assess programme implementation against the objectives set out in DCS policy. These include preparing offenders for successful reintegration into society; providing offenders with the skills necessary to overcome difficulties associated with reintegration; preventing re-offending and relapse; ensuring that proper support systems are in place before placement; providing information on external resources; restoring relationships; teaching offenders to take responsibility for their own behaviour and building self-esteem and self-confidence.

1.8 Conclusion

Chapter one has explained the context and purpose of this qualitative study. As discussed, the research inspired by the need to understand how well rehabilitation programmes are implemented in the Boksburg Management Area given the growing concerns about recidivism in the country. By assessing programme implementation, the study, therefore, may yield valuable information that may help the DCS to improve programme effectiveness and service delivery. The next chapter reviews rehabilitation literature to enrich the study and to provide the basis for analysing, interpreting and validating the findings in chapter five.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

In chapter one, it was highlighted that the study seeks to assess the implementation of the offender rehabilitation programme in Boksburg Management Area. Building on this understanding, chapter two reviews the literature on policy implementation based on the 5C model suggested by Cloete and Wissink (2000:117). This review will provide insights into the perspectives, approaches, debates and complexities surrounding policy implementation in public institutions.

Chapter 2 is structured as follows: First, the conceptual framework is discussed and linked to the study. Second, attention is focused on programme management as it applies public sector contexts. Third, attention is given to the regulatory framework informing rehabilitation practice in South Africa. Fourth, international experience on provision of rehabilitation services is considered and critical lessons highlighted. The remainder of chapter summarises the main points deduced from the literature review and accordingly aligns them with the study.

2.2 Conceptual framework

According Neuman (2006), a review should demonstrate a familiarity with a body of knowledge and establish credibility; show the path of prior research and how a current project is linked to it; integrate and summarise what is known in an area; and to learn from others and stimulate new ideas. Conceptualisation refers to, firstly, defining the concepts of research, secondly, to the integration of the research into the greater, existing, accepted theoretical framework of the discipline (Rossouw, 2003:94). Mouton (1996) adds that often the concepts sought by the researcher may have certain connotations which also need to be analysed and linked to the research problem. Furthermore, Robson (1993:150) stresses the fact that developing a conceptual framework forces you to be explicit about what you think you are doing. It also helps you to be selective; to decide which are the important features; which relationships are likely to be of importance or meaning; and hence, what data you are going to collect and analyse.

Similarly, Bandenhrost (2007:21) observes that the conceptual framework is where the writer unpacks the key concepts used in the research and identifies the relationships between concepts…The conceptual framework also provides the basic outline for analysing the data and drawing conclusions. This means it is thread which runs through the entire project, from the beginning till the final conclusions…Sometimes the conceptual framework includes theory. Since all academic writing is about argument, a researcher needs to show which interpretations of concepts and theories he/she believes to be the most valid.

2.3 Theoretical framework

This section offers an integrated discussion of the generations of research into policy implementation, Approaches to policy implementation, programme management and international experience, as well as their implications for the study.

2.3.1 The Three Generations of Research into Implementation

- **Generation 1**

Associated with early constitutionalist theorists, the classical view of administration saw implementation as a top down, mechanistic and rule-bound process driven by policy makers with little help from other implementation agencies. This approach is heavily influenced by the Marx Weber's bureaucracy, which was a firmly ordered system with highly rationalised, legalistic, authoritarian and hierarchical structures where a small group of decision makers at the top create policy and subordinates at the bottom dutifully carry it out. The high emphasis on organisational hierarchy, the separation of politics and efficiency minimised implementation (Cloete and Wissink, 2000:167). This approach was mainly driven by scientific management.

- **Generation 2: Implementation is complex and nothing works**

This approach assumed that implementation was complex and nothing works. This model was a response to the emerging shortcomings of the classical model. It became evident to these scholars that policy implementation was not a simple and straightforward matter based on a hierarchy of rules and procedures initiated by decision makers at the top. The second generation, therefore, set out to record the magnitude of the complexity of policy implementation through detailed empirical studies. These studies demonstrated that, firstly, policy implementation was a com-

plex, multi-stakeholder process and, secondly, that designing a new policy does not necessarily mean that its implementation would be easy. Some policies failed to get off the ground due to a wide variety of reasons, such conflicting stakeholder priorities and expectations, the politicization of resource allocation and the antagonistic behaviour of policy actors, who included private and public stakeholders.

- **Generation 3: The search for a fully-fledged implementation theory**

The third generation was born out of the realisation of the absence of and the need for causal understanding, organising frameworks, conceptual models, analytic approaches, and ultimately explanatory and predictive theories that looked beyond isolated case studies and applied wisdom to explain the policy implementation process. Researchers disagree on what constitute implementation process and success. Despite the disagreements and the evident lack of cumulation or convergence on implementation, the third generation of implementation has helped deepen understanding of policy implementation by highlighting some of the key variables that impact the implementation process.

2.3.2 Approaches to policy implementation

2.3.2.1 The Top-down and Bottom-up Approach

Cloete and Wissink (2000:169) discuss two approaches to policy implementation. These include the Top-down approach and the Bottom-up approach. As highlighted in the foregoing, the top-down approach implies that policy implementation is an exclusive domain of senior management in organisations. In other words, top management dictates how the policy should be implementation with minimal interference from subordinates and stakeholders.

To some extent, the top-down approach assumes that policy implementation is a structured or rational process without much influence from the policy environment. This has been one of the major drawbacks of this approach. Practically, the top down approach focuses on the following questions:

a. To what extent were the actions of implementing officials and target groups consistent with the objectives and procedures outlined in that policy decision?
b. To what extent were the objectives attained over time?
c. What were the principal factors affecting policy outputs and impacts?

d. How was the policy reformulated overtime on the basis of experience?

2.3.2.2 The Bottom-up Approach

In contrast to the top-down approach which places high emphasis on decision-makers as key protagonists in the policy implementation process, the bottom-up approach is more open and flexible in that it encourages subordinates to participate and contribute to the policy implementation process. This approach recognises the tremendous influence that stakeholders at the bottom of the organisation may have on policy implementation and outcomes. Because of this, discretion at the lower level is therefore inevitable. In essence, the bottom-up approach recognises the existence of a multiplicity of actors in the policy implementation process, who must be consulted and involved.

The bottom-up approach was a response to the weaknesses associated with the top-down model. One such shortcoming was the notion that policy makers exercise – or ought to exercise some kind of direct and determinatory control over policy implementation. Approaching policy implementation from the perspective of social and political change, Smith (1973) argued that policy implementation was a continuous, tension-generating force in society, and that conflicts experienced during the implementation process may, or may not, manifest themselves in the creation of new behavioural patterns and relationships (i.e. institutions). In either case, the transaction phase – where the tensions between the policy, its formulators, its implementers and its targets are articulated – will feed back into the implementation process as well as policy (re-design). Smith's tension-generating matrix within the implementation process is the interaction between four components (Cloete and Wissink, 2000:171), which include:

a. The idealized policy and the patterns of interactions that the policy wants to induce
b. The target group which is called upon to change its behaviour
c. The implementing organisation's structure, leadership and capacity
d. Environmental factors or the "constraining corridor through which the implementation of policy must be forced"

A much more widely quoted early model of policy implementation comes from Van Meter and Van Horn (1975:97) who essentially view implementation as a top down

13

process and attempt to consolidate the emerging literature into one model. In particular, they use the three causes of non-implementation suggested by Kaufman et al (1986), namely: subordinates do not know what their superiors want; they cannot do what their superiors want, or they refuse to do what their superiors want. Van Meter and Van Horn (1975: 107) label these problems of communication, capacity, and implementation disposition (Cloete and Wissink, 2000:171). According to these authors, the nature of the policy itself is critical the success, or otherwise, of its implementation. They suggest a model which posits six "clusters of variables" and the linkages between them which shape policy and performance. The variables are:

a. The relevance of policy standards and objectives
b. Policy resources
c. Interorganisational communication and enforcement activities
d. The characteristics of the implementing agencies
e. The economic, social and political environment affecting the implementing jurisdiction or organisation
f. The disposition of implementers for carrying out policy decisions

Adding to this, Nakamura and Smallwood (1980) posited that the implementation process was a system of functional environments, each of which contains a variety of actors and arenas and is connected to the others by various communications and compliance linkages. Rein and Rabinowitz (1977: 223) took this further and argued that "implementation involves drift from declared purposes" and that "the process is often less one of slow incremental change than that of bureaucratic entrepreneurship" (Cloete and Wissink, 2000:172). Implementation "success" depends on the complex interactions between the policy and its institutional setting. This thinking marked a departure from the pioneering top down approaches, which saw policy implementation as an exclusive domain of decision-makers and/or officials.

Despite the lack of agreement/convergence between the top down and bottom up approaches, however, consensus is beginning to emerge particularly on certain issues. For example, it has been recognised that it is not a question of choosing 'top or bottom' as those were mutually exclusive alternatives". In fact, both perspectives provide useful insights into the implementation process; both demonstrate significant explanatory strengths as well as weaknesses; each may be equally relevant, albeit

at different stages of the complex and dynamic implementation process (Cloete and Wissink, 2000:170).

2.4 The 5C Model and its implications for the study

As indicated previously, assessment of the implementation of the rehabilitation programme is based on Cloete and Wissink's (2002) 5-C Model for understanding policy implementation. Figure 1 below illustrates the constructs that make up the conceptual framework.

Figure 1 Conceptual framework
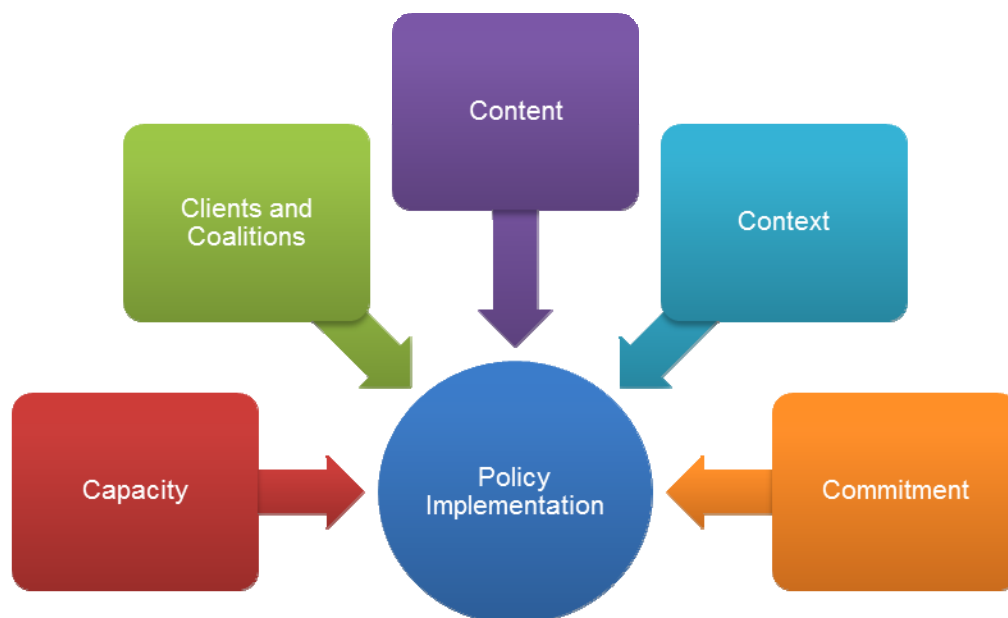
Source: Adapted from Cloete and Wissink, (2000)

Figure 2.1 suggests that five variables impact policy implementation and these include content, context, commitment, and clients and coalitions. These variables have a significant on all aspects of the policy process – design, implementation, modification as well as monitoring and evaluation. Each of these five variables is linked to, and influenced by, the others, depending to a varying extent on the specific implementation situation. These are considered below.

2.4.1 Content

Lowi (in Cloete and Wissink, 2000) describes policy as distributive, regulatory, or re-distributive. While distribute policies create public goods for the general welfare and are non-zero-sum in nature, regulatory policies, on other hand, specify rules of conduct with sanctions for failure to comply; and redistributive policies attempt to change allocations of wealth or power of some groups at the expense of others. Content includes aspects such as goal-setting, policy and strategy, and programme management. The study will establish whether these issues have been factored into the implementation of the rehabilitation programme in the case study.

From the Boksburg case study, it appears that the offender rehabilitation programme encompasses elements of distributive and regulatory policies as it seeks to address welfare issues while at the same time seeking to induce specific positive behaviours from offenders. This understanding formed the basis for determining whether inmates conformed to rehabilitation policies and guidelines from the DCS.

2.4.2 Context

Assessing implementation also requires that one comprehends the context within which the policy is formulated or crafted. As Berman (in Cloete and Wissink, 2000:180) points out, a context-free theory of implementation is unlikely to produce powerful explanations or accurate predictions. Consideration of policy context requires that one pays attention to social, political, economic, technological, legal and environmental variables impacting the implementation process. Therefore, inattention to these issues may hamper implementation activities. The question is whether the DCS has considered these issues when packaging and delivering rehabilitation services to inmates.

2.4.3 Commitment

According to Armstrong (1999:129), commitment refers to attachment and loyalty. Commitment consists of three components, namely: identification with the goals and values of the organisation; a desire to belong to the organisation; and a willingness to display effort on behalf of the organisation.Authorities or policy makers may have all the necessary resources and institutional capacity required to drive policy implementation, but if those responsible for carrying it out are unwilling or unable to do so,

little will happen (Cloete and Wissink, 2002:173). This statement underlines the importance of ensuring that political leaders, managers, officials, programme personnel and beneficiaries/target groups are fully committed and actively involved in the implementation of public policy.

Research shows that people's commitment to organisational goals is affected by a wide range of factors, such as management style, rewards and opportunities for development, organisational culture, work practices, organisational structure and many related variables (Armstrong 2006; Bartol and Martin, 1994; Mabey and Salaman, 1995, and Ivancevich 1995). It follows therefore that these issues also need to be considered when implementing.

2.4.4 Capacity

In public sector contexts, capacity is defined in terms of systems thinking and encompasses such critical elements as the structural, functional and cultural ability to implement the policy of the government, i.e. the ability to deliver those public services aimed at raising the quality of life of citizens, which the government has set out to deliver over time Capacity implies the availability of and access to concrete or tangible resources, including human, financial, material, technological, logistical, and so on (Cloete and Wissink, 2002:173).

The capacity required to drive policy implementation is no longer attributed to government departments. Growing pressure for quick and reliable delivery of public goods and services has necessitated the use of different modes of service delivery in the public sector. This has helped to increase and/or improve the capacity required to drive policy implementation. Examples of new service delivery methods now used in government settings include decentralization, corporatization, outsourcing, joint ventures, partnerships and alliances, regulations, assistance and privatization (Cloete and Wissink, 2000:171).

In assessing the inmate rehabilitation programme, it was vital to establish if adequate resources and implementing tools and equipment, requisite skills and expertise, as well as oversight and coordination mechanisms had been provided to ensure suc-

cessfully roll out of the programme – given the multitude of policy priorities that the Department of Correctional Services has to meet with limited budgetary allocations. Hopefully, the results in chapter 5 will shed light on this issue.

2.4.5 Clients and Coalitions

The support, commitment, involvement and contribution of internal and external stakeholders and implementing agencies are important in ensuring effective policy implementation. The diverse and sometimes conflicting interest and expectations of stakeholders can have a positive or negative impact on policy implementation. For this reason, it is vital for the implementing agencies to form sustainable working relationships with the different stakeholder communities to ensure that they understand their roles and responsibilities in the policy implementation process.

Review of the DCS' offender rehabilitation policy and strategic plans showed that the organisation has formed strategic partnerships with a wide range of non-profit organisations specializing in rehabilitation services. In addition, the DCS policy encourages participation of customers (inmates) in the delivery of rehabilitation services. Hopefully, the findings of the study will show whether the involvement of clients and coalitions has helped to improve provision of rehabilitation services in the Boksburg Corrections Centre.

2.5 Programme Management

Programme management involves management of a group of projects while project management deals with the effective management of activities to deliver the project within the approved cost quality and time. In programme management, critical success factors are identified to enable tracking the value of programme outputs; they should enable proper assessment of the few fundamental aspects of the programme that must be done well to achieve the objectives of the programme (Shehu and Akintoye, 2009). According to Hanford (2004), effective programme management starts with planning. Here, management will typically use a bottom-up approach that identifies and executes planning iterations for the program's individual component projects. First, each project manager constructs a plan that estimates and allocates resources required to deliver the project's products or results, using the same tech-

niques and practices they would employ in planning a standalone project. The end result of planning is the programme plan – the composite scheme of all the projects that make up the programme.

According to Williams and Parr (2006), the core essence of programme management include activities such as the integrated planning of multiple projects, identification and understanding of dependencies, managing risks relating to complex interdependencies, maintaining focus on the overall business benefits, and coordinating large and often dispersed projects. Programme planning as the creation of a series of documents that facilitate a shared understanding among programme stakeholders and guide the execution and control of the programme. Programmes are known to be complex, dynamic, complicated, with intense pressure from the market forces, political atmosphere, and cross-project integration and activities. The required harmony and coexistence of multiple projects and stakeholders require organisations that are new to programme management to keep it as simple as possible to be effective and achieve successful programmes (Shehu and Akintoye, 2009).

Effective programme management also includes a learning and development component. In this regard, Thomsen (2008) observes that if an organisation has limited programme management, capability and experience, it must build time into its plans to allow for development and learning. Depending upon the nature of the organisational objectives and policies, effective learning and development require investment in time, attention, dedication and commitment. The study also includes questions on the skills profiles of the persons tasked with implementation of the rehabilitation programme.

Richards (2008) stresses adequate infrastructure as one of the key requirements of programme management. Programme infrastructure includes both hardware, for example desktop and network devices for storage and communication and software, including desktop software and shared platforms with development tools, modelling software, planning tools, communication tools (e.g. email, Internet browser, virtual meeting or collaboration programs, and telecommunications programs), and software for document retention and reproduction.

Financial management is another critical aspect of Programme management. According to Hanford (2004), the financial aspect of a program includes the need to conform to internal (and sometimes external) policies and/or regulations for significant expenditures. It also includes development and use of program-specific procedures for making and reporting expenditures. Overall costs for programmes are typically significantly greater than those for projects. The costs are greater not only because the program is larger, but also because it entails more types of expenditures. Examples of programme costs include labour (internal staff and consulting fees, travel and living expenses and short-term apartment leases), hardware, packaged software applications work space and equipment, for example, computers, servers, printers, desks, chairs, cubicles, etc.

With regard to programme management, the DCS has prioritised the following areas: Correction: which aims at addressing the offending behaviour of sentenced persons; Security: which aims at addressing the safety of inmates, officials and members of the public; Facilities: to ensure that the Department has a long-term facilities strategy to ensure the establishment and maintenance of conditions consistent with human dignity for offenders; Care: intended to provide for the mental well-being of inmates including access to social and psychological services; Development: aims to provide skills development in line with Departmental and national human resource needs and After Care: intended to ensure successful re-integration through appropriate interventions directed at both the inmate and relevant societal institutions (DCS, 2008).

Concerning the development of correctional programmes, the DCS policy states that development of correctional programmes should be based onthe needs identification and analysis, literature review and analysis of current practices. The analysis should determine the programme design, that is, the structure and content. The profiles of offenders will also assist in developing the relevant correctional programmes for the relevant categories of offenders. Correctional programmes, monitoring and evaluation systems should be scientifically researched and informal research should be conducted through seminars, workshops and conferences (DCS, 2008:19).

Programme management is also about ensuring that the right institutional arrangements are put in place to support policy implementation on the ground. The mandate

for rehabilitation and reintegration of offenders into society rests with the Department of Correctional Services, although non-governmental organisations also play a key role in this regard. The mandate of the DCS derives from the White Paper on Corrections in South Africa (Republic of South Africa, 2005 and the Correctional Services Act 111of 1998 cited in the Republic of South Africa, 1998).

Research, design and development of programmes aimed at correcting offending behaviour are the functions of the Directorate of Correctional Programmes. The responsibility of the Department of Correctional Services is first and foremost to correct offending behaviour in a secure, safe and humane environment in order to facilitate the rehabilitation process (Department of Correctional Services, 2012)[Republic of South Africa, 2012]. To be able to execute its mandate, the DCS works hand in hand with law enforcement agencies such as courts and the police service. These stakeholders play a key role in areas like monitoring of prisoners on parole and re-arresting and prosecution of repeat offenders.

2.6 Legal Framework

This section looks at the policies and regulations informing planning, provision and monitoring and evaluation of rehabilitation services in South Africa. Reviewing the regulatory framework is vital in this study as it will provide the basis or yard stick for determining how well rehabilitation services are provided in the case study.

2.6.1 The Constitution of the Republic of South Africa Act, No. 108 of 1996

South Africa's democratic Constitution Act No.108 of 1996 sets the tone for prisoner rehabilitation through the Bill of Rights, which provides for equality before the law (s9), human dignity (s10), right to life (s11) and Freedom and security (s12). In addition, Section 35 (2) (e) entitles prisoners to conditions of detention that are consistent with human dignity, including at least exercise and the provision, at state expense, of adequate accommodation, nutrition, reading material and medical treatment. Rehabilitation efforts are therefore a constitutional imperative in South Africa.

2.6.2 The White Paper on Corrections (2005)

The White Paper on Corrections (2005:8) is underpinned by the following values and/or rights enshrined in the Constitution of the Republic of South Africa, including

the core values of the Department of Correctional Services: Human dignity (Section 10); Equality (Section 9); Rights underlying humane treatment of every detainee (Section 35); The right to health care services and other associated rights (Section 27); freedom and security of the person (Section 12); Children's rights (Section 28); the right to education (Section 29); Freedom of religion (Section 31); Intergovernmental relations (section 41); and, finally, the Values and principles governing Public Administration (Section 195).

Furthermore, paragraphs 4.2.1 and 4.2.2 of the White Paper defines rehabilitation as follows: rehabilitation is the result of a process that combines the correction of offending behaviour, human development and the promotion of social responsibility and values. It is a desired outcome of processes that involve both departmental responsibilities of Government and social responsibilities of the nation. Rehabilitation should be viewed not merely as a strategy to preventing crime, but rather as a holistic phenomenon incorporating and encouraging: social responsibility; social justice; active participation in democratic activities; empowerment with life-skills and other skills; and a contribution to making South Africa a better place to live in (Muntingh, 2005:5). Therefore, as (Muntingh, 2005: 3-4) correctly observes, the importance of this White Paper is that rehabilitation of prisoners is given a central purpose in the correctional system's response to crime.

2.6.3 The Correctional Services Act, No. 111 of 1998

Chapter 4 Section 41 of the Act provides for treatment, development and support services as follows: The Department must provide or give access to as full a range of programmes and activities as it is practicable to meet the educational and training needs of sentenced prisoners. According to Subsection (1) states that sentenced offenders who are illiterate or children may be compelled to take part in the educational programmes offered in terms of subsection (Department of Correctional Services, 2008:7). The Act further stipulates that the Department must provide social and psychological services in order to develop and support sentenced offenders by promoting their social functioning and mental health.

The Act further states that, where practically possible, the Department must provide other development and support programmes, which meet the specific needs of sen-

tenced offenders. Sentenced offenders have the right to take part in the programmes and use the services offered in terms of subsection (1), (3) and (4). Sentenced offenders may be compelled to participate in programmes and to utilize services offered in terms of subsection (1), (3) and (4) where, in the opinion of the Commissioner, their participation is necessary, based on the nature of their previous criminal conduct and the risk they pose to the community. Programmes must be responsive to special needs of women and they must ensure that women are not disadvantaged.

The most important features of the Correctional Services Act (1998), therefore are: entrenchment of offenders' rights; special emphasis on the rights of women and children; new disciplinary system for offenders; a framework for treatment, development and support services; extensive external monitoring mechanisms and provision for public and private partnerships in the provision of rehabilitation services (Shabangu, 2006:33).

2.7 Implications for the study

From these provisions, it is evident that the Act is designed to reinforce the Constitution regarding the protection of human rights by requiring the Department of Correctional services to provide rehabilitation and support services to prisoners. More importantly, the Act makes it clear that rehabilitation services should be responsive to the needs of beneficiaries, including women. The Act also makes provision for addressing illiteracy among prisoners; which opens up learning and development opportunities for disadvantaged inmates in the system. With respect to programme management, the review showed that planning, integration and availability of sufficient infrastructure are critical factors for programme success.

Importantly Muntingh (2005) observes that currently an information gap exist in the literature regarding offender rehabilitation practice. Therefore, it is of critical importance to the DCS to support a strategic programme of research to ensure that its decisions are based on knowledge. Primary amongst these are programme design and development guidelines, evaluations of programme effectiveness, demograph-

ical and biographical profiling of prisoners and ex-prisoners, drug and alcohol use, and criminal career patterns.

Therefore, as Dunn (2008:4) correctly observes, information about policy problems plays a critical role in policy analysis because the way a problem is defined shapes the search for available solutions. Inadequate or faulty information may result in a fatal error: solving the wrong formulation of a problem when instead one should have solved the right one. Through the in-depth case study method, the study aims to generate practical information that may help reduce shortage of monitoring and evaluation data on rehabilitation services in the chosen organisation.

2.8 International Experience

In order to deepen understanding of how offender correctional programmes are planned and implemented, three cases are used as a frame of reference here. These include Canada, Kenya and Maryland in the United States of America. All three countries provide valuable lessons on prisoner rehabilitation issues. Discussion of these follows below.

2.8.1 Canada

Through the Correctional Strategy, Canada aims to concentrate its limited resources on programs that the research literature indicated had potential for reducing recidivism. This involves developing programmes aimed at those offenders that characteristics related to criminal behaviour – such as treatment for sex offenders, substance abuse programmes, family violence initiatives, and living skills programmes. These programmes are mainly delivered within the institutions; some continue after the offender has been released into the community.

A variety of sex offender programmes are offered in 27 institutions. These range from intensive (for example, one year residential programme in a psychiatric centre), to intermediate (for example, a five-month offered within a regular institution by a psychologist) to low intensity programmes. The latter are typically "relapse prevention" programmes, which are offered in minimum security institutions and prepare offenders for their eventual release by both teaching them to recognise the factors that led to their offence and helping them to develop the skills to manage those fac-

tors. Community-based relapse prevention programmes are also available and are important in maintaining gains. About $10 million has already been spent to treat approximately 1,800 sex offenders.

This intervention is supported by the living skills programme, which seeks to build offenders' cognitive skills. It is a five year old programme aiming to change the anti-social thinking that led offenders to criminal behaviour. This programme involves 36 two-hour sessions. There is also an anger and emotions management component which teaches offenders how to manage harmful emotions and to deal with high-risk anger situations (Correctional Strategy, 2006).

2.8.2 Kenya

Resources Oriented Development Initiatives (RODI) Kenya has a successful extension correctional intervention called the Prisoner Rehabilitation Programme PREP), which has been in operation since 1994. The programme started its activities in 2 prisons in Nyanza province later reaching 27 prisons and over 50 community groups in 5 provinces in Kenya. It has been particularly successful in training prisoners, prison officers, ex-prisoners and community group members in the areas of sustainable agriculture, natural resource management, appropriate technology, HIV/AIDS, gender and drug and substance abuse.

The PREP is in response to the increasing rates of poverty, unemployment, crime and re-offending in Kenya. The programme aims to equip beneficiaries with skills for self-reliance, poverty reduction, food security and increase awareness about HIV/AIDS. It also boasts a built-in monitoring system that enables authorities to check former prisoners' progress/performance, give them additional training, assess project impact and support them to reintegrate back to the community.

In addition, ex-prisoners are encouraged to share the skills acquired while in prison with the community members and to form Community Livelihood Improvement Groups (CLIGs) to speed up their acceptance and address poverty at community level. Ex-prisoners are also supported to set up income generating projects.

The PREP is informed by a clear curriculum for prisoners, prison officers and community members. To make the training effective, the curriculum is shared with the target beneficiaries. Upon graduation prison officers and prisoners are expected to implement the skills acquired in their respective prisons and communities, which enables RODI to scale up the programme widely. The programme also sets up model demonstration farms in prisons and within the community which act as farmer field schools for training of other beneficiaries. Although demand for the programme has increased countrywide, funding remains a major obstacle as the intervention is donor-dependent.

2.8.3 Maryland, USA

The Department of Corrections and Rehabilitation runs two major offender rehabilitation programmes encompassing Pre-Trial Services (PTS) and Pre-Release and Re-entry Services (PRRS). The service package includes residential and non-residential re-entry services to convicted and sentenced individuals who are within 12 months of release and who have been incarcerated in the county's correctional system. The programme carefully screens and accepts only those individuals that it assesses can be safely managed in a community setting.

The programme aims to promote the Department of Correctional Services mission to improve public safety and reduce victimisation, and relies on a considerable body of research that demonstrates the cost-benefit advantages of releasing incarcerated individuals through highly-structured community-based programme.

This nationally recognised programme has served over 15,000 individuals since its founding in the late 1960's. It requires participants to work, pay room and board, file state and federal taxes, and address restitution and child support obligations. Each client works with several staff members including a case manager to develop an individualised re-entry plan that addresses their specific transitional needs including employment, housing, treatment, and medical services.

Clients (i.e. offenders) are encouraged to participate in the development of the plan. Through the use of the latest technologies in electronic, substance abuse testing, and by utilising mobile teams of staff, clients are held to high standards of conduct

26

and compliance. There is a zero-tolerance policy with regard to engaging in criminal activity, using drugs, alcohol, and accessing the community at locations and times that have not been approved.

In a given year, the programme serves over 700 clients and 85% successfully complete the programme. Since 1981, the Pre-Release Center has received national accreditation for its fidelity to performance-based correctional standards by the American Correctional Association. It is a modern correctional complex made up of four separately operated units housing up to 177 male and female residents (Montgomery County: Department of Correction and Rehabilitation, 2010).

2.8.4 Key Lessons
Each of the case countries considered above have revealed unique approaches to offender rehabilitation that have direct implications for the DCS Correctional Programmes. What follows are some of the key lessons from these countries.

In the Canadian experience, interventions are tailored to meet the needs of the different population groups. For example, there is a correction intervention designed specifically for Aborigine women. By addressing cultural diversity, the Canadian model is therefore suitable for Boksburg Correctional Centres, which has a diverse offender population.

On the other hand, the Kenyan case highlights the importance of integrating offender rehabilitation programmes with poverty alleviation and HIV/AIDS programmes at community level. Driven by a non-state organisation, the intervention prepares prisoners for community life by giving them agricultural skills and social networking skills that help improve their acceptance in the community. This is achieved through the Community Livelihood Improvement Groups initiative.

Another important feature of the Kenyan model is that it capacitates both offenders and programme officials with skills and then assigns them to work on rehabilitation projects in their prisons. This facilitates skills transfer and ensures sustainability of the programme. More importantly, the initiative also put offenders at the centre of curriculum development. In this way, offenders are able to suggest solutions that fa-

cilitate their own learning and development. This also helps to improve ownership of the programme by beneficiaries.

The Maryland case is unique in that it employs modern technology to facilitate electronic monitoring and evaluation of rehabilitation programmes. Electronic M&E systems allow prison authorities to track not only the location of offenders but also their progress in meeting agreed performance goals. Because of its high emphasis on performance-based rehabilitation standards, this programme has received national accreditation in the United States. Accreditation is important here as it validates the quality of the programme in the eyes of offenders and society.

2.9 Implications for the Study

The review in the preceding section has demonstrated that policy implementation is a widely debated issue and that scholarship on the subject is diverse, complex and broad. This has resulted in the emergence of top down and bottom up approaches, which although antagonistic in nature, are somehow complementary. In the case study organisation, it appears that high emphasis has been placed on the bottom-up approach, as evidenced by the Department of Correctional Services' adoption of a multi-stakeholder approach involving officials, Correctional Centres, Non-profit organisations, physiotherapists, social workers, educationists, skills development agencies, and religious organisations. In terms of policy, this stakeholders are required to work together to ensure effective implementation of the Offender Rehabilitation Programme (Department of Correctional Services, 2008).

Another vital point revealed by the review is that research into policy implementation has evolved over the years, resulting in the emergence of three generations. While early classical approaches saw policy implementation as a mechanistic, management driven process, the second generation posited that policy implementation is a complex process. The third generation highlighted the need for understanding the wide range of variables and/or factors and institutions impacting the policy implementation process. This reasoning holds truth for the Department of Correctional Services rehabilitation programmes, which, as suggested above, are influenced by a whole range of public and private actors, including the deteriorating conditions in

28

some of the prisons, which manifest themselves in many ways, for example, over-crowding, gang violence and HIV/AIDS infections.

Furthermore, the literature also highlighted the potential influence of subordinates on policy implementation. For this reason, it is important for implementing agencies to pay full attention to organisational communications, capacity building, policy resources and leadership, all of which play a vital role in the success of policy implementation. As discussed previously, one of the primary objectives of the study was to establish whether the provision of rehabilitation services is consistent with policy goals and whether such efforts meet beneficiaries' needs and expectations.

During the literature review, it was also established that the 5-C Protocol provides critical variables for studying policy implementation. Policy actors and implementing agencies need to take into account vital issues such as content, context, commitment, as well as clients and coalitions; all of which play a vital role in the policy implementation process. Taken together, these issues can decide the success or failure of policy implementation. The study considered these issues when assessing the DCS' Offender Rehabilitation Programme in the case study. Chapter will provide more clarity on whether or not the 5-C protocol is being applied to improve implementation of the offender rehabilitation programme in the case study.

It follows from this review that policy implementation is not a simple and risk-free process driven from the top. Thus, any attempt to assess the implementation of a policy intervention would not be complete without proper consideration of the multiple actors, institutional contexts and economic, social and political variables impacting the policy implementation process. This thinking shaped the study.

In spite of the raging debate between top-down and bottom-up approaches, there is a clear realisation that these theories of implementation are mutually reinforcing and that they both provide valuable insights and perspectives on the critical issues that implementation of public policy. It is in this context that a formative assessment was undertaken to understand the implementation of the Offender Rehabilitation Programme in the Boksburg Management area.

Evidence from the three case countries, i.e. Canada, Kenya and Maryland highlights several important lessons for the Boksburg rehabilitation centre. From the Canadian

model, it is evident that offender rehabilitation requires a clear policy framework, as illustrated by the country's Corrections Strategy. The Kenyan initiative shows what can be achieved when rehabilitation services are aligned with other social interventions. Finally, the US experience highlights the need for subjecting offenders to regular performance reviews to improve outcomes.

2.10 CONCLUSION

Chapter two has reviewed the literature on policy implementation. From this process, it was evident that policy implementation is a complex, multi-level process influenced by a wide variety of factors and that inattention to these variables could derail the policy implementation process; which in turn may lead to unintended consequences. It was also found that although there are differences between top-down and bottom-up approaches to policy implementation, however, these complement each other.

It was also established that effective programme management is central to successful implementation of policy interventions. Certainly, this principle applies to offender rehabilitation initiatives as well. To produce the desired results, policy programmes have to be planned properly and supported with the necessary resources and infrastructure. Programme activities have to be integrated and coordinated to avoid conflict and duplication. It remains to be seen whether this is happening in the case study organisation.

Meanwhile, the 5C model provides a useful framework for understanding the key variables underpinning the implementation of public programmes. The review showed that consideration of content, context, commitment, capacity as well as clients and coalitions may shed considerable light on the opportunities and constraints facing implementers of public programmes. By utilising these five criteria, the study could unravel the complexities associated with the implementation of the rehabilitation programme in the Boksburg Management Area.

The review also highlighted a substantial knowledge gap in the provision of rehabilitation services in South Africa. Consequently, there is not enough information to

show whether such interventions are monitored and evaluated to ensure accountability, transparency and customer satisfaction. As stated in chapter one, this is one of the concerns that prompted the researcher to conduct a preliminary assessment of the offender rehabilitation programme in the Boksburg Management Area in order to determine if it is implemented as planned, given the generally high expenditures associated with rehabilitation efforts and recidivism. The next chapter focuses on research methodology.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction

The previous chapter reviewed the literature to gain understanding of the theoretical perspectives and complexities surrounding implementation of offender rehabilitation programmes. What emerged from this review was that offender rehabilitation needs a coordinated policy response and multi-level interventions to ensure success. It was further revealed that variables such as content, context, commitment, capacity, clients and coalitions also affect implementation of rehabilitation programmes.

Building on this understanding, chapter three explains the methodology followed to collect data on the implementation of the Rehabilitation Programme in the Boksburg Management Area in Gauteng. As discussed in chapter one, the study was inspired by the need to understand why incidents of rape and related sexual offences have continued in South Africa despite the Department of Correctional Services' nationwide efforts to reform and integrate offenders back to society. What follows is an illustration of the key aspects of the methodology as applied in the study.

3.2 Research Design

In the words of Mouton (1996:107), a research design is a set of guidelines and instructions to be followed in addressing the research problem. The main function of a research design is to enable a researcher to anticipate what the appropriate research decisions should be so as to maximise the validity of the eventual results. Deducing from this definition, it can be argued that research design is the overall strategy of how the researcher will go about collecting and analysing data to address the research questions. Figure 2 below depicts the research design used to conduct a formative assessment of the Offender Rehabilitation Programme in the Boksburg Management Area.

Figure 2 Research design plan
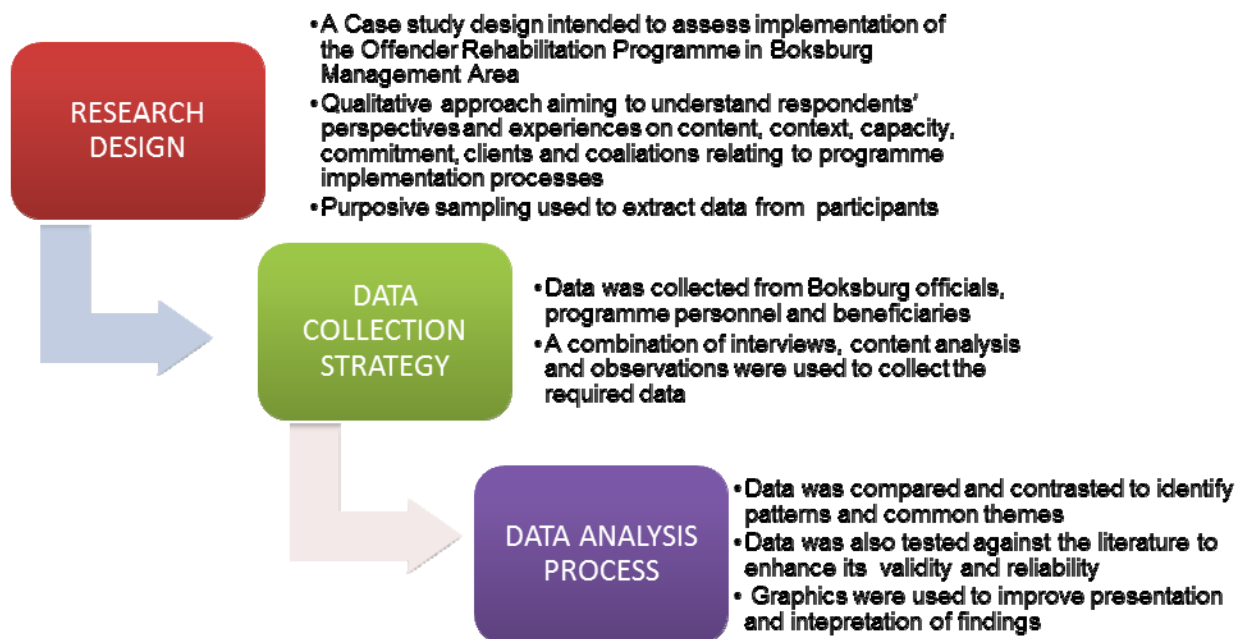
As shown in figure 2 above, this study sought to understand whether or not the Offenders' Rehabilitation Programme was being implemented in manner that benefited inmates, as contemplated in the DCS rehabilitation policy. To this end, a qualitative case study design involving Boksburg Management Area was applied. Berg (2004:7) states that qualitative techniques allow researchers to share in the understandings and perceptions of others and to explore how people structure and give meaning to their daily lives.

According to Somekh and Lewin (2005:33), the strength of the case study method is that it can take an example of an activity – an instance in action – and use multiple methods and data sources to explore and interrogate it. Thus it can achieve a rich description of a phenomenon in order to represent it from the participant's perspective.

3.3 Data collection

Broadly, data collection refers to the process of gathering the facts and/or information required to answer the research questions. Two categories of data were obtained from the Boksburg Management Area to meet the goals of the research.

These included primary and secondary data.

3.3.1 Content analysis

In this research, secondary data was obtained through the use of a method called content analysis. Practically, this involved an in-depth analysis of the implementation of the DCS' rehabilitation programme using the criteria provided by the 5C Protocol. Other sources that were considered include the DCS' annual reports, strategic plans, relevant legislation, and selected international case studies to gain insight into the implementation of the rehabilitation programme. The data generated through content analysis provided a valuable benchmark for understanding the complexities associated with policy implementation. In addition, this information was also used as the basis for testing the reliability and validity of the research findings.

3.3.2 Interviews

As a general rule, the tools chosen to generate the required data should be consistent with the philosophy or paradigm underpinning the study. In keeping with this principle, the interview technique was employed to collect data from respondents in the Boksburg case study. According to Imas and Rist (2009:330), an interview is a dialogue between a skilled interviewer and the person being interviewed. The goal is to elicit information that can be used to answer evaluation questions.

A key advantage of using interviews was that apart from giving respondents the opportunity to express their views freely, they also enabled the interviewer to probe and follow-up on certain issues in order to mitigate ambiguity and distortion of facts. As Imas and Rist (2009:333) correctly point out, interviews can provide evaluators with an intuitive sense of the situation.

During interviews, the researcher was able to interact directly with programme officials and beneficiaries in the Boksburg Management Area. In this way, it was possible to observe participants' body language in order to detect hidden issues about the Offenders Rehabilitation Programme. One of these was anxiety and reluctance by some participants to explain matters pertaining to sexual crimes. Figure 3.2 illustrates the process followed to conduct interviews in the case study.

3.3.2.1 Interview Process

An important consideration in any study is to report the researcher's practical experience in conducting the study. Based on this logic, Figure 3 below depicts the process followed to conduct interview participants in the case study.

Figure 3 Process followed
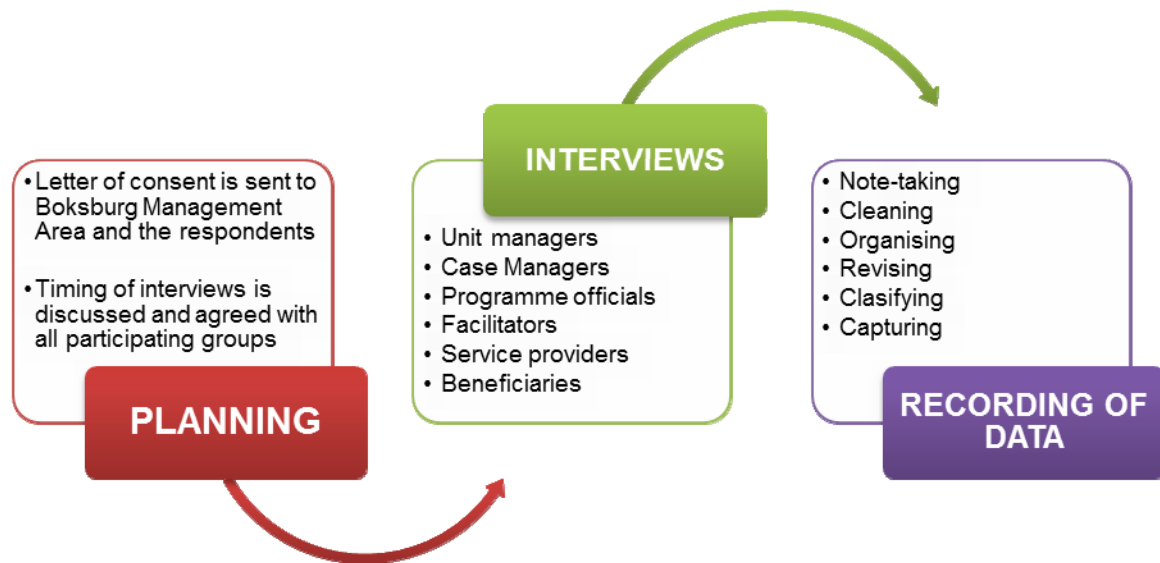
a. Planning

As shown in figure 3 above, operationalising the research involved three important steps, namely planning, interviews, and recording of the data. Permission had to be secured from the Department of Correctional Services before conducting the study in the Boksburg Management Area. To this end, a letter of consent was sent to the DCS and the Boksburg Correctional Centres to secure access. In keeping with research ethics, beneficiaries were consulted in advance to obtain their consent. Planning also involved discussing and agreeing timing of interviews and safety and security measures with Heads and managers in the Boksburg Correctional Centres to ensure smooth running of the research project.

b. Interview process

As illustrated in figure 3, the interviews were conducted with management, facilitators, beneficiaries (offenders) and service providers. Interviewing these stakeholders was appropriate as they are directly involved in the implementation of the rehabilita-

35

tion programme in the case study. Since they were knowledgeable about programme activities, these stakeholders would be able to provide sufficient data on the Five Protocol of implementation, namely content, context, commitment, capacity and clients and coalitions.

Given the diverse social backgrounds and relatively low educational levels of many of the offenders and the involvement of professional staff and external service providers in the interview, it became necessary to use both English and local languages to enable effective data collection from all the participating groups. It was assumed that offenders would be more comfortable to discuss their experiences in their own languages. This would also mitigate anxiety and suspicion during the interview. As indicated earlier, the interview schedule consisted of both closed and open-ended questions to ensure that specific information and the diverse experiences of respondents on provision rehabilitation services is properly captured.

3.3.2.2 Key themes covered by the interview

Interview themes were based on the 5C Protocol, which include:

1. Content

a. Objectives of the offender rehabilitation programme;
b. Strategy and planning processes,
c. Programme content
d. Access to programme activities
e. Diversity of programme activities

2. Context

a. Social, economic, political, legal, technological and environmental issues impacting implementation of the rehabilitation programme
b. Alignment between rehabilitation programme and national development goals as contemplated in the National Development Plan (2030)
c. Community issues impacting implementation of the rehabilitation programme
d. Challenges and opportunities

3. Commitment

a. Leadership commitment and support
b. Staff morale and contributions to
c. Stakeholder participation and involvement

d. Impact of organisational culture on implementation processes

4. Capacity

a. Key stakeholders and their roles and responsibilities in the programme;
b. Human and material resources needed to implement the programme;
c. Programme management
d. Supply and demand of skills on the rehabilitation programme
e. Monitoring and evaluation of programme
f. Use of information technology to support implementation
g. Capacity constraints affecting implementation of the programme

5. Clients and Coalitions

a. Mobilising support and forming strategic alliances with internal and external stakeholders to improve implementation of the rehabilitation programme.
b. Performance and outcomes;
c. Beneficiaries' perceptions about the quality of rehabilitation services;
d. Constraints hindering client participation in implementation processes
e. What needs to be done to improve implementation of the rehabilitation programme in the Boksburg management Area

3.3.2.3 Recording of data

Prior to conducting the interviews, the researcher indicated to the Boksburg management that the data given by the respondents would be recorded in order to enable analysis of the findings at a later stage. Respondents were also informed of this requirement. The researcher avoided using a tape recorder as this would cause anxiety and suspicion among the respondents – given the sensitive nature of some of the issues involved in offender rehabilitation. As a result it was agreed that data be recorded in a note book. Other important activities in this stage involved cleaning, organising, revising, classifying and capturing the data for analysis at a later stage.

3.3.3.1Access to documentation

In addition to interviews, supporting documents such as strategic plans, performance review reports, annual reports, rehabilitation policies and laws governing offenders' rights were requested from the Boksburg Management Area. The researcher was allowed to view these documents on the department's Website. Manual copies of the rehabilitation programme were also provided. These documents enabled meaningful assessment of the rehabilitation programme in the Boksburg Correctional Centres

and provided a yard stick for validating the information obtained from the respondents.

3.3.3.2 Timing of the Interviews

Timing of interview sessions was differentiated to ensure that enough information is collected from each category of respondents. For example, each interview session with officials and programme personnel took one hour; while interviews with beneficiaries lasted for thirty minutes each. The timing of the interviews was discussed and agreed with Boksburg Management Area in advance in order to minimise disruption of work as most officials and programme personnel face tight work schedules here.

3.3.3.2 Recording of interview data

The data elicited from participants during the interview was recorded in a note book. The short-hand technique proved used in capturing the finer details and anecdotes provided by the respondents. After the interview, the data was organised and captured in a lap top in preparation for the analysis process.

3.4 Data analysis

Analysing data means systematically organising, integrating and examining data, and searching for patterns and relationships among the specific details (Creswell, 1998). It involves connecting particular data to concepts, advancing generalisation and identifying broad trends or themes. The overarching goal of data analysis is to report what the data is saying about the research phenomenon (Pirrow, 1992). Analysis allows us to improve understanding, expand theory, and advance knowledge (Neuman, 2011:507). These guidelines informed data analysis and interpretation in this research. Based on these theoretical guidelines, the prime objective of the analysis process in this research is to assess how well the offender rehabilitation programme is implemented in the Boksburg Management Area.

3.5 Limitations of the study

It is a generally accepted fact that any research is prone to certain challenges. This study is no exception. First, as much as case studies are recognised for their ability to generate rich information about the research phenomenon, however, their emphasis on boundaries tend to limit coverage, resulting in the selection of only one or a

few activities to study. Because of this obvious limitation, it was not possible for the researcher to include other rehabilitation programmes in the evaluation. As a result, the study was unable to determine how well these interventions were being implemented in the DCS's Boksburg Management Area. Second, cultural barriers also impacted data collection as some African men in particular were somewhat uncomfortable to talk openly about sexual offences i.e. rape and sexual harassment.

3.6 Reliability and Validity

The credibility, utility and acceptability of findings are vital in any research intervention. In this study, this test was satisfied through a range of tactics, including triangulation of data sources to ensure fair and balanced evaluation of the Offenders Rehabilitation Programme. Maree (2010:80) confirms the benefits of triangulation by saying that engaging multiple methods of data collection, such as observation, interviews and document analysis can lead to truth worthiness.

In addition to varying data sources, the information obtained from programme officials was compared and contrasted with the views of beneficiaries to identify similarities, contradictions and deviations concerning the provision of rehabilitation services. Also, the use of probing and follow-up questions brought clarity on complex issues during the interview. This helped improve accuracy and reliability of the data.

3.7 Confidentiality and Anonymity

According to Neuman (2011) confidentiality means the ethical protection for those who are studied by holding research data in confidence or keeping them secret from the public; not releasing information in a way that permits linking specific individuals to specific responses. And anonymity means the ethical protection that participants remain nameless; in other words, their identity is protected from disclosure and remains unknown. Essentially, this implies strict adherence to research ethics.

The need for ethical research is also emphasised by Leedy (1998) and Miles and Huberman (1994). As indicated earlier, engaging inmates and parolees on sensitive issues such as rape and related crimes was no easy matter. Apart from protecting the identities of these people, the researcher also had to accommodate anxious respondents who were less keen to discuss these issues during the interview. To allay

their fears, the researcher reassured respondents that the investigation was in no way meant to jeopardise their lives or their families. In addition to this, respondents were also shown the permission letter obtained from the DCS confirming the status and purpose of the research.

3.8 Sampling and sample size

Generally, studying the whole universe or population is almost impossible, mainly because of the constraints imposed by time and cost; which is why sampling is so important in research. According to Roussouw (2003:108), sampling is the process through which it is decided who will be observed. Details of the sample drawn from the case study (Boksburg Management Area) are provided in table 1 below.

Table 1 Sample size

Respondents	Category	Number
Officials (Area coordinators, Unit managers and Case Managers)	Management	5
Service providers (Social workers, facilitators, NPOs and CBOs)	Corrections	10
Inmates(Beneficiaries)	Offending	15
Total	3 Categories	30 Respondents

As shown in table 1, the research sample consisted of 30 respondents drawn from 3 different categories in the Boksburg Management Area. These included officials, service providers and beneficiaries (inmates). Of the 15 inmates, 7 were women drawn from Community Corrections and 8 males from different sections of the rehabilitation programme, including landscaping, agriculture, bakery, welding, upholstery, artworks, education and training, machining, carpentry, painting, wood work, and general life skills.

3.8.1 Purposive Sampling

The sample in table 1 was constructed using purposive sampling, which forms part of non-probability sampling methods. Application of judgemental sampling was relatively easy because the researcher worked in the neighbouring Management Area (Modderbee Corrections Centre) and therefore had prior knowledge of the target population and the work environment. Because of this, it was fairly easy to identify

and select the right people from management and beneficiary groups to answer questions on the roll out of the Rehabilitation Programme. As Neuman (2011) correctly points out, qualitative researchers are more concerned with the richness of the data sources than the representativity of the research sample.

The application of judgemental sampling in this research is consistent with the point raised by Huysamen (2001) that in purposive sampling, researchers rely on their experience, ingenuity and/or previous research findings to deliberately obtain participants in such a manner that the sample obtained may be regarded as representative of the relevant population.

3.9 CONCLUSION

Chapter three has explained the qualitative case study design used to assess the implementation of the rehabilitation programme in the Boksburg Management Area. Because of its high emphasis on in-depth analysis of research phenomenon, the case study method enabled better understanding of the complex issues surrounding provision of rehabilitation services in the case study. Through qualitative research, it was possible to determine how officials, programme personnel and beneficiaries felt about accessibility, availability as well as the quality of these services. The next details the case study.

CHAPTER 4: CASE BACKGROUND AND FIELDWORK RESULTS

4.1 Case background

4.1.1 Introduction

The previous chapter was devoted to discussion of the research methodology employed by the study to assess the implementation of the offender rehabilitation programme in Boksburg Management Area. As reported, the study adopted qualitative case study design comprising interviews and purposive sampling. Building on this understanding, chapter four addresses the case study and fieldwork results.

Case study design is particularly useful for describing what implementation of the intervention looked like on the ground and why things happened the way they did (Morra-Imas and Imas (2009: 271-272). Given the scale and magnitude of the resources and institutional capacity required to provide rehabilitation services to inmates countrywide it is therefore important to establish if the services offered in the Boksburg Correctional Centres are consistent with policy objectives and if they meet beneficiaries' needs and expectations.

4.1.2 Definition of a case study

As point of departure, it may be useful to begin this section by defining the case study method. According to Maree (2010:75), a case study is a systematic inquiry into an event or a set of related events which aims to describe and explain the phenomenon of interest. In this research, the case study method will enable in-depth understanding of participants' experiences regarding the implementation of the rehabilitation programme. Berg (2006) and Cresswell (1998) confirm that case study research is useful when a researcher seeks to establish the experiences of people in in a particular context or situation.

4.1.3 Rationale for using case study design

There are several advantages to using the case study method in this research. First, as Somekh and Lewin, 2005) correctly point out, the strength of a case study is that it can take an example of an activity – an instance in action –and use multiple meth-

ods and data sources to explore it and interrogate it. Thus it can achieve a rich description of a phenomenon in order to present it from the participant's perspective.

According to Neuman (2011:42), case study research is an in-depth examination of an extensive amount of information about very few units or cases for one period or across multiple periods of time. The case can be individuals, groups, organisations, movements, or geographic units. The data on the case are detailed, varied and extensive. Case studies have a detailed focus but tell a larger story. Case study research clarifies our thinking and allows us to link abstract ideas in specific ways with the concrete specifics of cases we observe in detail.

The Boksburg Management Area is one of the biggest DCS centres in the Gauteng province and offers a wide variety of rehabilitation services to inmates, including skills development, counselling, life skills (family planning, responsibility, accountability, assertiveness, conflict resolution/ problem solving, self-development, interpersonal relations, communication, decision making) substance abuse, anger/aggressive management, sexual offences and many others. The varied nature of these interventions will not only enrich the study but will also deepen understanding and strengthens theory through in-depth analysis of the research problem Miles and Hubberman (1994).

4. 1.4 Guiding principles

Commenting on case study protocol, Huysaman (2001:214) states that a case study must have clearly defined boundaries and should be searched or analysed in an inductive fashion to identify recurring patterns and consistent regularities. The Department of Correctional Services has many correctional centres which could have been included in this study. But this was not possible given time constraints and limited resources. Consequently, only one Management Area was selected for the assessment, namely Boksburg Management area. Below is a description of the case study.

4. 1.5 Overview of the Boksburg Case study

Boksburg management area is based at Ekurhuleni Metropolitan Municipality on the Eastrand. It is divided into four centres, being Medium A, B (Boksburg Correctional

centres, Hidelburg, and Community corrections. Figure 4 below shows the organisational structure for rehabilitation services.

4. 1.5.1 Organisational structure

Figure 4: Organisational structure
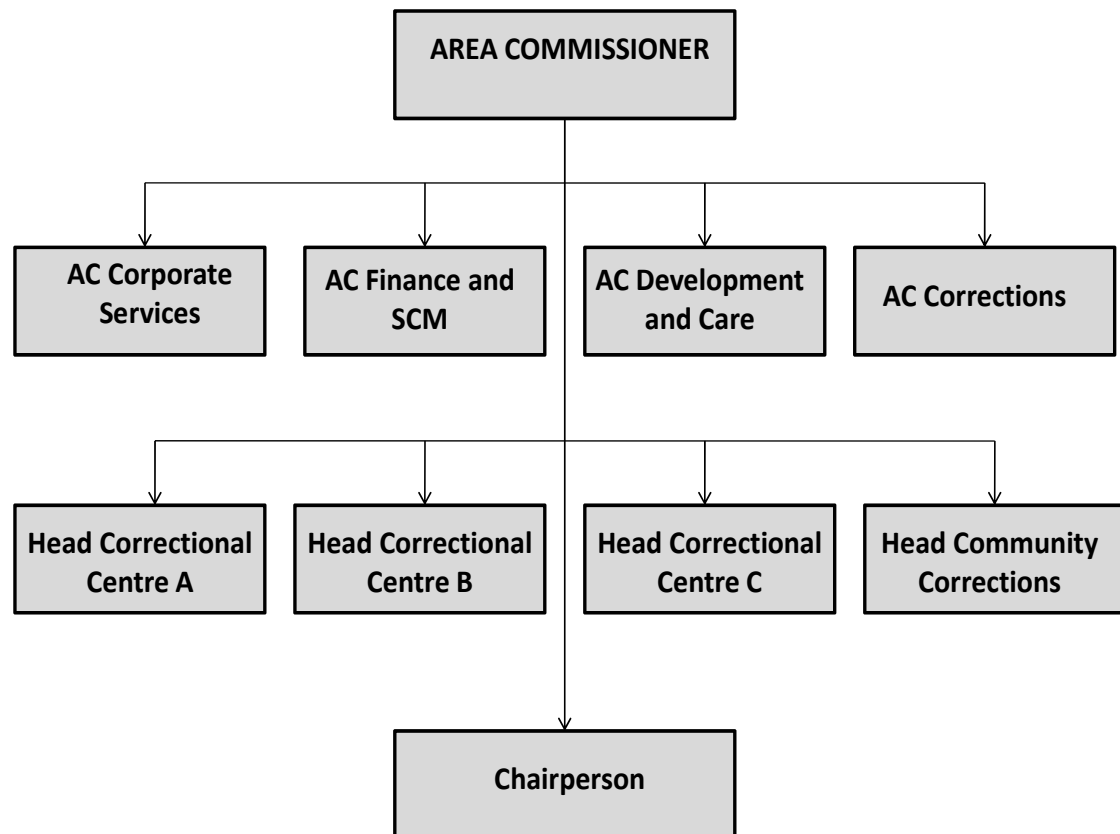
As shown in figure 4, the structure designed to facilitate implementation of the rehabilitation programme is flat with only three management levels. For example, at the top is the Area Commissioner whose mandate is to coordinate policy implementation in the area. Below him are four specialised functions including corporate services which is responsible for staff support and human resources, followed by finance which deals with financial management, next is Development and Care, which coordinates professional services, and lastly, AC Corrections, which coordinates security and correctional services. The third level consists of 3 Correctional centres that are collectively responsible for delivery of rehabilitation services to inmates in the Boksburg Management Area. The Head of Community corrections is responsible for co-

ordination of community-based correction services, while the Chairperson attends to issues of corporate governance in the entire organisation.

4. 1.5.2 Roles and Responsibilities

Rehabilitation is implemented under two components, which include Development and Care and Corrections with their Area co coordinators at Deputy Director Levels reporting to Area commissioner; Director Makhubela In addition, all centres have their own Heads, Boksburg and Community corrections. Heads are at Deputy Director Level while Hidelburg is at Assistant Director Level. With Development and care it consists most of Professional staff as requirement while Corrections consists of correctional officials to render correctional programmes and requires a matric certificate as a minimum qualification. Table 2 summarises the rehabilitation functions in each position as per DCS policy.

Table 2 Roles and Responsibilities

Position	Roles and Responsibilities
Area Commissioner	Is an overseer of the whole management area, ensure implementation of policies accordingly
Area Coordinator Corporate Services	Oversees staff operations, human resources, staff support, leave and administration
Area Coordinator Development and Care	Is coordinating Professional services e.g. spiritual care, psychologists, health, education, agricultural, nutrition and social work services
Area Coordinator Corrections	Coordinating correctional programmes and ensuring security services
Head Correctional Centres	Ensure proper functioning of the correctional centres
Head Community Corrections	Ensure monitoring of parolees and probationers according to the policies

4. 1.5.3 Demographics

The Boksburg Management Area consists of -+5000 of which Boksburg Correctional Centre A approved accommodation is2051 offenders but at present it has 3355 which is at 163.57% overspending with 459existing officials at approved posts of 1046 with only 496 financed posts. Juvenile centre B approved accommodation is

274 offenders and its sitting at 252 which is 91.97% with 121 existing officials while approved posts is 154 with financed posts of 125.Hidelburg centre approved ac-commodation is455 and has 670which is 147.25% overspending with 124existing officials. Hidelburg centre has approved posts of 241 with 138 financed posts. The management area consists of 14 social workers, with 240 caseloads per person to render rehabilitation programmes and 10 correctional officials rendering correctional programmes. In addition, Community Corrections consists of 1534 parolees and 333 probationers (Boksburg Management Area Monthly statistics, July-August 2013).

4. 1.6 Implementation of the Rehabilitation Programme: Current Practice

According to the White Paper on Corrections in South Africa of 2005(Republic of South Africa, 2005.), correctional programmes seek to target offending behaviour caused by, amongst other things, factors such as dysfunctional families, distorted thinking, patterns, and adversesocio-economic conditions, absent figures of authority and care, and distorted value systems. This should be achieved by strengthening partnerships with families, communities, other government departments and civil so-ciety correcting offending behaviour. However, as Mcaree (2011) observes, "the country's high crime rate and weak economy have left the Department of Correction-al Services with massive issues of overcrowding and a lack of resources, leaving thousands of prisoners subject to human rights violations".

A quick review of the DCS implementation is important here as they provide useful criteria for determining whether or not Boksburg's correctional interventions meet policy requirements. Based on the Policy on Correctional Programmes (2006), the implementation guidelines include but are not limited to the following:

4. 1.6.1 Compulsory participation

As the heading here suggests, rehabilitation services are compulsory for all inmates in South Africa. This includes offenders awaiting release and those that have been released already. The completion of a compulsory pre-release assessment and the attendance of a compulsory pre-release programme is a pre-requisite before the conditional or unconditional release of offenders can take place. This is one of the fundamental requirements laid down in the DCS's Policy on Offender Correctional Programmes.

As the analysis in chapter five will show, the compulsory nature of correctional measures has triggered different reactions from inmates. For example, while others viewed correctional services in a positive light, others simply assumed that these were routine activities done as part of prison rules. As a result, they could not see the value of such interventions in their lives. More is said on this point in chapter five.

4. 1.6.2 Accountability and responsibility

This principle is deliberately focused on offenders. In short, it says that offenders should be held accountable for the correction of their offending behaviour by participating in their rehabilitation path. What this principle suggests is that, ultimately, offenders are responsible for their own learning, development and integration into society. Therefore, unless offenders show willingness to learn and actively participate in correctional activities, very little will be achieved in rehabilitation programmes.

4.1.6.3 Conducive environment

According to this principle, correctional programmes targeting offending behaviour need to be presented in an environment that is conducive to learning, development and rehabilitation. Deducing from this statement, it is possible to argue that creating an enabling environment is critical in ensuring that inmates not only learn but also grow mentally, spiritually and physically from correctional programmes. For correctional centres, this means providing the necessary learning resources, support and guidance in a free and friendly manner so that all offenders can benefit from the rehabilitation programme.

4. 1.6.4 Availability and accessibility

Basically this principle highlights the need for ensuring that all offenders have easy access to correctional services in all designated areas. As will be seen later, increasing access to, and ensuring reliable supply of, rehabilitation services has proven to be a daunting challenge for the DCS in some areas. Commonly cited obstacles include capacity constraints; corruption, shortage of staff, and poor service delivery. These issues receive further attention in later parts of this report.

4. 1.6.5 Respect and dignity

This principle emanates directly from the Bill of Rights in the Constitution (1996), which requires all citizens (including prisoners) to be treated with dignity and respect. For providers of rehabilitation services at both organisational and community level, this means accommodating prisoners' unique needs and considering their inputs and opinions when designing correctional measures.

This principle obligates DCS officials and programme personnel to ensure that prisoners are not humiliated, ridiculed or mistreated in correctional centres. In some way, this means that all inmates should be treated in a fair, equitable and non-judgmental way. The results in Chapter five provide valuable insights on this point.

4. 1.6.6 Confidentiality

The confidentiality principle is very important here as inmates face different crimes, including rape, murder, robbery with aggravating circumstances, and so on. Because of this, the personal information of inmates, parolees and probationers needs to be treated with strict confidentiality. This places a duty on officials, programme personnel and professionals working in correctional centres to not only respect the privacy of offenders but also protect their personal information.

4. 1.6.7 A multi-disciplinary approach

In simple terms, this principle calls for a multi-stakeholder approach to prisoner rehabilitation. It calls on various role players in the public and private sectors to "work together in developing and rendering correctional services. For designated DCS correctional centres, this means forming partnerships with key stakeholders, including families, offenders, rehabilitation centres and community based organisations.

4. 1.6.8 Partnership

In terms of this principle, implementing agencies, i.e. rehabilitation centres have to work with all stakeholders to address the offending behaviour.

4. 1.6.9 Monitoring and evaluation

Rehabilitation efforts need to be monitored and evaluated regularly to ensure that they provide the necessary assistance to the target group. This would also force

programme officials to account for their performance and results. However, as indicated in chapter one, as yet there is no adequate M&E data on the performance of the Department of Correctional Services' offender rehabilitation initiatives, making it difficult to determine if M&E practised at all.

4. 1.6.10 Stakeholder Roles and Responsibilities

The following role players have been defined as critical in the planning, implementation and monitoring of the Offender Rehabilitation Programme within the DCS environment:

a. Correctional Intervention Officials (CIOs)

These are officials with a Human or Social Sciences educational background who have been trained in programme implementation. Facilitators of correctional programmes will be selected and supported in a way that enhances their well-being and reduces any risk of potential negative psychological impacts resulting from the work.

Correctional Intervention Officials will be responsible for: preparation for programme implementation preparation of offenders for involvement in a specific programme, to determine their current level of knowledge, beliefs, understanding, insight, attitude, etc. in order to identify specific needs. Each correctional programme will have a built-in pre-programme assessment form that should be completed by the CIO or programme implementer with the offender prior to the implementation of a specific programme. This will assist CIOs and programme implementers to determine the participants' level of knowledge when evaluating them at the end of the programme

Other important roles of correctional intervention officials include: facilitation and implementation of programmes; role-modelling in group facilitation; monitoring and evaluation of the processes and impact of the programme; compilation of individual process notes according to the prescribed format; compilation of individual progress reports at the end of the programme; submission of monthly statistics to the Chairperson of the Case Management Committee and progress reports to the Case Officer for filing and to CIT representatives for presentation of offenders during Case Review Team sessions; training and mentoring of peer educators in the conducting of group programmes; performance of administrative tasks that are relevant to the

job observation of the behaviour of individual group members and the identification of problems that warrant referral and supervision of peer educators.

- **Skills Requirements**

Core competencies required of officials include: facilitation/Presentation skills; communication skills; report writing skills; planning skills; interpersonal skills; co-facilitation skills; mentoring skills; training skills; networking skills; observation skills and listening skills.

b. Offenders (Peer educators)

The offenders who will be trained as peer educators must have attended and successfully completed specific programmes themselves. They must also meet the set criteria. They must liaise with the relevant case officers and programme implementers/facilitators. Offenders are responsible for attending and successfully completing a specific programme before becoming peer educators attending and completing training in peer education; preparation for programme implementation in collaboration with the co-facilitator/CIO; implementation of group programmes as peer educator reporting to supervisor (CIO) on progress in terms of group processes and impact of the programme submitting statistics on a daily basis on the number of offenders who attended the specific programme (to this effect an attendance register should be completed) maintaining self-discipline. To be able to perform these tasks well, offenders need the following set of skills: facilitation/presentation skills Communication skills, planning skills, interpersonal skills, co-facilitation skills, ability to give feedback verbally, observation skills and listening skills

c. External service providers

External Stakeholders involve Government department, NGOs, NPOs, CBOs, and FBOs. Social workers work in partnership with social development with focus on awaiting trials only. NICRO for skills development, Department of Labour for skills development, SANCA for substance abuse programmes, Narcotic anonymous which give support to substance abusers and Bula monyako for skills development and life skills as well as HIV and Aids and food gardens.

In terms of policy, external service providers will render quality assured programmes according to the offender's risks and needs as identified in the Correctional Sentence Plan (CSP).

a. Involving offenders in correctional programmes according to their individual CSPS
b. Preparation of an offender for involvement in a specific programme,
c. To determine his/her current level of knowledge, beliefs,
d. Understanding, insight, attitude, etc. in order to identify specific
e. Needs, that is, completion of the pre programme assessment
f. Form that will be built into all correctional programmes
g. Evaluation of the processes and outcomes of programme implementation
h. Facilitation of departmental and / or own programmes
i. Role-modeling through co-facilitation of own programmes with
j. Correctional intervention officials and peer educators
k. Training and mentoring of correctional intervention officials and
l. Peer educators in implementing either departmental or own
m. Programmes
n. Submission of progress reports on individual group members to
o. The Head of the Correctional Centre (HCC)
p. Submission of monthly statistics to the HCC on the number of offenders
q. Involved in departmental and or own programmes
r. Submission of an evaluation report on the group and the impact
s. Of the programme
t. Maintenance of a professional relationship with the offenders

The Development unit consists of formal educationists, Skills development, Agriculture, Environment, Maintenance (Artisan, electricians, Sports, Recreation, Arts & Culture (SRAC) and Librarian. The Care centre is served by Social workers who provide therapeutic programmes and awareness programmes and Psychologists, Spiritual care, Health& HIV& AIDS (Nutrition, Personal Hygiene). The corrections unit consists of Security and Correctional officials who are responsible for correctional programmes.

- **Spiritual Care**

With regard to Spiritual care, there are churches rendering spiritual care programmes such as: Ukuphula iketanga (breaking the chains) which render leadership training to offenders and restorative justice system and reconciliation, prayer training, Other programme is MUTISA (Life medicine in South Africa) which helps offenders

to transform, rehabilitate, think positive about life, they deal with feelings, emotions in order to see life from new perspective

- **Health care**

They render health care awareness programmes e.g. HIV and Aids, cancer, diabetic, STDs, High blood pressure and treatment. They work in partnership with LIFE LINE offering pre and post counselling; while Oasis rovers deals with peer educators training and development of support groups. The Department of health provides training on new development, on how to deal with mental health cases and TB. In addition, they also work in partnership with NIMRAT for circumcision of offenders. Nutrition is outsourced to BOSASA which renders training on catering and hygiene which is accredited and recognised out of correctional centres

4. 1.7 Marketing of the programme

Rehabilitation services are marketed through a range of platforms, including, community outreach projects, community policing forum meetings, local stakeholders meetings, career exhibition in local schools and justice cluster meetings. Marketing efforts are aimed at increasing awareness about these services and encouraging stakeholder participation.

4. 1.7.1 Challenges

The first challenge relates to lack of financial resources as there is currently no budget committed to rehabilitation services in the Boksburg Management Area. The second challenge pertains to after care. At present, difficulties are being experienced in monitoring and evaluation and problems include lack of feedback, follow ups and data bases on the provision of offender rehabilitation services.

4. 1.7.2 New development

At the time of conducting the study a new initiative called the Victim Offender Dialogue (VOD) testimonial was being launched in the Boksburg Management Area. Through this programme, different offenders come up voluntarily to request to have dialogue with their victims. The main objective of the VOD is to provide inmates with the opportunity to show remorse, responsibility and accountability by confessing their offences and apologizing publicly in order to show that they are taking full responsibility for what they have done and admit the impact that their offence has on the

community. At present there are trained officials as facilitators of Victim Offender Dialogue. Their main task is to facilitate VOD basically preparation of both victims and offenders for dialogue whereby they check readiness from both offenders and victims for dialogue.

4. 1.8 Institutional Arrangements

As discussed in chapter one, provision of correctional services in South Africa involves governmental and non-governmental organisations. In the government sector, this mandate is exercised by the Department of Correctional Services through its nationally dispersed rehabilitation centres. Non-state players include churches, community-based organisations and international donor organisations. The next section discusses these institutional arrangements to determine their role in offender rehabilitation services.

According to Mcaree (2011), the Crime Prevention and the Reintegration of Offenders (NICRO), CSPRI and Khulisa are just three of the many prisoner rehabilitation programs in South Africa that are working toward reducing crime by rehabilitating offenders. One the most active contributors is the National Institute for Crime Prevention and the Reintegration of Offenders (NICRO). Established in 1911, NICRO has an impressive lists of programs aimed at everything from crime prevention to non-custodial sentencing to reintegration. The organization operates under the assumption that everyone is able to choose their own path, and attempts to instil in offenders a sense of agency that they have lost or may have never had.

An important program to highlight is the Tough Enough Programme, which focuses on offender reintegration. Tough Enough Programme offers offenders an opportunity to actively participate in life skills workshops and works with the families of participants in order to create a healthy environment for the offender when they are released and a plan for the future.

However, the programme requires participants to sign contracts with NICRO in order to ensure their commitment and show them that they are in control of their lives. NICRO also has a program evaluation process and a client satisfaction survey to ensure that offenders and their families are satisfied with the services being provided

by NICRO. The organization has served hundreds of thousands of offenders, many of whom have never offended again.

Another well-known NGO in South Africa is the Civil Society Prison Reform Initiative (CSPRI).The CSPRI does not work directly with offenders, but instead aims to the improve human rights in South African prisons "through research-based lobbying and advocacy, and collaborating with civil society" (CSPRI website). CSPRI publishes studies on current issues in the prison system and reintegration initiatives in order to raise awareness among the civilian population in hopes that it will reduce both crime and recidivism. Julia Sloth-Neilson and Lukas Muntingh, both of whom work for CSPRI, have written extensively on the state of South African Prisons and Prisoner Rehabilitation, respectively (Mcaree, 2011).

Another program which focuses on reintegration as an ultimate goal for offenders is Khulisa Crime Prevention Initiatives. Khulisa is an NGO that truly exemplifies the extent to which rehabilitation is a community effort. Over the last 14 years, Khulisa has developed programs at youth clubs to educate children about "art, music, dancing, crafts, life skills, health skills, and the basic principles of a sustainable business" (Khulisa Project,htt://www,khulisa.org.za). Khulisa has also established programmes for offenders that attempt to reconnect participants with their family by creating a dialogue between the two.

Khulisa's "My Path" program has three phases: "Understanding the Real Me", "Me and the World" and "Preparation." The first phase involves facilitated sessions using workbooks in order to allow offenders to learn about themselves and prison life in order to find their own creative abilities. The second phase is focused on the individual in relation to the world and where they see themselves in it when they get out of prison by goal setting, stress management and communication skills. Phase three discusses starting a small business and managing a budget, as well as talking with community members and family (Mcaree, 2011).

4. 1.9 Operationalisation Process

As argued by Mouton (1998), planning is an essential part of the investigation as it shows how the researcher will go about collecting data to meet the objectives of the

study. As the Boksburg Management Area is manned by a wide range of service providers, it was necessary to make appointments with the target groups in advance. These included Case managers, Unit managers, Social workers, Facilitators, Psychologists, and Educationists.

4.2 Fieldwork results

4.2.1 Content

4.2.1.1 The main objectives and purpose of the rehabilitation programme and tactics or strategies are used to achieve them.

Based on the 5C Model, it was necessary to establish if officials were aware of the main objectives of the rehabilitation programme since these are good measure of performance in any given situation. The majority of respondents demonstrated clear understanding of the purpose and objectives of the rehabilitation programme. These included instilling positive behaviours and attitudes; empowering inmates with knowledge and skills; providing opportunities for inmates to apply acquired skills in real-world situations; helping offenders to reconcile and re-unite with their families and communities; teaching offenders to take full responsibility for their own lives; and helping them find jobs after release from the correctional centre. And the strategies employed to facilitate achievement of these objectives encompassed role plays, exchange of information on crimes committed and the vital lessons learnt from such incidents, experiential learning involving community-based assignments

4.2.1.2 The main activities and projects linked to the rehabilitation programme

According to most participants, the rehabilitation programme consists of a wide range of complementary interventions designed to facilitate rehabilitation and integration of offenders back to society. These range from religious sessions, artworks, horticultural, carpentry, welding as well as education and training projects. According to one official, "programme activities are called "workshops" and they vary from one section to another". The respondent added that these projects are offered by internal and external stakeholders. Programme content is also varied according to the needs of participants. For example, participants involved in formal learning activities that involve examinations are allocated to the relevant projects. The same applies to par-

ticipants who are involved in labour-intensive projects such as agriculture and public works. In terms of DCS policy, projects must be offered by registered or accredited agencies, NGOs or CBOs (Interviews, September, 2013).

4.2.1.3 The anticipated outcomes and targets of the Rehabilitation programme

At first, there was confusion around the terms outcomes and targets. Most of the respondents could not make a conceptual distinction between these words. Most of the answers rendered were largely qualitative in nature and none of the respondents was able to provide quantitative information on the outcomes and targets of the rehabilitation programme; suggesting a gap in awareness about programme goals. Table 3 below provides selected examples of the desired outcomes and targets for the rehabilitation programme.

Table 3: Anticipated outcomes and targets

Outcomes	Targets
Integration of inmates back to society	Improved community safety
Peace and reconciliation	Improved acceptance of inmates in society
Empowerment	Multi-skilled inmates
Sustainable livelihoods	Increased employment prospects for inmates

4.2.1.4 Sanctions and rewards in the Rehabilitation programme.

Nearly all the respondents admitted that rehabilitation services were policy-driven and therefore mandatory for qualifying inmates. Sanctions were closely correlated with parole. For example, if an inmate deliberately withdrew from the rehabilitation programme or refused to attend classes as required, such action would affect his/her chances of getting parole. This high emphasis on the compliance aspects of the programme had unintended consequences. For example, some inmates used learning periods as "nice time" just to get out of their holding cells, with no intention to learn or benefit from the rehabilitation programme.

This finding is corroborated by Anderson (1997) who argues that public policies may have unintended consequences. Concerning rewards, it was reported that inmates who successfully met all programme requirements received certificates and formal public recognition endorsed by the Department of Correctional Services. Other rewards included testimonials by inmates who had done exceptionally well on the re-

habilitation programme. These were given the opportunity to speak in public media platforms such as television and radio about their achievements after their release from Correctional centre. Examples of some of the sanctions and rewards associated with the rehabilitation programme are provided in table 4 below.

Table 4 Sanctions and Rewards in rehabilitation programme

Sanctions/Penalties	Rewards
• Exclusion • Parole restrictions • Withdrawal of parole • Close supervision	• Certificate of attendance • Formal qualifications • Public recognition • Prizes e.g. trophies

4.2.1.5 Mandate regarding the implementation of the programme

The aim of this was to determine if participants understood their mandatory roles in the implementation of the rehabilitation programme. Management representatives reported that their role was to ensure that the strategic plan of the DCS regarding rehabilitation of inmates was translated into action. Facilitators reported that they were responsible for the day-to-day running of the rehabilitation programme. Their job was to ensure that inmates benefit from learning activities; although this was not always easy to achieve given the reluctance of some inmates to participate in programme activities and others participate for the purpose of considered for parole. Table 5 summarises the mandates of management and facilitators on the implementation of the rehabilitation programme.

Table 5 Management and Facilitators' mandates

Management	Facilitators
• Interpreting strategic plans for staff • Coordinating of programme activities • Programme monitoring and evaluation • Reporting results /outcomes	• Planning learning activities • Coaching and counseling • Advising and mentoring • Compiling performance reports

4.2.1.6 Alignment of the programme to the vision and/or strategic plan of the DCS.

This question was answered by management representatives. It was generally agreed that all rehabilitation interventions were linked to the vision of the DCS, which is to rehabilitate and integrate offenders back to society. No rehabilitation centre was

allowed to offer services that were not accredited and approved by the Department of Correctional Services.

In addition, all service providers had to be registered and quality assured before they could offer rehabilitation services to inmates. According to the respondents, this ensured uniformity and consistency in the provision of rehabilitation services not just in the Boksburg Management Area, but across all DCS correctional centres. In the same vein, it was admitted that strategic alignment was hampered by wide spread shortages of fiscal and human resources in most correctional centres.

4.2.2 Context

4.2.2.1 The strategic context of the Rehabilitation programme and other strategic initiatives concerning rehabilitation in the Department of Correctional Services.

It was commonly agreed that provision of rehabilitation services is consistent with the government's strategic goal of improving community safety and social cohesion and creating a better life for all. The respondents emphasised that, from a government perspective, offender rehabilitation is a constitutional imperative geared towards promoting and entrenching democracy in line with the goals of a developmental state. Thus, rehabilitation of offenders was necessary to demonstrate the government's commitment to advancing and protecting human rights and helping to create a climate that contributes to reconciliation and nation building. The respondents emphasised the fact that rehabilitation services were a contribution to the socio-economic challenges facing the country. To achieve this goal, correctional centres needed the support of all key stakeholders.

4.2.2.2 Link between strategic objectives of the programme and the 12 outcomes of the Government as well as National Development Plan (NDP)

This follow-up question was aimed at determining whether the rehabilitation programme had been aligned with other policy interventions. Briefly, the NDP aims to ensure that all South Africans attain a decent standard of living through the elimination of poverty and reduction of inequality. And the key aspects of a decent standard

of living contemplated in the NDP include: housing, water, electricity and sanitation, safe and reliable public transport, quality education and skills development, safety and security, quality health care, social protection, employment, recreation and leisure, clean environment and adequate nutrition.

This question triggered varied responses from participants. For example, the first group of respondents confirmed the link between the strategic objectives of the rehabilitation programme and the National Development Plan. For example, it was pointed out that the rehabilitation programme has a long-term focus as it contributes to skills development, poverty alleviation, sustainable livelihoods, and economic empowerment of offenders. This respondent argued passionately that everything that the Boksburg management Centres does is directly linked to the strategic plan of the DCS and thus reflected the government's development agenda.

Other respondents felt that there was a clear intention to align Correctional services with national goals, these efforts were undermined by the lack of material and financial resources. According to this group, successful alignment of programme objectives with the National Development would not be achieved without significant investment in institutional capacity, including the technology required to support both implementation and monitoring of the rehabilitation programme. More is said on the alignment between the Rehabilitation programme and the NDP in chapter five, which analyses the research findings.

4.2.2.3 Agencies/departments involved in programme implementation

According to the respondents (Managers and facilitators), a wide range of stakeholders are involved in the provision of rehabilitation services to inmates in the case study. From the DCS side, these include management, social workers and facilitators. The second category of implementers consists of non-profit organisations (NPOs) and community-based organisations (CBOs) specialising in rehabilitation services. According to the respondents, the inclusion of community-based organisations was particularly important as they provide monitoring and support services to inmates when they leave Correctional centres to prevent relapse. Churches (religious bodies) assisted with the spiritual rehabilitation of offenders to help them abstain from wrongdoing. In the same vein, some participants felt that more could be

59

achieved if coordination was strengthened to enable teamwork between internal and external agencies.

4.2.2.4 Mechanisms to facilitate collaboration and resource sharing between the Boksburg Correctional Centres and implementing agencies

Management representatives reported that while it was a policy requirement for the various stakeholders to collaborate and share resources, this was not a straightforward matter given the multiple stakeholders involved in the implementation of the rehabilitation programme, including public and independent organisations. Examples of mechanisms designed to facilitate collaboration and resource sharing between the implementing agencies included: joint planning meetings between heads of centres (HCCs) and Area Coordinators and Unit managers, exchange programmes and transfers of facilitators from one centre to another. Achieving organisation-wide cooperation and support was sometimes impeded by the fact that correctional centres were required to focus more on their specific mandates due to limited budget allocations. Table 6 summarises the main areas of cooperation between the Boksburg correctional centres and other implementing agencies.

Table 6: Areas of cooperation as perceived by respondents

Area of cooperation	Reasons
Cross-functional meetings	To ensure that all units have one common goal
Exchange programmes	To facilitate rotation and transfer of facilitators from one centre to another
Research and development	To improve policy implementation across DCS centres
Monitoring and evaluation	To ensure that all correctional centres account for their performance and results

Source: Interviews, September 2013

4.2.2.5 Working relations between Boksburg correctional centres and its partners

This question sought to determine if there were harmonious and productive working relationships between the Boksburg Correctional Centres and its implementing

agencies given the generally high cost associated with offenders' rehabilitation. Participants differed on this issue. Some respondents reported that it was easy to work with external agencies and psychologists. They were able to share ideas and information on service standards and many related issues. By contrast, other respondents reported that in some cases, rehabilitation efforts were retarded by implicit competition between participating agencies, leading to fragmented implementation approaches and strategies. According to some respondents, this made it difficult for the DCS to monitor and evaluate rehabilitation services.

4.2.2.6 Relationship between the Correctional centres and beneficiaries

The majority of respondents indicated that relations between inmates and service providers were fairly stable and mutually beneficial. Facilitators reported that most inmates who came to the centre were determined and willing to change their lives, which made easier for them to provide advice, counselling and support services to inmates during classes. This was also confirmed by some social workers who reported that many offenders seemed comfortable with the current organisational climate, which empowered them to learn develop themselves. Examples were given about some offenders who, after transforming their lives, became facilitators on the rehabilitation programme thus proving that "it is possible to change and be a better person" (Participants#, 2013).

4.2.2.7 Institutional arrangements required to implement rehabilitation programmes

It was generally accepted that although the centre was able to deliver on all the key components of the rehabilitation programme, however, the current institutional capacity was not adequate – given the high number of offenders who need rehabilitation services and growing incidents of recidivism. Of great concerns to many participants was the limited number of classes, which makes it difficult for the Centre to function effectively. Limited space impacted caused overcrowding, which impacted negatively on both teaching and learning. In addition, shortage of learning materials and equipment impeded experiential learning and as a result, some inmates could not have the opportunity to practice what they had learnt in class. The general feeling was that the current institutional arrangements need improvement.

4.2.2.8 Important Political, Social, Economical/Environmental issues impacting programme implementation

- **Political**

Political interferences affecting the programme

Management representatives admitted that certain political issues affected implementation of the rehabilitation programme in the case study. An example was given about resource allocation, which concerns issues of who gets what, where and how. Striking a balance between society's safety and security needs and the protection of offenders' rights is a highly contentious political issue which impacts both packaging and delivery of rehabilitation services. For example, some communities are reluctant to forgive and accept reformed offenders' back despite their public confessions. "It will take time for the government to change negative perceptions about offenders' in this country", one of the participants said." Therefore, even if the correctional centres want to scale up provision of rehabilitation services, this would still be a challenge without the support and involvement of local communities. On the positive side, some participants noted that the visible, hands-on leadership demonstrated by the Ministry of Correctional Services would help Correctional Centres deliver on their mandates.

To some extent, this finding resonates with the observation made by Boin, James and Lodge (2005:7) that correctional centres must satisfy a set of complex and often conflicting priorities. They must house people in a humane manner but simultaneously appeal to the punitive nature of correctional centres – order and security must be maintained while providing an effective deterrent, and appease political opinion. It is in this inherent policy vagueness" that stakeholders (for example, politicians, bureaucrats and civil society) must find a compromise. Can a constitutional democracy, such as South Africa, find an acceptable compromise, and what would "acceptable" mean under the rules of a constitutional democracy? This question illustrates the dynamics surrounding policy implementation and confirms the point made by Cloete and Wissink (2000) that policy implementation is a complex matter affected by a wide variety of variables.

- **Economical**

Link of Rehabilitation programme to Local Economic Development (LED)

It was generally agreed that the rehabilitation programme was directly linked to local economic development goals as some of its components focused specifically on empowering participants with skills so that they could be employable or engage in self-employment activities. In this way, the programme resonates with the objectives of the National Skills Development Strategy and the Integrated Small Enterprise Development Strategy, provincial growth strategies, etc.

One participant (from management) made an example about the fact that some parolees were involved in a wide range of public programmes that contributed to local economic development. These included public projects such as construction and maintenance of parks and public amenities in many areas. In addition, trained prisoners, for example, carpenters, bricklayers, mechanics, artisans, etc. were able to transfer acquired knowledge and practical skills back to their communities; while others created job opportunities for the unemployed through small-scale entrepreneurial activities.

- **Social (impact on health, education and psychosocial behaviour)**

Important issues to be considered in programme implementation

According to some of the programme officials who participated in the interview, critical social issues that impacted implementation of the rehabilitation programme included lack of commitment from communities; strongly embedded negative perceptions about offenders– which made it difficult for some offenders to be integrated with their families – stigmatisation led to isolation of rehabilitated offenders, and, finally, resurgence of repeat crimes, especially rape and violence against women and children, which caused more anger and retaliation in some communities. In spite of these issues, it was also acknowledged that the programme had provided education and training on HIV/AIDS – helping inmates realise the risks associated with unsafe/irresponsible social behaviours and the steps which they can take to get help and support from their respective areas. The programme also helped inmates learn about a wide range of issues, including how to prevent and resolve conflict, respect for human rights, and avoiding violence against women and children.

4.2.3. Commitment

4.2. 3.1 Rehabilitation programme support by management

The issue of commitment elicited two contrasting views from management and programme officials. From a management perspective, the programme received reasonable support, as evidenced by visible leadership and public recognition of inmates who had done well on the programme. By contrast, some programme officials felt that management did not provide moral support by visiting the centre and talking to social workers, facilitators and inmates and giving praise and recognition for good performance.

The general feeling was that material support was inadequate give the high targets set by the DCS for prisoner rehabilitation projects. Examples of material support needed included quick approval and allocation of budgetary resources and procurement of more computers to speed up collection, processing, distribution and storage of the information required to support decision-making on the rehabilitation programme.

4.2. 3.2 Programme officials' motivation to implement the programme

Apart from determining management support, the study also gauged respondents' views on staff motivation. Respondents differed significantly on the issue of staff motivation. For example, on the positive side, it was reported that most employees were committed to helping the organisation (DCS) achieve its goal of rehabilitating and integrating offenders back to society. To justify this, some managers alluded to the fact that some workers had spent most of their lives (i.e.5-10 years) serving the organisation. One of the participants argued passionately that everyone in the Centre including social workers, psychologists, unit managers and case managers had done well to drive rehabilitation projects to fruition despite the challenging conditions that they faced in their respective units; although this was later challenged by some inmates, saying that "some of them do not care."

On the negative side, some respondents, particularly programme staff, felt strongly that working conditions had not been sufficiently addressed. These included work load, financial incentives, career planning, as well as training and development opportunities. The general feeling was that these issues were at the core of service de-

livery and therefore needed a pragmatic response from the organisation. Some participants even suggested that financial incentives had to be "reviewed and adjusted so that they are equitable with the efforts and contributions of staff to the rehabilitation programme" (Interview, September 2013).

Similarly, some social workers and facilitators who felt strongly that working conditions needed greater improvement in almost all correctional centres. In addition, it was also indicated while restrictions on the use of state vehicles helped to reduce operational costs; however, this also made it difficult for some social workers and officials to do site visits, which are central to effective implementation of rehabilitation programmes in all correctional centres.

4.2.3.3 External stakeholders'commitment to programme implementation

Most participants agreed that registered/accredited NPOs and CBOs showed great commitment to the rehabilitation programme. To back their claims, some participants alluded to the fact that some of the NGOs had lengthy service agreements with the DCS to provide rehabilitation services to offenders not just at the Boksburg Correctional Centre but throughout the country. This ensured continuity and enabled the Department to improve organisational memory by recording and using success stories and vital lessons to improve delivery of rehabilitation services. The only concern in this regard was that while some NPOs and CBOs cooperated with social workers and facilitators, others preferred to work in silos. According to one of the respondents, this led to duplication and waste of scarce resources as activities that could be clustered were done separately.

4.2.3.4 Participation of local communities and NGOs in programme implementation activities

Nearly all the participants, including managers and programme officials confirmed need for active community participation in the implementation of the rehabilitation programme. Some indicated that stakeholder participation was a policy issue and thus mandatory for all the key stakeholders. However, other respondents argued that achieving greater community participation was hampered by the fact that very little had been done to capacitate local communities and NGOs on offender rehabilitation.

As one management representative put, "there is a need for us to make our communities understand the rationale behind offender rehabilitation programmes. If they know the benefits, they will definitely work with us to provide better services (Interview, September, 2013). This feeling was also echoed by some facilitators and social workers, saying that some communities were not contributing effectively to rehabilitation of inmates, as evidenced by stigmatisation and discrimination against offenders following their release from prison.

Lack of capacity building opportunities at community level apparently hampered integration of prisoners back to society. There was a strong feeling that unless local communities and NGOs are sufficiently prepared for this task, it would be difficult for Correctional Centres "to deliver follow-up services to former inmates who still suffer from stigmatisation, discrimination, isolation and retaliation in some areas (Interview, September, 2013).

4.2. 3.5 Challenges hindering stakeholder commitment to programme implementation

Management representatives, facilitators, social workers and programme officials concurred that certain challenges prevented some stakeholders from contributing to the rehabilitation of inmates in the case study. Some participants indicated that it was difficult for programme officials to work with independent service providers in some projects. And this was seen as a sign of non-cooperation. Other participants raised concerns about limited budgets which they said contributed to postponement of some projects in other centres. One respondent indicated that current staff levels do not meet the growing demand for rehabilitation services in the Boksburg management. This respondent felt strongly that human resource decisions needed greater improvement to ensure that there enough people in all rehabilitation projects.

4.2.3.6 Inmates' commitment to Rehabilitation programme

This question drew mixed reactions from managers, programme staff and facilitators. From a management perspective, many inmates were willing and able to commit and receive rehabilitation services. Examples were given about the high success rate in areas like furniture manufacturing, artworks, community-based agricultural projects

and welding sections, where many prisoners reportedly excelled in their work due to self-motivation, strong will to succeed, hard work and the desire to seek help.

It was added that recent television broadcasts of the stunning artworks produced by offenders proved that the rehabilitation programme was working and adding real value to offenders' lives. Reference was also made to offenders who had obtained distinctions in their matric examinations. By contrast, some facilitators and social workers reported that attendance and completion rates were low in some sections due to a number of reasons, including lack of motivation to learn, fear factor, laziness, low self-esteem, poor performance, death in the family, and the psychological shock resulting from the realisation that "you are serving a long sentence" (Interview, September, 2013).

4.2.3.7 Government's long term commitment in terms of medium term planning and budget provision for rehabilitation programme

It needs to be said that many of the respondents (i.e. managers and programme officials) were somewhat hesitant to talk about this issue apparently because it involved budgetary issues, which were deemed sensitive and political in nature. Nevertheless, some participants did confirm that there were long-term plans for the rehabilitation programme. One respondent qualified this point by referring the researcher to the strategic goals of the DCS, which include creating an enabling environment where offenders can be reformed and integrated back to society. Based on this information, the respondent argued passionately that the rehabilitation programme was therefore a reflection of the Department of Correctional Services' commitment to ensure effective implementation of the rehabilitation programme not just in the Boksburg management area but throughout the country.

With regard to budget allocation, it was reported that the DCS intends spending approximately R19 000 000 on rehabilitation services over the next five years. These projections were based on the Departments' Strategic Plan for 2010-2014. Other respondents indicated that although there was a clear long-term commitment to improving the scale and quality of rehabilitation services in all DCS units, however, the problem was that some projects did not receive adequate financial support, which impacted negatively on their overall performance. Others disagreed with this view,

saying that disparities in budgetary allocations were justified by the need to prioritise rehabilitation services given multiplicity of projects that Department of Correctional Services is currently working on, including the recently launched Victim Offender Dialogue (VOD) programme.

4.2.4. Capacity

4.2.4.1 Government capacity to facilitate the Rehabilitation programme in terms of programme management

Programme officials were asked to indicate if the Centre had programme management capacity. Again, there were mixed reactions to this issue, with some participants saying that the Centre had the capacity host and run more than 10 different training workshops successfully.

Furthermore, it was reported that the majority of programme officials had a wealth of experience in planning and facilitating inmate rehabilitation workshops, which made it easy to effectively manage and monitor the various components of the programme. This view contrasts sharply with what some social workers and facilitators said about capacity needs in the rehabilitation programme. For example, some argued that the project suffered from lack of monitoring and shortage of manpower. Some projects were well managed, while others experienced severe difficulties due to limited funding options. One respondent summarised the problem as follows: "If you need a tractor to help people (i.e. inmates and local communities) promote agricultural production in their areas you cannot get it on time" (Interview, September, 2013).

Deducing from the above, it appears that community-based projects experienced encountered more problems than in-house projects. Other respondents reported that internal training capacity was limited, as evidenced by the shortage of qualified facilitators. As will be seen later, some beneficiaries (inmates) complained about low service standards resulting from poor facilitation. This problem was attributed to the lack of training for inmates working on the programme. Therefore, the finding on lack of training capacity resonates with these concerns.

4.2.4.2 Financial resources to needed to support implementation of the rehabilitation programme

Nearly all the respondents conceded that, in some cases, rehabilitation workshops were hampered by limited funding. This was because many of the projects were both capital-and labour-intensive. As a result, it was not easy for the Centre to provide equitable funding for all rehabilitation programmes. Projects with reasonable sponsorship arrangements enjoyed relative stability, while those with limited funding usually experienced delays.

In the same vein, other respondents indicated that strengthening monitoring and control system would enable the Correctional centres to utilise scarce financial resources effectively and efficiently. In addition, financial challenges could be mitigated through close cooperation between DCS units and independent providers, including NPOs and CBOs. Table 7 provides estimates of the financial resources employed to facilitate implementation of the rehabilitation programme.

Table 7 Budget allocation for rehabilitation services (2010-2013)

2010	2011	2012	2013
R14 46059	R16 067322	R17 852580	R19 836200

Source: Interviews, September 2013

Despite the financial constraints reported by some of the respondents, table 8suggests a gradual increase in the allocation of financial resources for the rehabilitation programme from R14 46059 to R19 836200 between 2010 and 2013. To some extent, this shows that efforts are being made to provide additional resources to improve implementation of the Offender Rehabilitation programme in the Boksburg Management Area. More importantly, this also shows that an attempt had also been made to plan project resources on a yearly basis; which holds promise for programme management.

4.2.4.3 Skills requirements for Programme officials

It was generally accepted that the Boksburg Correctional Centre did not have sufficient skills to drive implementation of the rehabilitation programme.This view was also shared by some inmates, who said that some facilitators lacked skills to educate

inmates. Meanwhile, some managers argued that the organisation boasted qualified social workers, correctional intervention officers and psychologists, including administrators and people who had strong grounding in life skills and HIV/AIDS management. This, the respondent said, contributed to better results.

But some social workers and programme officials challenged the above view, saying that although the skills levels were reasonable in some areas, however the rehabilitation programme encountered difficulties in goal-setting, tracking and reporting of project performance, managing the diverse stakeholders involved in correctional services, determining cash flows and expenditures, how to collect and analyse policy data, and using information communications and technology (ICT) applications to drive programme implementation. One respondent stressed the fact that limited ICT competencies affected the organisation's ability to effectively monitor and evaluate the performance of the different rehabilitation projects rendered by the organisation.

4.2.4.4 The role of organisational culture in programme implementation

It was generally accepted that an enabling culture had been created which helped management and programme officials to develop new service concepts and products to improve rehabilitation of offenders. Examples of such innovations included the recently launched public programme which encourages open dialogue, healing of victims, restoration of relations in society and reconciliation between victims and offenders. It was this culture that enabled the DCS to reach out to offenders' and victims' families in even in remote areas where support is generally limited.

According one representative, this team-based culture also made it easy for people to discuss their personal issues with management without fear of reprisal. This however was "hampered by those who failed to appreciate what the DCS was trying to achieve in the offenders rehabilitation programme" (Interview, September 2013). However, this contrasts significantly with what some inmates said regarding the rehabilitation environment. For example, some were concerned about the lack of respect and unity among inmates in some of the rehabilitation workshops. Others even hinted that facilitators and social workers should "teach us to love one another."

4.2.4.5. Steps being taken to improve the capacity needed to deliver rehabilitation services to inmates

There were diverse views on this subject. For example, while some respondents reported an increase in training programmes for case managers, social workers and facilitators, others were concerned about the scope, intensity and adequacy of such interventions. It was felt that on-the-job training fell short of meeting the strategic objectives of the offenders' rehabilitation programme, as evidenced by persistent skills shortages, postponements of classes, shortage of tools and equipment and overcrowded classes – "where the facilitator-learner ratio remains significantly below expectations with many people complaining about work overload" (Interview, September, 2013). Other respondents alluded to the fact that workshops were not fully equipped with the necessary tools and equipment to enable inmates to apply the knowledge and skills acquired from the workshops.

4.2.4.6 Monitoring and evaluation (M&E) systems to hold stakeholders and programme personnel accountable for their performance in the rehabilitation programme

It was generally agreed that monitoring was done in almost all the components of the rehabilitation programme, although sometimes such efforts fell short of meeting DCS expectations. Monitoring mechanisms included observation, site visits by senior management, close supervision of offenders' on parole; feedback reports prepared by social workers, psychologists and Unit managers; group discussions which enabled inmates to share their experiences on crimes committed and copping strategies; one-on-one feedback discussions between social workers and inmates, which gave inmates the opportunity to express their rehabilitation needs, challenges and expectations privately and confidentially under the guidance of their mentors; formal reports including interim and annual reports on programme performance; registers which were signed by inmates on daily basis to ensure that they remained on the correctional system; and, finally, a combination of pre- and post-assessments designed to measure inmates' progress in education and training workshops.

4.2.4.7 Information technology (e.g. computers and Internet capabilities) to enhance delivery and coordination processes

Respondents reacted differently to this question. Some reported that computer technology was available and that generally, all team members were expected to use IT as part of their jobs. Each component had computers and an IT support specialists to ensure effective use of computer technology in rehabilitation services. In addition, it was pointed out that programme officials had been provided with laptops to enable them to perform their jobs well.

However, other respondents argued that not all sections had access to IT facilities and equipment and that not all of them had received adequate training on IT applications. According to this group, it often took a long time for some units to get computers. Even where these had been provided, people struggled to get maintenance and repair services, which impacted negatively on their performance. One respondent argued that available IT systems were not properly integrated to facilitate interaction between correctional centres, NPOs, CBOs and the families of inmates and victims. The respondent argued passionately that an integrated IT system would improve collection of M&E data and thus enable the Correctional Centres to improve its service offering in the long run. It was also reported that repairs and maintenance services for IT systems were not adequate as explained by "break-downs and long waiting periods before your computer is fixed" (Interview, September, 2013).

4.2.5. Clients and Coalitions

4.2.5.1 Key internal and external stakeholders involved in the implementation of the rehabilitation programme in the Management Area

As Cloete and Wissink (2000) observe, effective policy implementation also depends on government's ability identify, mobilise and inspire the various key players to make a meaningful contribution to this process. Bearing this in mind, participants were asked to mention the key internal and external stakeholders involved in the implementation of the rehabilitation programme. Their responses are rendered in table 8 below.

Table 8Internal and external stakeholders

Internal stakeholders	External stakeholders
Social workers	Community-based organisations (CBOs)
Correctional Officers Intervention(CIO)	Non-profit organisations (NPOs) specialising
Educators	in rehabilitation services and
Spiritual care	Religious organisations/FBOs
Unit managers	Human rights organisations
Case managers	Department of Justice

4.2.5.2 Specific roles and responsibilities of the stakeholders

Based on item 5.1 above, participants were subsequently asked to describe the major roles and responsibilities of implementers in the rehabilitation programme. Most respondents demonstrated clear understanding of the diverse functions performed by stakeholders in the programme. Collectively, unit managers, case managers, social workers and facilitators were responsible for the daily operations of the centre, while NGOs and CBOs offered specialised education and training services to help inmates change their lives. Table 9 provides specific details of the functions performed by each stakeholder on the programme.

Table 9 Stakeholder roles and responsibilities

Stakeholder	Sector	Role /Responsibility
DCS	Correctional services	Policy maker and custodian of rehabilitation services
NICRO	NGO/CBO	Implementing agent working directly with inmates daily
Churches	NGO/CBO/FBOs	Providing spiritual education to help inmates develop positive and responsible behaviours
Social workers	Correctional services	Provide therapeutic and counselling services to inmates in Correctional centres
Educationists	Correctional services	Skilled and semi-skilled individuals facilitating ABET classes in the programme
Unit managers	Correctional services	Manage offender programmes and assess and refer offenders

		to the rehabilitation programme
Correctional Intervention Officers	Correctional services	Render correctional pro-grammes to inmates

Source: Interviews, September 2013

As table 15 shows, each of the stakeholders has a specific mandate and/or role to play in the rehabilitation programme. Leading the pack is the DCS, which is responsible for formulating rehabilitation policy and overseeing the implementation thereof in all rehabilitation centres. The NICRO is one of the most influential non-governmental organisations currently involved in DCS rehabilitation programmes in Boksburg Correctional Centres. Social workers, Educationists, Correctional Intervention Officers and other facilitators are directly involved in the provision of rehabilitation services to offenders in the Centres. Unit managers on the other hand, are involved in both the assessment and referral of inmates to rehabilitation programme. They also provide programme information, including Life skills, career paths, suitable courses, qualifications, study techniques, stress management, trauma counselling, family and marriage, anger management and interpersonal skills.

4.2.5.3 Experiences on inmates' response to the rehabilitation programme

Most officials agreed that the rehabilitation programme had attracted a large number of inmates due to its high emphasis on skills development. It was reported that the high demand for these services was also due to the fact that many offenders were determined to change their lives. It was indicated that some inmates saw the rehabilitation programme as a great opportunity for improving their behaviours and moral values but also as a great opportunity to improve their knowledge and skills.

Other participants reported that the high demand for correctional services was also induced by the good and bad experiences that inmates encountered in the Correctional Centre environment. Good experiences included success stories by reformed inmates, encouragement from family members and motivational speeches from the Ministry of Correctional services and independent bodies from the NPO and CBO sectors. Bad experiences, on the other hand, included discomfort caused by overcrowding, gang violence and the high possibility of HIV infection.

74

4.2.5.4 Steps taken to encourage inmates to participate and contribute to the implementation of the rehabilitation programme

The majority of participants confirmed that certain steps had been taken to encourage inmates to take advantage of available rehabilitation services. Different strategies used to encourage participation include providing information and advice, incentives (Prizes and awards), policy guidelines, regulations, persuasion and career counselling. In the same vein, other respondents admitted that even though an enabling environment had been created to facilitate participation in programme activities, however, this was not easy – given the hardened attitudes of some inmates due to the severity of their crimes and the lengthy sentences that some of them were serving. Therefore, even if management and programme officials tried to encourage participation, certain elements used the programme as "a means to cope with stressful prison conditions" (Interview, September 2013).

4.2.5.5 Perspectives on the quality of rehabilitation services

Most programme officials expressed confidence in the ability of the Boksburg Corrections centres to provide cutting edge rehabilitation services to inmates. It was stated that the diverse service portfolios ranging from in-house to community-based service offerings distinguished this centre from other correctional establishments. Over and above this, the centre was very innovative as it was leading the way in areas like furniture manufacturing and food security projects.

According to one respondent, food security projects demonstrated the government's commitment to social development as it tackled issues of poverty and unemployment. To improve programme effectiveness, the centre would accelerate skills development for staff. On the demand side, awareness campaigns had to be increased to increase the number of inmates on the programme. Overall, participants tended to defend the programme, saying that South Africa was a shining example of countries with "progressive correctional services policies".

4.2.5.6 Stakeholder management strategies

Although there were differences on the efficacy of the stakeholder management strategies used, however most respondents confirmed that steps had been taken to ensure stakeholder support and buy-in. Strategies used included cross-functional

meetings, information sharing workshops, task teams spanning different correctional workshops and two-way communication systems which encouraged open dialogue and engagement between professionals, inmates and implementing agencies. Managing inmates involved signing of attendance registers before and after classes. This rule applied to all workshops. Formal methods such as directives, circulars, dedicated websites, letters and reports were also used to keep stakeholders abreast of programme requirements and latest developments.

By contrast, other participants indicated that stakeholder management efforts were hampered by fragmented service delivery strategies adopted by some external agencies, which made it difficult for the Department to effectively coordinate rehabilitation activities in all projects. There was a strong feeling that some stakeholders were not fully accountable for their performance on the programme as they preferred to work independently. Stakeholder management was also weakened by lack of time as most programme officials had demanding work schedules with tight deadlines. Consequently, it was not always easy to ascertain whether stakeholder needs and expectations had been addressed in projects. One participant alluded to the fact that communities and families were the toughest stakeholders to manage because of the anger and resentment they harboured against offenders. This was especially true for those offenders who had committed serious crimes such as rape and murder.

4.2.6 Perspectives by participants and beneficiaries
4.2.6.1. Closed questions:

Information about the rehabilitation programme prior to participation
The majority of respondents confirmed that they received this information regularly through notice boards, social workers, unit managers, during their assessment, and from other offenders who had participated in the rehabilitation programme before.

Table 10 depicts the major sources of information on rehabilitation services.

Table 10 Sources of information on rehabilitation services

Source of information	Implications
Notice boards	Some inmates obtained information from notice boards on "prison walls"
Social workers	Social workers are a source of information as they interact regularly with inmates in correction centres
Assessment sessions/meetings	Offenders are briefed on rehabilitation during their assessment

Source: Interviews, September, 2013

However, some of the respondents denied having received information on rehabilitation services; claiming that they had to take the initiative and search for information on their own. In summary, this could mean that not all offenders are aware of existing correctional services in the Boksburg Correction Centre.

Information about the nature and purpose of the programme

Basically, this question was aimed at determining the effectiveness of programme communications, which are central to effective policy implementation in any organisational setting. Armstrong (2006:818) explains the importance of communication in organisations as follows: "Organisations function by means of the collective action of people, yet each individual is capable of taking independent action which may not be in line with policy or instructions, or may not be reported properly to other people who ought to know about it. Good communications are required to achieve coordinated results".

There were mixed reactions to this issue. For example, while some respondents reported that they had been informed about programme goals during assessment, admission and learning times, others denied this, saying that programme communications "did not happen all the time, and that even where this was provided, getting the message was not possible due to overcrowding. As a result, "some offenders are not aware that they can attend rehabilitation programmes. Based on these data inputs, communication of programme goals is summed up as follows:

Figure 11 Communication of programme goals to inmates

Communication schedule	Intensity/ frequency of communications
Assessment period	Very high
Admission period	Very high
Learning period	Low /moderate

Table 11 suggests that communication of programme goals to inmates happens mostly during the assessment and admission periods, while such communications tend to be low or moderate during learning time. It was generally accepted that the first two activities (Admission and Assessment) represent the most critical stage in which inmates are inducted about the purpose and objectives of the rehabilitation programme. Overall, this shows that efforts had been made to inform participants about the goals of the rehabilitation programme.

Participation rate in the rehabilitation programme?

The majority of participants reported that they attended the programme regularly without any hindrance. It was reported that "it is easy to attend the programme because we work as a team" and because "some of us serve on the programme". Also, during assessment, unit managers and facilitators provided support and guidance on what programmes to attend. However, the reasons for participation varied significantly across the group. Table 12 below categorises responds according to their motives for attending the rehabilitation programme.

Table 12: Possible reasons for participation

Participant	Description	Reasons for attending rehabilitation workshops
"Self-willed individuals"	These are probably motivated individuals who want to change their lives	To change bad behaviour; to be a better person
"Free-riders"	These individual are probably not motivated to change and tend to see rehabilitation as a pastime	To "chill out" or have a good time outside prison walls, with little motivation to learn or change
"Rule-bound" individuals	These individuals attend just because they want to be seen to be complying with prison rules	To comply with DCS rules just for the sake of getting parole at a later stage

Table 13, classifies participants into three categories. The first category consists of individuals who are determined to find assistance. In other words, these offenders are prepared to change their behaviours so that they can be integrated back to soci-

78

ety. As will be seen shortly, some of these individuals had formed informal support networks in prison to help other inmates who wanted to change and adopt positive life styles.

The second category consists of individuals who are probably not keen to learn and adopt positive behaviours. From the researcher's experience in the DCS system, this group includes hardened criminals who have adopted "I have nothing to lose" attitude. These individuals are more likely to hijack and use rehabilitation time for relaxation instead of learning.

The third category is made up of people who possibly want to leave Correctional centre through the parole system but realize that this can only happen if they comply with prison rules. One of these rules is that rehabilitation programmes are compulsory for all inmates. Like the "free-riders", this group requires more attention from the correctional centre. The section on recommendations provides more clues on this point.

Other participants reported that even if they wanted to participate, certain constraints prevented them from doing so. For example, it was felt that overcrowding in the holding cells affected participants' ability to learn and to remain on the programme for a long time. Consequently, some stopped using rehabilitation services altogether, despite the fact that in terms of DCS policy, attendance is deemed compulsory.

In addition, concerns were also raised about the inability of some instructors, especially former inmates, to transfer knowledge and skills to their former colleagues during the learning process. This prompted some participants to doubt the quality of the rehabilitation services rendered by their colleagues in the Correctional Centres. Other participants alleged that some programme officials were not fully dedicated to educating offenders. Deducing from this data, the negative factors hindering access to rehabilitation services may be summarised as follows:

Table 13 Constraining factors

Factor	Impact on rehabilitation programme
Overcrowding	Poor learning outcomes

| Weak facilitation | Demotivation of learners |
| Low staff morale | Absenteeism and withdrawals |

From table 13, there are three major factors that prevented some offenders from attending the rehabilitation programme in the Boksburg Correctional Centre. The first was overcrowding due to the small size of some of the training venues used in the centre, which suggests limited implementation capacity. One of the key learning principles frequently cited in the literature (Ivancevich, 1995; Erasmus et al, 2008 and Grobbler, 2006) is that the learning environment must be conducive to learning; otherwise participants may lose interest in the programme. It appears that this principle has not been fully observed in the case study.

A staff-related problem was that some programme officials lacked motivation to drive the rehabilitation programme, apparently due to unsatisfactory working conditions. This prompted some inmates to bunk classes. What this means, therefore, is that in some cases, low staff morale impacted negatively on the implementation of the rehabilitation programme in the case study.

Advice and counselling prior to joining the programme

The majority of participants admitted that they had received counselling and advice prior to joining the programme. This came from supervisors, case managers, social workers, and spiritual advisors who also worked on the rehabilitation programme. Other respondents reported that they had received help from their friends and referrals, and not from programme officials. They added that it was difficult to reach the programme and that information about available services was severely limited in their areas.

Orientation/induction during the beginning of programme

As with all the other questions, there were mixed reactions to this issue, with many participants reporting that they had been inducted during the admission phase. During the induction, they were informed about the policy and procedures governing access, attendance, registration, skills development opportunities, human rights and where to find assistance and support. Others were concerned about the lack induction in their units, saying that they had not been inducted when joining the pro-

gramme. This problem was attributed to large number of prisoners in the different holding units compared to the small number of programme officials providing these services.

After care support services

There were mixed reactions to this issue, with the majority of participants reporting that they received support services regularly and that it was up to each individual to take responsibility for their personal development by finding information on relevant services that suited their learning needs. The only exceptions in this case were former inmates from remote areas who reported that there were no follow-up services in their villages. This suggests a gap in the provision of community-based interventions. In the absence of support services, it was difficult for these former inmates to reunite with their families and communities. Based on these inputs, participants' experiences regarding support services on the rehabilitation programme are summarised in table 14 below.

Table 14 Participants' experiences on support services

Positive	Negative
• "Help is always there, it depends on you." • "I always get help when I attend" • "Social workers give advice and counseling" • "If you want to change, you can find help" • "Support is available and everyone can get it if they really need it" • "People need to take responsibility for their learning. The centre cannot force you to change. You have to do it yourself"	• "No, outside it is not easy to find support" • "They must come and see us after release" • "Out there you are on your own" • "The community does not want me, my family does not like me" • "I lost my whole family when I was still in prison and I need more help" • "Employers cannot take you if they find out that you have a criminal record"

Source: Interviews, September 2013

As shown in table 14, participants' views on support services can be clustered into positive and negative experiences. Positive experiences are associated with those participants who confirmed receipt of support services from the Correctional centre, while negative experiences are linked to those participants who felt strongly that such services had not been provided to them. On the positive side, there was a strong recognition that help or support is always available and that gaining access to such services depends on the individual. On the downside, concerns were raised

about the lack of follow-up services particularly in rural areas, meaning that the implementation of follow-up programmes is probably not happening in some areas.

4. 2.6.2. Open-ended questions:

Specific learning activities offered in the rehabilitation programme

Participants were also requested to mention the type of learning activities and/or programmes that were offered in the Boksburg Correction Centre. The rationale behind this question was to find out if participants knew what they were doing in the programme. Nearly all the respondents concurred that the centre offered different learning activities, including information sharing sessions where inmates learn from each, bakery projects, steel section workshops, locksmith works, upholstery, textile works, wood work, power coating and spray painting, community-based farming projects, and furniture manufacturing workshops. Table 15 provides more examples of the learning activities given to inmates in the Boksburg Correctional Centres.

Table 15 Examples of learning activities

Learning activity	Objective	Application
Testimonials	To enable reformed inmates to share their experiences with new recruits in the programme	Participants are given the opportunity to show and tell how the programme has changed their behaviours
Information sharing	To enable participants to open up and share their experiences on the crimes they committed and how they plan to change	Participants are divided into small syndicates and asked to discuss and share their experiences with the whole group thereafter
Motional speeches by former inmates	To encourage behaviour change, to show others that it is possible to change and be a better person	Former inmates who have been reformed are invited to give motivational speeches to participants
Human rights	To sensitise participants about the importance of respecting human rights	Social workers and DCS instructors educate inmates about human rights through lectures and demonstrations
Sexual harassment	To sensitive participants about violent crimes such as rape against women and children, and consequences of such violations	Social workers and DCS instructors provide counselling on these crimes
Stress management	To equip inmates with stress management techniques, including knowledge of stressors	Social workers and psychologists contracted by the Boksburg Correction Centre provide counselling on stress management

Table 15 reveals that participants are exposed to different learning activities. One of these is the use of testimonials, where each inmate is given the opportunity demonstrate or tell how they have benefited from the programme. Closely aligned to this is

information sharing, where inmates interact and openly share their experiences on the crimes committed and show how they plan to change their lives in light of those experiences.

Relationship between offenders and facilitators

Participants differed significantly on this issue, with the majority describing the working relationships as warm and friendly, professional and mutually benefiting. This view was expressed by highly motivated inmates who had become role models in the rehabilitation programme. One of them described relationship with facilitators as follows: "We respect them because they teach us what it means to be a human being with a conscience. They do not care what crime you committed in the past. All they want to see from you is change, forgiveness, good behaviour and acceptance. Some of these people were with us before but now they teach us; so it easy to relate to them because we know them well" (Interview, September 2013).

In a similar vein another respondent stated that it was disappointing to see some people ignoring the good advice from facilitators. Other respondents were somewhat sceptical about the relationship between inmates and facilitators, and various examples were given to illustrate this: "Some of them do not care", "they have a lot do so they sometimes lose patience", and, "We need to meet each other half-way". These comments highlight a number of important issues affecting the relationship between facilitators and inmates on the rehabilitation programme. These are summarised in table 16 below.

Table 16 Perceptions on working relationships

Perceptions on working relationships with facilitators	Implications for programme implementation
"Warm and friendly"	• May help foster a strong learning culture
"Professional and mutually beneficial	• May set good example for other inmates and lead to mutual respect
"It is easy to relate to them because we know them"	• May encourage active participation and co-operation
"They have a lot to do, so sometimes they lose patience	• This could be sign that heavy workloads affect facilitators' ability to rehabilitate inmates
"We need to meet each other halfway"	• Highlights the need for mutual recognition between facilitators and inmates

Perceptions on quality of rehabilitation services received

Participants rated the quality of rehabilitation services differently. This is not surprising, given the diverse perspectives held by participants on almost all the interview topics. One group was generally impressed with the quality of services rendered, saying that if it were not for this programme, they would not have acquired the education and skills that they possess today which will enable them to earn a decent living when they leave Correctional centres. The other group expressed concerns about the dependability, adequacy and accessibility of some of the rehabilitation services. Because of this, it was concluded that overall, the quality of the rehabilitation services was not satisfactory.

 Benefits of the rehabilitation programme for inmates

Participants were also required to indicate whether they had benefited from the rehabilitation programme offered by Boksburg Corrections Centres. Although there were differences in terms of the scale of benefits received, however, the overwhelming response from many participants was that indeed, they had benefited from the rehabilitation programme. What follows is a summary of their comments on some of the benefits received from the intervention:

Table 17Examples of benefits derived from the rehabilitation programme

Summary
• "I learnt how to approach people in a good manner; how to treat people well and how to deal with the community"
• "We talk about one another's experiences and mistakes"
• "It helped me to reflect on my past and change to be a better person"
• "Yes now I can stand by myself"
• "I am now working on the programme"
• "Yes I have changed, I am a new person"
• "I learnt how to control my anger"
• "I am no longer drinking"
• "Now I have a wife and three children"
• "I have skills and now I can work"
• "They must bring other people from outside to attend the programme"
• "Yes, other inmates are teachers for ABET and can do carpentry and building"

Source: Interviews, September 2013

Looking at the comments in table 17, it is evident that, although the programme has encountered some difficulties such as capacity constraints, however, some offenders seem to have benefited from it. This is especially true for those inmates who are motivated to learn and adopt positive behaviours; as opposed to those who see the programme as part of their parole conditions.

Challenges hindering programme implementation

The study also elicited participants' views on potential problems in the rehabilitation programme. While some participants denied existence of problems in the rehabilitation programme, others admitted that there were challenges.

Table 18 Challenges experienced by inmates

Comments
• "No, sometimes programmes are cancelled or postponed due to lack of manpower"
• "You will find that there are no modern computers to do the job easily"
• "Each area has got a big case load with a few number of officials"
• "Sometimes when you want to help the community by cultivating the land you will not get the tractor to do that"
• Some offenders refuse to attend even if they are told to do so"
• "Some families do not want to get involved"
• "There is no place for parolees to attend rehabilitation programmes"
• "No, most of the officials are not trained to offer the programmes and the equipment that ensures the successful implementation of the programmes are also limited"
• "Some offenders are just attending the programme for the sake of complying with the rules of their sentences, they do not show any remorse"
• "Some offenders are willing to change, whereas others are not bothered with what is being offered to them"
• "A thorough research should have been conducted before the programme on rehabilitation could take place"
• "There is no enough manpower to give rehabilitation programmes to offenders"
• The community must be aware of what is happening in community correction centres and in prison so as to be supportive of their relatives

Source: Interviews, September, 2013

These comments (table 18) not only highlight problems in the DCS rehabilitation system but also confirm the concerns raised by some participants during the interview that some components of the rehabilitation programme are not managed properly due to lack of programme management expertise. Deducing from the inputs of beneficiaries and officials, the perceived challenges apparently relate to operational issues; beneficiaries themselves, as well as inmates' communities and families. These are analysed in more detail in Chapter five.

Suggestions for improvement

The study also required participants to suggest ways for improving provision of rehabilitation services in the Boksburg Correctional Centres. A wide range of inputs and suggestions were offered, some of which highlighted the desire to improve teaching and learning processes in the rehabilitation programme. These are summarised in table 19 below.

Table 19 Suggestions for improvement

Suggestions for improvement
• "They must teach young people how to love themselves before they can love others" • "There must be a company for prisoners to assist with money when they leave Correctional centres". • "There must be people who can help those who cannot help themselves" • Offenders must be able to start their own companies after release" • "I think everyone must go to school when serving their sentence" • Provide enough learning tools and equipment e.g. tractors for those who do agriculture • "Do rehabilitation in our places of living"

Together, these suggestions (table 19) highlight a number of important issues that need to be addressed to improve implementation of the rehabilitation programme in the Boksburg Correctional Centres. The first comment suggests a gap in youth-focused rehabilitation programmes. It appears that current initiatives are not sufficiently addressing the needs of young inmates in the area.

What is more, the suggestion about "inmate' companies" highlights the need for including or improving entrepreneurship education in correctional programmes; while the referral to "those who cannot help themselves" highlights the plight of those inmates who might be in need of individual attention during and after the learning process. In addition, the idea that "officials must ensure we have peace with each other" highlights the need for nurturing interpersonal skills.

Comments on management and implementation of the programme

This question invoked a wide range of responses from participants. One respondent suggested that "officials must not teach only but ensure that we have peace with each other". This statement implies that group dynamics probably affected teaching and learning activities in the Correctional Centres. Another respondent said man-

agement should use a bigger venue so that all of us can be comfortable during the workshop. This comment highlights some of the capacity challenges faced by the Boksburg Correctional Centres; which affects not only attendance but also the out-comes of the rehabilitation programme. Additional comments rendered by partici-pants are reflected in table 20.

Table 20 Participants' views on programme implementation

Comments on programme implementation
• "Follow people when they leave prison, because that is where they meet challenges"
• "They must motivate prisoners who have lost hope due to rejection by their relatives"
• "There is still a lot of discrimination against prisoners out there and that is why some offenders end up committing other crimes, which bring them back to Correctional centres again"
• "They must give more support to facilitators so that they may be able to do their job well"

The comments in table 20 have wide implications for the case study organisation. For example the idea that inmates should be followed when they leave prison sug-gests that follow-up services probably do not reach all inmates when they leave pris-on. More importantly, the need to motivate prisoners who have lost hope has serious implications for the teaching and learning process and confirms the point raised by Grobler (2006) that effective learning cannot take place unless learners or partici-pants are motivated and willing to learn. Learner motivation is important because, as reported earlier, some participants alluded to the fact that some prisoners saw the rehabilitation programme as an opportunity to "have a nice time" or as a way of "meeting their parole conditions" (Interview, September, 2013).

Inmates' experiences on learning opportunities

There were different reactions to this issue. Some participants reported that learning in some instances was disturbed by the lack of respect and tolerance by certain ele-ments. Examples were made about some inmates who were not committed to the programme. According to one respondent, "these people only attend because they want to get parole nothing else" (Interview, September, 2013). Unnecessary argu-ments sometimes led to time wasting and discouraged some people from sharing their experiences with us. The respondent added that it would be better if all facilita-tors provided close supervision to ensure smooth running of workshops.

Other respondents expressed concerns about the lack of opportunities for experiential learning in some workshops and that some facilitators were not properly trained to offer good service. The respondent felt strongly that this was a major barrier to prisoner rehabilitation. He said programme officials need to provide adequate training to inmates who wanted to facilitate rehabilitation workshops.

Positive impact of the Rehabilitation programme on inmates' families

There were two contrasting views on this issue. One group of respondents agreed that the programme had enabled them to reunite with their families following successful completion of rehabilitation workshops. Others indicated that the programme enabled them to meet with the families of those who had suffered as a result of the crimes they committed. For this group, the programme had done more than just equipping them with life skills. They had to learnt how to forgive and how to negotiate peace with victims' families, which would be very difficult without the involvement of programme officials or social workers.

The second group of respondents reported that even though the programme had changed their lives, however, going back to their families was a challenge. One respondent indicated that his family denounced him because of the seriousness of the violent crimes he had committed. As a result, it was difficult for him to make peace with his family. This respondent pleaded that the correctional centre to educate and persuade families to forgive offenders. Another respondent said that she faced a double blow as she had lost her parents while still in prison. She said there were many inmates like her who needed more support and counselling. Another respondent indicated that the programme has not done enough to prepare families for what he called "the HIV/AIDS shock". According to this respondent, infected inmates were scared because they did not know how to tell their parents, wives and children that they are HIV-positive. He pleaded that programme officials should pay close attention to these issues as they prevented reconciliation between prisoners, affected families and society.

4.2.7 Summary

Chapter four has demonstrated how the case study method was operationalised to facilitate data collection in the Boksburg Management Area. As reported earlier, the

richness of the case study method provided an ideal opportunity for understanding the implementation of the rehabilitation programme in this area. Along with qualitative interviews, the case study method also facilitated direct interaction between the researcher and participants, which enabled her to gain a sense of how officials and beneficiaries felt about the rehabilitation programme. More importantly, the multi-faceted nature of the offender rehabilitation programme also provided valuable insight into the nature and scope of the rehabilitation services provided to inmates in the Boksburg area.

Having explained the application of the case study method to this research, and presented the field work results on the implementation of the rehabilitation programme in the Boksburg Management Area, attention will now be turned to the research findings, which are analysed in Chapter 5. Hopefully, this analysis will shed light on the complexities surrounding policy implementation in the case study Centre.

CHAPTER 5: RESEARCH FINDINGS

5.1 Introduction

In the previous chapter, it was highlighted that Boksburg Management Area was used as a case study to assess the implementation of the offender rehabilitation programme. It also emerged from this discussion that the centre is manned by professionals from diverse fields, including social workers, psychologists, educationists and correctional programme facilitators from the DCS. Against this backdrop, chapter five presents and analyses the data obtained from management, Correctional Intervention Officers (CIO) therapeutic programme facilitators, service providers and inmates on the implementation of the rehabilitation programme in the case study. Analysis of the results is based on the 5C Model of policy implementation suggested by Cloete and Wissink (2000). But before this, it may be helpful to provide a brief context to the research findings to enhance their meaning. This follows next.

5.2 Contextualising offender rehabilitation services

In terms of the DCS Policy Framework (2006), offender rehabilitation means the creation of an enabling environment where a human rights culture is upheld, reconciliation, forgiveness and healing are facilitated, where offenders are encouraged and assisted to discard negative values, while adopting and developing positive ones that are acceptable to society. It entails creation of opportunities for the acquisition of knowledge and new skills, the development of an attitude of serving with excellence and the achievement of principled relations with others, in order to prepare offenders to return to society with an improved chance of leading a crime-free life as productive and law-abiding citizens; and a process that is aimed at helping the offenders gain insight into their offending behaviour and also understands that their crimes have caused injury to others, including the primary victims and the broader community.

Therefore, correctional programmes, seek to target offending behaviour caused by, amongst others, factors such as dysfunctional families, distorted thinking patterns, bad socio-economic conditions, absent figures of authority and care and distorted value systems. More importantly, the White Paper on Corrections in South Africa (2005) emphasises corrections as a societal responsibility; which highlights the need

for strengthening partnerships with families, communities, other government departments and civil society in correcting offending behaviour. Within this context, the results are presented and analysed below.

5.3 Characteristics of the Sample

A total of 30 respondents were interviewed in the case study. Of these, five were officials responsible for programme management, while 10 represented service providers for example, social workers, Educationists, psychologists, Correctional programme facilitators and spiritual care workers. The remainder (15) were inmates, consisting of 7 females from Community corrections and 8 males selected from different sections of the rehabilitation programme, including landscaping, agriculture, bakery, welding, upholstery, artworks, education and training, machining, carpentry, painting, wood work, and general life skills.

Programme personnel were from 39 to 45 years of age. This age group included seasoned professionals with 7 to 15 years' experience in correctional services. Most of them possessed formal qualifications including degrees in social work and clinical psychology, and their jobs entailed assessment, diagnosis, treatment, counselling, coaching and prevention of social disorders among offenders. Facilitators consisted mainly of educationists, trainers and Correctional Intervention Officers (CIO) with formal and informal training backgrounds.

Beneficiaries, on the other hand, were between the ages of 27and 40, with many of them serving lengthy sentences ranging from 10 to 30 years for various crimes including armed robbery, rape, murder and fraud. This group also had varied educational backgrounds with half of the group having obtained grade 12 (matric) and post-matric qualifications and/or certificates, while others fell within grades 6 and grade 11. Each group was interviewed separately in the relevant section in line with the recommendations from Boksburg Management Area. Based on this biographic data, the perspectives of the various stakeholders on the implementation of the rehabilitation programme are presented and analysed in the next sections.

5.4 Discussion of findings

5.4.1 Content

Content represents the first element of the 5C Model and spansa wide range of issues, including purpose and objectives, programme, programme content, curriculum issues, as well as planning and strategy. Therefore, implementation of any policy interventions requires proper considerations of these issues as they are likely to affect the quality of services rendered. The evidence in table 21 below confirms that programme officials were conversant with the purpose and objectives of the rehabilitation programme in the Boksburg management Area.

Table 21 Programme objectives

Objective	Purpose	Tactics
1. Behaviour change	To help inmates develop positive attitudes and behaviours about life	Role plays, information sharing sessions, etc.
2. Development and empowerment	To use education and training to transfer vocational and life skills to inmates	Multi-component skills development trainings
3. Integration	To promote reconciliation and re-union between prisoners, families and local communities	Partnership between DCS and community-based organisations (CBOs) and offenders' families
4. Accountability and responsibility	Teach offenders to take responsibility for their own lives and those of community members	Assigning community-based projects to offenders as part of their parole conditions
5. Employment opportunities	Prepare inmates for the outside world by providing them with skills	Creating opportunities for Self-employment and/or formal employment

Source: Interviews, September 2013

Table 21 depicts five major objectives of the rehabilitation programme as perceived by the respondents. The first objective involves helping offenders to abstain from unacceptable behaviours (i.e. criminal behaviour) and hardened attitudes. And the tactics used to achieve this include role plays, and information sharing sessions between inmates. The second objective focuses on development and empowerment of

offenders, with a view to combat illiteracy and to give them the skills that they need to function well in society. This goal is achieved through diverse skills development programmes involving basic education and vocational training. The third objective facilitates integration of offenders back to society; which is achieved through strategic partnerships between Correctional centres, NPOs and CBOs.

The fourth objective aims to instil a sense of responsibility and accountability among offenders so that they become self-sustaining members of society instead of relying on crime as a source of living. For this to happen, offenders are given community-based projects as part of their parole conditions. This provides an ideal opportunity for offenders to meet and make peace with victims' families and communities. The fifth objective focuses on employment creation, and therefore resonates with the government's Millennium goal of halving or reducing unemployment in the country by 2014.

However, as will be seen in later parts of this Chapter, achieving this goal has not been easy – given the severe capacity constraints faced by the Boksburg Management Area in the provision of rehabilitation services. This finding is confirmed by Bhengu (2005) who argues that even though the rehabilitation of offenders is a vital policy consideration in the correctional system, however, certain challenges block the implementation of such interventions. These include lack of human resources, infrastructure and funding. According to this author, these problems lead to fewer than 28% of offenders participating in rehabilitation programmes which do not necessarily equip them with the necessary skill for jobs. The number of people going through the prison system each year is twice if not three times the size of its daily population.

5.4.2 Context

Drawing on the results in Chapter four, it is evident that implementation of the rehabilitation programme is heavily influenced by the socio-economic challenges facing the country. The data suggests a strong association between the strategic goals of the rehabilitation programme and the National Development Plan (2011-2030). Re-

spondents offered good examples to justify the congruence between these two policy interventions. Table 4 illustrates this congruence.

Table 22 Compatibility between Rehabilitation programme and the NDP

National Development Plan (2030)	Alignment with strategic objectives of the rehabilitation programme
1. Poverty alleviation	Community-based agricultural projects to promote food security and self-sustaining communities
2. Job creation	Multi-disciplinary education and training workshops covering all aspects of the programme
3. Social stability and cohesion	Reconciliation/Restoration programmes involving inmates and families of victims e.g. Victim Offender Dialogue (VOD)
4. Economic empowerment	Vocational training for inmates e.g. welding, machining, wood work, lock-smiting, etc.

From table 22, it can be seen that the goal of poverty alleviation is linked to community-based agricultural projects aiming to promote food security as part of the government's objective to create sustainable livelihoods. The goal of job creation is aligned with education and skills development projects to ensure that inmates obtain the type of skills that make them employable in the national economy. Similarly, the goal of social stability and cohesion is matched with restoration programmes, which promote reconciliation between offenders and victims' families, thereby ensuring full integration of offenders back to society.

Finally, the goal of economic empowerment is aligned with a wide range of vocational training projects, including welding, machining and woodwork – which involve manufacturing of office furniture. Some participants argued passionately that they were making furniture for many government departments, which proves that some sections of the rehabilitation programme were producing good results not only for inmates but for the public as well. Collectively, the four examples in Table 4 above confirm that the strategic goals of the rehabilitation programme are consistent with the National Development Plan (2011-2030).

5.4.2.1 Programme activities and projects

In Chapter four, it was reported that the rehabilitation programme spanned a wide range of learning activities, including on-site and off-site projects which enabled some inmates to apply acquired knowledge and skills in practical situations. These "workshops", as they were affectionately called, were highly specialised and gave inmates the opportunity to select options that matched their learning capabilities and career goals. Figure 5 classifies the rehabilitation services based on respondents' inputs and comments.

Figure 5 Classification of rehabilitation projects
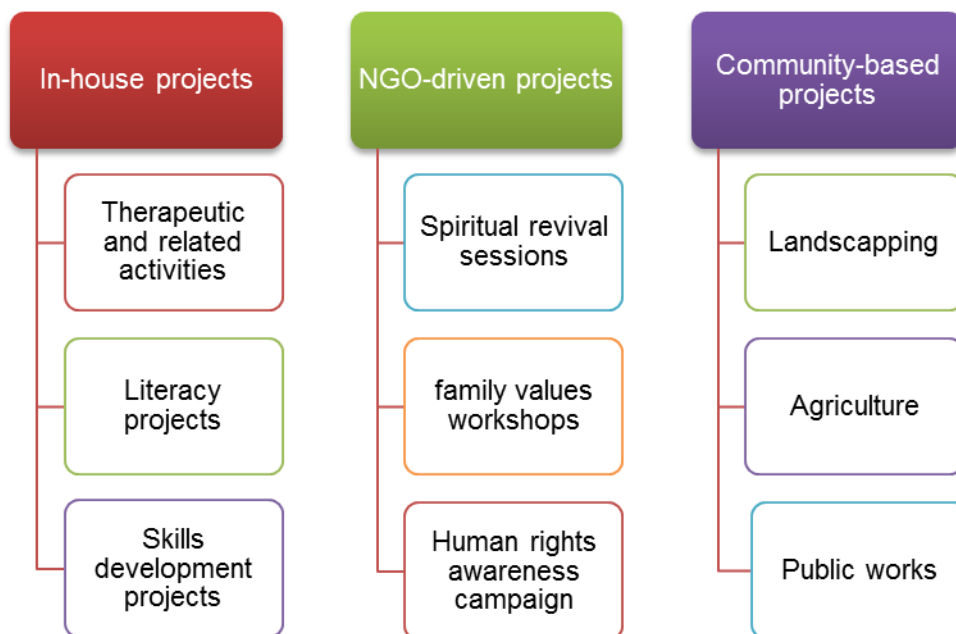
Figure 5 classifies programme activities into three categories. In the first category are in-house projects rendered by DCS professionals and Correctional programme facilitators. These include activities such as psychotherapy, therapeutic, literacy (reading and writing) and skills development. According to one official, skills development happens in labour-intensive projects where inmates transform raw materials into usable products, for example, furniture, equipment and utilities.

The second category includes NGO-driven workshops covering spiritual revival, family values and human rights issues. Some of the leading NGOs involved in this category are Khulisa, Nicroand Bola Monyako. The last category deals with community-based projects, such as landscaping, agriculture and general public works.

Community-based agricultural projects contribute to food security and alleviation of poverty, while furniture manufacturing projects serve the office needs of government departments. Meanwhile, bakery and agricultural services enable DCS correctional centres to meet the nutritional needs of inmates.

5.4.2.2 Agencies or departments involved in the implementation of the rehabilitation programme

As reported in chapter four, a wide range of internal and external stakeholders are involved in the implementation of the rehabilitation programme. This suggests that a multi-stakeholder approach is being used to drive the implementation process. This finding is consistent with the DCS Correctional Policy which requires cooperation between the relevant agencies and/or departments to ensure effective service delivery in all components of the rehabilitation programme. Figure 6 below provides several examples of the state departments involved in programme implementation.

Figure 6 Examples of implementing agencies

Figure 6shows seven examples of government departments involved in the implementation of the rehabilitation programme in the Boksburg Management Area.

96

It needs to be mentioned that this list is not exhaustive as there are many other state agencies that also play a crucial role in the implementation of the rehabilitation programme here. Each of the departments listed above make specific contributions to the implementation of the rehabilitation programme. Correctional centres are there to assess eligibility of offenders to parole and rehabilitation services; while the department of Justice ensures protection of offenders rights; while Home Affairs provides birth cerfiticates and Identification Documents for inmates and their families.

Education and training of offenders is based on policy guidelines from the Departments of Education and Labour. The South African Police Service (SAPS) is respoisble for law enforcement – including re-arrest of offenders when they commit new crimes or violet their parole conditions. However, as reported in Chapter four, some respondents were concerned about the lack of cooperation from some departments, which apparently affected delivery of rehabilitation services in the area.

5.4.2.3 Mechanisms to facilitate collaboration and resource sharing

Based on the results in chapter four, it is possible to identify some of the efforts which had been made to promote collaboration between implementing agencies on the rehabilitation programme. These range from policy guidelines to cross-functional meetings and team work arrangements. Figure 7 depicts these integrating mechanisms as they apply to the rehabilitation programme.

Figure 7: Examples of coordination mechanisms used

Policy guidelines
Standardise service provision across centres to ensure consistency in the implementation of the rehabilitation programme

Cross-functional meetings
Provides an ideal opportunity for project managers and area coordinators to identify and resolve problems

Teamwork
Allows professionals from the different fields to share knowledge and service delivery actics o improve implementation of the rehabilitation programme

Source: Adapted from Interviews, September 2013

Figure 7 depicts three mechanisms which were used to promote cooperation and collaboration between implementing agencies on the rehabilitation programme. The first involved utilisation of organisational policies to ensure that implementation efforts in all correctional centres were standardised to achieve similar results. However, as reported in Chapter 4, achieving consistency and uniformity across all correctional centres was not easy, as some service providers preferred to maintain their independence. The second initiative was cross-functional meetings, which enabled exchange of information between project managers and service providers on a regular basis. The third intervention entailed teamwork, which apparently facilitated close interactions between social workers, educationists, facilitators and

5.4.2.4 Working relations between Centre and Strategic partners

Table 23 Positive and negative aspects of the relationship

Positive aspects	Negative aspects
• "Everyone knows we are working towards reducing crime in the country" • "Participating organisations like what we a doing here and that is why they contribute to service delivery	• The programme suffers from the "silos" mentality, which still exists in some areas. • "Some are prepared to work with us, others prefer to work independently" • " Others are discouraged by accreditation requirements"

Table 23 depicts two elements that characterises the relationship between the Boksburg management Area and its strategic partners. On the one hand are positive aspects of the relationships, which include the pursuit of common goal (crime reduction and integration of and strong love for rehabilitation services. The latter apparently provides the impetus for active involvement of stakeholders in the implementation of the rehabilitation programme. Negative aspects which affected working relations was the "silos" mentality which some participants felt undermined stakeholder participation.

5.4.2.5 Relationship between Centre and beneficiaries

The study also attempted to gauge the relationship between programme personnel and beneficiaries. The underlying assumption was that successful implementation of any public programme largely depends on mutual understanding and productive relationships between service providers and beneficiaries. Table 24provides a synopsis of the data in this regard.

Table 24 Relationship between Centre and beneficiaries

Favourable	Unfavourable
• "Social workers very supportive • "Advice and support is available" • "Warm and friendly" • "They listen to you" • They treat you like their family"	"Some of them do not care" "They must follow us after prison" "They must teach us to love each other" "They must be supported so that they can do their job well"

Interview, September 2013

Table 24suggests that in some cases, relationships were perceived as favourable, warm and friendly, while in others, they were seen as being unfavourable and/or un-supportive. The positive ratings were mainly from participants who were deeply in-volved in the rehabilitation programme. These included role models and high flyers who had utilised the opportunities to improve their career prospects. In some in-stances, relationships were weakened by lack of follow-up services and the tensions between offenders themselves. This explains why some inmates wanted facilitators to instil discipline and respect among participants to ensure healthy and productive working relationships.

5.4.2.6 Institutional arrangements

Table 25 Perceptions on institutional arrangements

Strengths	Shortcomings
• "The workshops are flexible and diverse, which gives inmates the opportunity to choose the ones that suit their needs". • Agricultural workshops involve the communi-ty – which boost our capabilities to provide more services"	• "Other departments must also play their role in the projects to boost capacity" • "Our services cannot keep up with the grow-ing offender population" • "Bringing the various agencies and stake-holders together is a big challenge"

Interviews, September, 2013

Deducing from table 25, it appears that while the current institutional arrangements offer flexibility, wide choices, and opportunities for partnering with local communities to drive agricultural projects, problems remain in other areas. There was a strong feeling that successful implementation of the rehabilitation programme depends on the involvement of all relevant departments, including the departments of justice and South African Police Services. Over and above this, institutional capacity also needs to keep up with the high demand arising from the larger number of offenders being

incarcerated on a daily basis. A related difficulty is that it has not been easy for pro-gramme officials to bring the various role players together; which retards efforts to improve the current institutional arrangements.

5.4.2.7 Political, Social, Economical/Environmental issues impacting pro-gramme implementation process

The results in Chapter 4 confirmed that there were serious political, social, economic and environmental issues that impacted implementation of the offender rehabilitation programme in the Boksburg Management Area. Table 26 below provides insights as to how each one of these variables affects provision of correctional services here.

Table 26 Political, social, economic & environmental factors impacting programme

Political	Social	Economic	Environmental
Striking a balance be-tween prisoners' rights and the safety and security needs of local communities	Strong negative per-ceptions about prison-ers in many local communities	Need to links offender rehabilitation efforts with job creation, food security, and skills development	Backlash – where some communities take the law into their own hands – killing offenders
Growing calls from opposition parties for stiff penalties against offenders involved in serious crimes	Discrimination, retribu-tion and isolation of offenders	High unemployment rate and slow econom-ic growth affects inte-gration of inmates back to society	Using new technology to improve monitoring and evaluation pro-cesses
Resource allocation – who gets what, where and how, etc.	Stigmatisation – shed-ding the prison stigma is very difficult for some inmates due to rejection by society		Land resources – many agricultural pro-jects depend on avail-ability of land

Table 26 illustrates the impact of political, social, economic and environmental fac-tors on the implementation of the rehabilitation programme. In respect of political is-sues, the biggest challenge facing programme managers is how to reconcile the rights of prisoners against the society's growing needs for safety and security in light of recidivism, which contributes to the generally high rate of crime in the country.

With regard to social issues, the challenge is how to deal with the growing negative perceptions, discrimination against, and stigmatisation of offenders in society, which constitute a major barrier to both reconciliation and offender integration efforts. In respect of economic issues, the challenge is how to find jobs for rehabilitated inmates in light of the high rate of unemployment in the country. In addition, backlash from communities who are apparently tired of violent crime and thus take the law into their own hands and kill offenders also poses a big challenge for correctional centres. Meanwhile rapid technological change and advances in service delivery techniques also puts pressure on correctional centres to continuously review and adjust their rehabilitation strategies to ensure that yield value for offenders.

5.4.3 Commitment

According to Armstrong (1999:129), commitment refers to attachment and loyalty. It consists of three components: identification with the goals and values of the organisation; a desire to belong to the organisation; and a willingness to display effort on behalf of the organisation. Commitment can be increased and harnessed to obtain support for organisational ends and interests through such ploys as participation in decisions about actions.

Therefore, as Bruyns (2007:108) correctly points out, successful rehabilitation depends not only on the type of correctional programme offered, but also on the conditions under which it is delivered. Issues of organisational resistance and staff motivation may need to be addressed before implementing correctional programmes in the correctional services environment. From the results, it appears that commitment to programme implementation is affected by a wide range of factor. These are summed up in table 27 below.

Table 27Factors impacting staff morale

Key factor	Impact on staff morale
1. Financial incentives	➢ Perceived lack of equity in financial and non-financial incentives apparently contributes to absenteeism and staff turnover ➢ "Pay issues affect how people do their jobs and how they interact with offenders"
2. Tools and equipment	➢ Shortage of computers affected people's ability to complete administrative tasks ➢ New restrictions on use of state vehicles tends

	to limit people's ability to meet their performance targets
3. Work load	➢ Uneven allocation work between units was said to be unfair and discouraging
4. Staff training and development	➢ Perceived lack of opportunities for personal development and career advancement caused others to leave the organisation

Source: Interviews, September, 2013

The data in table 27 reveals five critical factors which probably affect people's ability to commit and contribute to the implementation of the rehabilitation programme in the case study. The first relates to the perceived gaps in compensation. There were concerns that pay is not equitable with the amount of work that officials and staff put into the rehabilitation programme. The second problem relate to equipment and tools required to implement the programme. Concerns here included shortage of computers and the new restrictions on use of state vehicles.

Concerning workload, it was felt that project tasks were not evenly allocated across teams, which resulted in some people having more work than others. Other problems included limited opportunities for training and development and career advancement. Together, these issues apparently reduced people's commitment to the implementation of the rehabilitation programme in the Boksburg Management Area. However, some respondents were confident that these issues would be resolved as the organisation had adopted a more caring and accommodating culture.

5.4.3.1 Factors impacting offender participation in rehabilitation services

Drawing on the different inputs offered by participants in Chapter 4, it is possible to differentiate between the driving and inhibiting factors that impact offenders' commitment to the rehabilitation programme. In this context, driving forces refer to the factors that encourage offenders to take part in rehabilitation programmes. By contrast, constraining or inhibiting factors include those conditions that discourage offender participation in rehabilitation services. Figure 8 illustrates how these opposing forces affect offenders' ability to contribute to programme implementation.

Figure 8 Factors affecting offender participation in rehabilitation services

Driving Forces	Constraining Forces
Self-motivation, for example, the desire to succeed against all odds	Personal challenges, for example, low self-esteem, fear, chronic illness and family issues
Dilligence / Sacrifice	Reluctance / Hesitation
High commitment	Low commitment
Good performance	Unsatisfactory performance
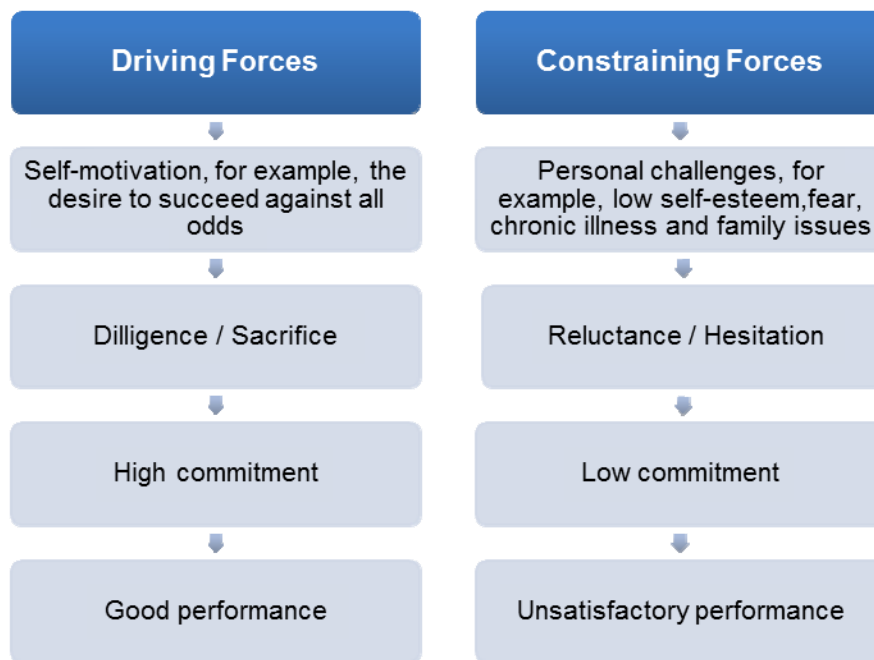
Figure 8 depicts two contrasting situations regarding commitment of offenders to the rehabilitation programme. In the first situation are driving forces which probably energise some offenders to seek help and change their lives. These include self-motivation and diligence – resulting in high commitment, which in turn appears to improve their performance in the programme.

The second situation depicts a series of constraining factors which make it difficult for some offenders to commit to the rehabilitation programme. These can be attributed to the offenders themselves and matters pertaining to their families. Examples of inhibiting factors here include low-self-esteem, chronic disease, fear and family problems, for example, death of parents, child or spouse. These factors are likely to cause reluctance or hesitation in some offenders' minds, which in turn might reduce their commitment levels and ultimately lead to unsatisfactory performance in the rehabilitation programme.

A key lesson from figure 6 is that unless programme officials are aware of these driving and restraining forces, it would be difficult for them to secure high commitment of offenders to the rehabilitation programme. Therefore, detecting and mitigating these

challenges early may help motivate prisoners to participate and benefit immensely from the rehabilitation programme.

5.4.3.2 Classification of the challenges impacting stakeholder commitment to programme implementation

Based on the preceding discussion, it appears that the critical issues impacting stakeholder participation relate to human resource management (HRM), programme management and customer service. Table 28 summarises these issues.

Table 28 Challenges

Human resource management (HRM)	Programme management	Customer service
• Retention strategy • Working conditions • Staff morale • Understaffing • Communications • Support training • Limited opportunities for advancement	• Limited monitoring and evaluation efforts • Uneven allocation of resources • Data integrity problems • Fragmented approach • Duplication • Procurement issues • Research and development	• Non-participation • Imbalance between Supply and demand • Lack of support for sick and emotionally drained prisoners • Uneven provision of support services at community level • Tracking of inmates

Source: Interviews, September 2013

Based on table 28 above, specific HRM challenges were: how to attract and keep competent and experienced staff given the tough competition for talent in the job market; perceived difficulties in the work environment including pay issues; shortage of manpower, weak communications, lack of support training and persistent skills backlogs particularly in facilitation. In spite of these challenges, other participants expressed optimism, saying that these challenges could be mitigated through proactive planning and pragmatic redress of the issues raised by staff.

Challenges in programme management included weak or limited monitoring efforts, particularly in workplace and community settings, where some prisoners reportedly experienced severe difficulties resulting from hostile reception, unforgiveness, discrimination and stigmatisation. In respect of customer service, concerns were raised about the reluctance of some prisoners to participate in rehabilitation activities, and the perceived lack of support for prisoners suffering from illnesses such as HIV/AIDS

infection, cancer, tuberculosis, and related diseases. It was also reported that tracking of prisoners was not working in some areas, and as a result, some prisoners were tempted to commit new crimes.

5.4.4 Capacity

Broadly, capacity refers to institutional memory as well as the material, financial and human resources required to facilitate implementation of an organisation projects, programmes and strategies. In this context, it follows therefore that adequate capacity is key to successful execution and sustainability of rehabilitation programmes in the case study. The results in Chapter 4 showed that the capacity required to drive implementation of the rehabilitation programme was inadequate. The analysis in table 29 provides insights on the critical capacity constraints experienced by stakeholders on the rehabilitation programme.

Table 29 Examples of capacity constraints experienced

Capacity constraint	Possible causes
Skills backlogs	Inadequacy of in-house training programmes
Limited financial resources	Growing offender population versus diminishing resource base
Shortage of staff	Weak alignment between HR planning and programme management

Source: Interviews, September, 2013

According to table 29 there are three capacity challenges that apparently retard implementation of the rehabilitation programme in the Boksburg Management Area and these include skills backlogs, which was attributed to inadequate on-the-job training efforts. The second problem was the shortage of funds which was reportedly caused by the growing offender population, which led to a significant increase in the demand for correctional services in almost all the centres.

The third constraint related to the generally weak alignment between human resource planning and programme management. In this regard, it seems that HR forecasts did not match the growing demand for correctional services in some of the rehabilitation centres, resulting in continued manpower shortages. Based on the views

and inputs of respondents cited in Chapter 4, the supply and demand of skills on the rehabilitation programme can be described as follows.

Table 30 Supply and demand of skills on the rehabilitation programme

Supply	Gaps	Demand
• Psychotherapy/Therapeutic • Administrative skills • Counseling skills • Social /community work • HIV/AIDS management • Life skills • Research skills	Programme management skills, including: • HR planning • Monitoring and evaluation • Programme facilitation • Coordination • Conflict management • Problem identification	• Strategic planning • Financial management • Information technology • People management • Teamwork • Problem-solving • Client needs analysis • Policy analysis

Source: Interviews, September 2013

Deducing from table 30 it appears that the supply of generic skills including thera-peutic, administrative, community work, HIV/AIDS management and research skills is somewhat reasonable; although these gains tend to be negated by the generally wide gaps in programme management skills in column 2. In addition, column three suggests high demand for a wide range of skills on the rehabilitation programme; ranging from financial management to policy analysis skills.

5.4.4.1 Impact of organisational culture on programme implementation

Drawing on the results presented in Chapter 4, it appears that a new culture has been instilled to programme officials and staff in the Boksburg Management Area. And this culture appears to have a positive impact on the rehabilitation programme. Figure 9 depicts some of the key elements of the new culture and their impact on the implementation of the rehabilitation programme.

Figure 9 Impact of organisational culture on programme implementation
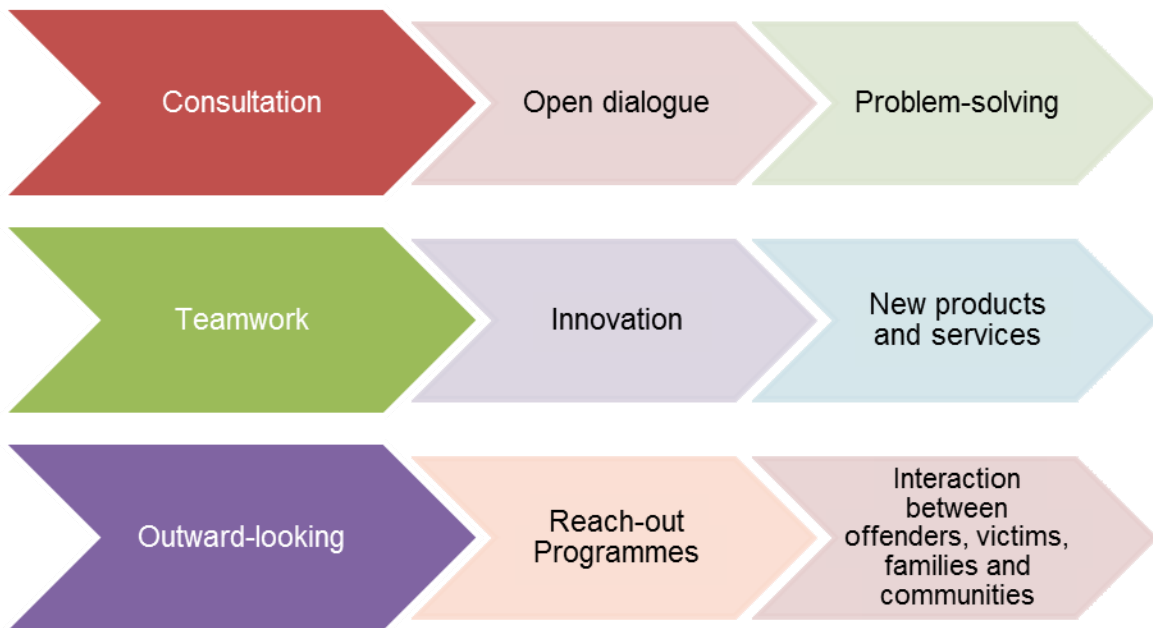
Figure 9 depicts three important elements of the DCS culture which appears to support the implementation of the offender rehabilitation programme in Boksburg Management Area. The first element is consultation which, as some participants reported, encourages open dialogue between management and staff. The benefit of consultation is that it apparently leads to better problem-solving on the rehabilitation programme. Some participants seemed comfortable with consultative management, which they said encouraged people share ideas on how to improve service delivery.

The second element of the DCS culture seems to support teamwork, which in turn fosters a spirit of innovation. As reported in Chapter 4, one of the respondents gave a practical example of the innovations that have been realised as a result of the new culture, including the Offender Victim Programme and the Electronic Monitoring System, which is still being piloted by the DCS at head office. The third aspect of the culture is that it bears characteristics of an outward-looking organisational culture, as evidenced by the outreach programmes designed to facilitate direct contact and reconciliation between offenders, victims, families and communities. This aspect of the culture also resonates with the DCS' strategic goal of rehabilitating and integrating offenders back to society.

5.4.4.2 Monitoring and Evaluation Strategies

The data reported in chapter 4 suggest that despite the perceived capacity challenges in some parts of the rehabilitation programme, however, efforts were being made to hold stakeholders accountable for results. What became clear from the data was that a combination of formal and informal M&E methods was used to improve accountability and programme effectiveness. A synopsis of these M&E methods and their application is given in table31 below.

Table 31 Examples of M&E methods used

Monitoring tool	Purpose	Application
Assessments	To determine suitability and inmates' learning needs, expectations and performance on the rehabilitation programme	Interviews, counselling sessions and knowledge tests are used to determine inmates' learning capabilities
Feedback discussions	To enable inmates to share their experiences and to learn from each other	Facilitators organise group discussions, monitor progress and record lessons learnt
Observation and site visits	To provide support and figure out if inmates are recovering from bad behaviours	Social workers and Corrections officials visit parolees to check progress and prepare reports
Close supervision	To ensure that inmates adhere to agreed behavioural norms and standards	Correctional officers observe and record behaviours on the project and compile reports
Reporting	To promote accountability and transparency in all programme activities and projects	Project managers in each section prepare and submit interim and annual reports

As shown in table 31, a wide variety of tools are employed to monitor programme activities. These range from formative (ongoing) and summative (post-implementation) interventions. The former includes regular feedback discussions, supervision and site visits, while post-implementation interventions should assessments and reporting. Some respondents were concerned about the "limited nature of M&E efforts in some areas of the project". To qualify this point, some respondents cited the lack sufficient and credible M&E data on some of the formidable challenges faced by inmates, especially those living in remote areas where support services are severely limited. Others hinted that M&E efforts would improve significantly if the DCS invested more resources in capacity building. There was a strong feeling that programme evaluation expertise is lacking in some areas, which undermines efforts to improve accountability and programme effectiveness.

5.4.4.3 Responsiveness of beneficiaries to rehabilitation programme

As reported in the previous chapter, programme officials conceded that inmates were being encouraged to participate and contribute to the implementation of the rehabilitation programme, although certain obstacles prevented this in some sections. The degree of involvement also different across the sections, with skills development projects experiencing high offender involvement than others. Based on the data inputs in Chapter 4, the key factors impacting responsiveness of inmates to the rehabilitation programme can be divided into three categories, namely intrinsic, extrinsic and environmental factors. Figure 9 below depicts these factors.

Figure 10 Factors impacting responsiveness
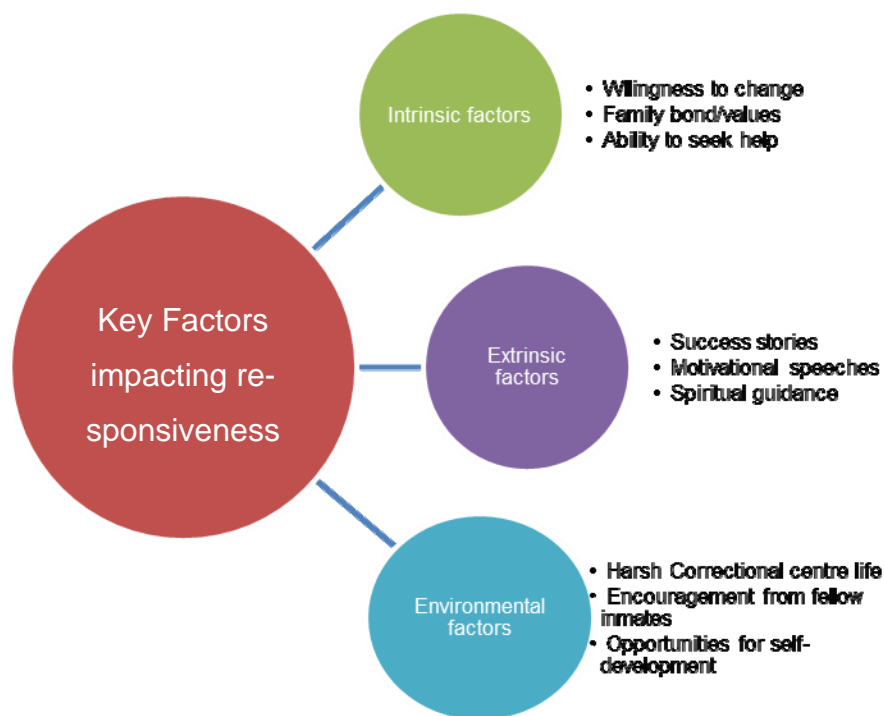
Figure 9 depicts three types of factors which probably caused inmates to seek help in the rehabilitation programme. For example, intrinsic factors such as willingness to change, strong love for one's family and the ability to seek help encouraged many inmates to take part in rehabilitation services. Closely linked to this were extrinsic factors, which included success stories, motivational speeches and spiritual guidance offered by internal and external service providers in the Boksburg Correctional Centres. In some way, this finding suggests that exposure of offenders to these activities increased their motivation levels.

Lastly, the harsh realities of Correctional centres life, for example, overcrowding and gang violence and the perceived opportunities for personal and career development also improved client responsiveness to the rehabilitation programme. In spite of the relatively high participation rate, other participants felt strongly that access to correctional programmes was still a big challenge for many inmates due to "hardened attitudes" and limited institutional capacity in some projects.

5.4.4.4 Stakeholder Management issues

Given the multiplicity of stakeholders needed to drive implementation of the rehabilitation programme, it was therefore crucial to establish whether efforts had been made to ensure effective stakeholder management across correctional projects. Overall, the data in Chapter 4 suggested that this was being done, although in varying degrees. Table 32 summarises some of the strategies used manage the wide range of stakeholders involved in the rehabilitation programme.

Table 32 Stakeholder management strategies used

Strategy	Purpose	Usage
1. Cross-functional meetings	Action planning and problem-solving	Representatives from the various sections meet for planning purposes
2. Task teams	Joint problem identification and resolution	Project managers from the different sections meet to resolve problems
3. Feedback sessions	Information sharing on successes and challenges and possible remedial strategies	Social workers, psychologists and case managers give feedback on progress made in each programme component
Open-communication	Ensure vertical, lateral and upward flow of information	Word of mouth is used to encourage stakeholders to discuss issues
Policy and regulations	To ensure compliance with defined service standards	To facilitate registration and accreditation of service providers

Source: Interviews, September 2013

Table 32 indicates that different methods are used to ensure that stakeholder efforts and information needs are managed properly. These include cross-functional meetings which aid planning processes, task teams which identify and solve problems on rehabilitation projects; feedback discussions which involve information sharing and open communication between management, service providers and offenders. Policy guidelines are used to regulate the performance of stakeholders so that it conforms to the service standards set by the DCS.

5.4.5 Clients and Coalitions

As discussed in chapter two, clients are the customers who stand to benefit from re-habilitation services, while coalitions refer to the wide range of state agencies and independent service providers needed to ensure effective implementation of the re-habilitation programme (Cloete and Wissink, 2002). The data in Chapter four re-vealed that efforts had been made to form partnerships with offenders and NGOs and NPOs to support implementation of the rehabilitation programme. These are shown in Figure 10 below.

Figure 11 Examples of Coalitions formed

From figure 10, it is evident that partnerships had been formed with different stake-holders inside and outside the Correctional centre. Of particular significance here is the partnership with offenders, as exemplified by the role models who facilitated some of the rehabilitation workshops. Their involvement in the programme was re-garded as source of hope and inspiration for those inmates who wanted to change their lives. Partnership with churches provided offenders with the opportunity to re-discover and revive their spiritual lives. However, as reported in Chapter four, part-nership with families and local communities produced mixed results. While some families/communities were willing to forgive offenders, others denounced them. This example illustrates the complexities surrounding policy implementation.

With regard to client satisfaction, the results were also mixed. For example, while some clients (offenders) were relatively happy with the services rendered, others expressed dissatisfaction. As reported in chapter four, there were a number of issues that inmates complained about, including congested classes, lack of cooperation from other inmates – which was seen as sign of disrespect; lack of equipment and tools to facilitate experiential learning especially for those inmates involved in labour-intensive projects such as landscaping and agriculture, and the difficulty of finding relevant information on available services. Table 33 summarises some of the key perceptions on the quality of rehabilitation services rendered in the case study.

Table 33 Perceptions on service standards

Programme Communications	Access to the programme	Skills development opportunities	On-site and off-site support services
"Sometimes you have to look for information "	"Help is there if you really need it"	They give you good skills that you can use to support your family"	"Support is not available in some areas" "They must follow us when we leave prison"
They must be patient with difficult people who need more help"	"They must increase the number of classes so we can learn well"	"Today I am able to make or fix things which I could not do before"	

Source: Interviews, September, 2013

The data in table 33 reveals several important issues regarding the quality of rehabilitation services as perceived by the respondents. In respect of programme communications, it appears that dissemination of information is apparently not happening in some areas – hence the comment that "sometimes you have to look for information." Some inmates attributed this problem to overcrowding in some of the Correctional centres. Access to the programme received better rating, with most participants saying that it is easy to get help if you need; although this tends to be negated by the shortage of classes. Another aspect of the programme which received good rating was skills development.

5.4.5.1 Benefits derived from the rehabilitation programme

As indicated in Chapter 4, respondents were also required to indicate whether they had benefited from the implementation of the rehabilitation programme in their re-

spective sections. Indeed, the results confirmed that some offenders had benefited immensely from this programme; while others still wanted to see more improvements in delivery of these services. Figure 11 depicts some of the key benefits that offenders received from the rehabilitation programme.

Figure 12: Benefits of rehabilitation programme for participants
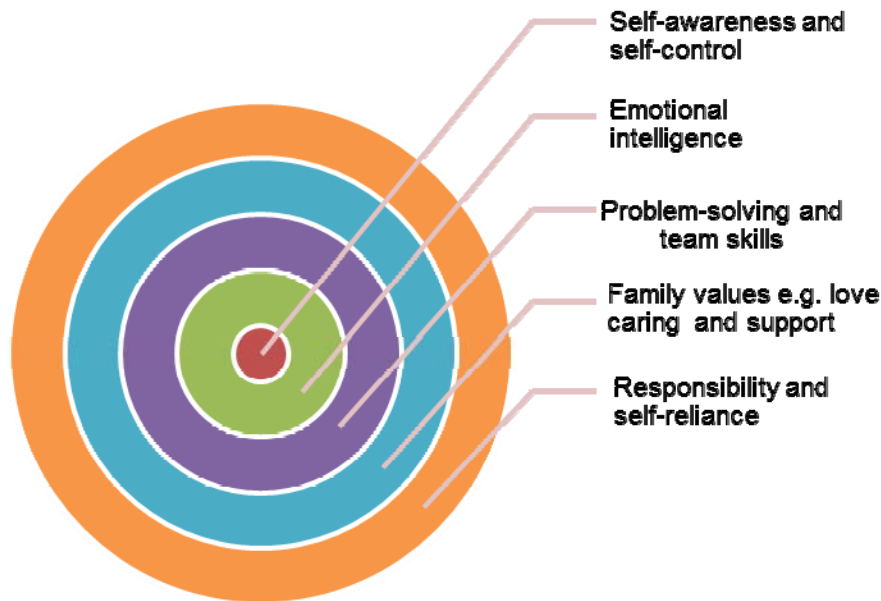
Source: Adapted from Interviews, September, 2013.

According to figure 11, the programme has taught some participants to be aware of their own strengths and shortcomings in life; including emotional intelligence. Mayer and Salovey (1990) define emotional intelligence as the ability to monitor one's own and others' feelings and emotions, to discriminate among them and to use this information to guide one's thinking and actions. Once internalized, emotional intelligence helps with the following skills:

Table 34 Emotional intelligence competencies

Emotional intelligence competency	Practical Implications
Perceived emotions	The first step in understanding emotions is to accurately perceive them. This may involve understanding nonverbal signals such as body language and facial expressions.
Reasoning with emotions	This involves using emotions to promote thinking and cognitive activity. Emotions help prioritize what we pay attention and react to; we respond emotionally to things that garner our attention.

| Understanding emotions | The emotions that we perceive can carry a wide variety of meanings. If someone is expressing angry emotions, the observer must interpret the cause of their anger and what it might mean. |
| Managing emotions | This entails effectively controlling one's emotions when faced with different situations and responding appropriately to what others say in those situations |

Source: Adapted from Mayer and Salovey (1990)

In addition to emotional intelligence skills, it appears that the programme has also instilled family values to some inmates. For example, as one inmate aptly put it, "now I have a wife and three children". This could mean that some offenders have learnt about the importance of giving love, caring and support to their families. It is generally accepted that that people from stable families are less likely to commit crime than those who come from dysfunctional families. Based on this logic, the experiences of inmates on rehabilitation services are categorised in table 35 below.

Table 35 Break-down of beneficiaries' experiences

Positive	Negative	Neutral
• "It helps me a lot" • "No problem" • "They support us" • "It changed my life" • "It gave me hope"	• "You have to look for help" • "Some (staff) do not care" • "There is no commitment" • "Sometimes we start late" • "They don't cover everyone"	• "I cannot say" • "Not really" • "I am not sure" • "Not for all of us" • "It is hard to tell"

Source: Interviews, September, 2013

From table 35, it can be seen that respondents had different experiences of rehabilitation services. On the positive side, it appears that some offenders were satisfied with rehabilitation services from the Boksburg Correctional Centres. For example, the idea that some participants were able to regain hope as a result of the intervention shows that the programme works; while others were pleased with the support received from social workers, facilitators and unit managers. On the negative side, some respondents were concerned about the lack of information on available rehabilitation services in the Centre. The general feeling was that programme benefits had not been sufficiently communicated to all inmates; which is why some offenders had to rely on their friends to get this information. This problem (inadequate communication) is clearly reflected in the comment that "you have to look for help". The possibility of poor communication cannot be dismissed as inmates attend different rehabilitation workshops in the Boksburg Correctional Centres.

Meanwhile, the neutral group represents participants who either had limited knowledge and experience of rehabilitation services or were not keen to participate in the programme. Deducing from their body language during interviews, it was evident that some of these inmates were apparently not committed to the programme, while others may have chosen neutrality due to fear of reprisal, such as rejection of their parole applications by the DCS. Nevertheless, their inputs do show that not all is well in the implementation of the rehabilitation programme.

5.4.5.2 Key challenges hindering programme implementation

As reported in chapter four, officials, facilitators and beneficiaries admitted that certain challenges hampered implementation of the rehabilitation programme. These ranged from operational to community-related problems. Figure 12 below provides more details on the specific challenges encountered by implementing agencies and beneficiaries on the rehabilitation programme.

Figure 13 Types of challenges experienced
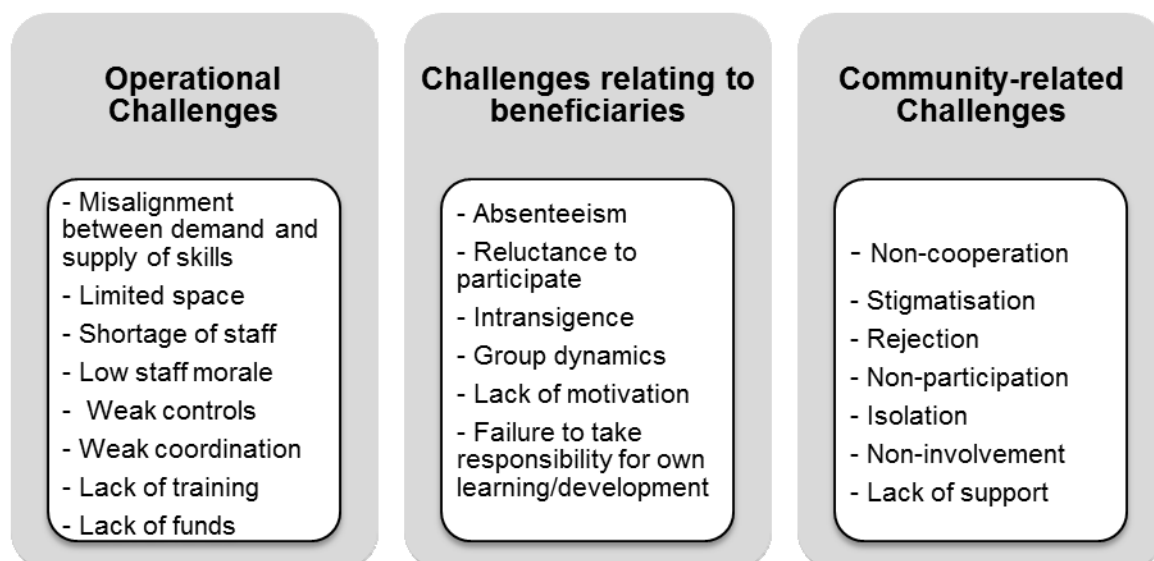
Source: Adapted from interviews, September, 2013

5.4.5.3 Operational challenges

As shown in figure 14 above, some of the challenges mentioned by participants were operational in nature, that is, they related directly to the way the Boksburg Correctional Centres is run. The data revealed that training venues are not only limited but

115

also tend to be small in size, while the centre is expected to handle large numbers of participants. Some officials alluded to the fact that "finances for rehabilitation services are never enough". In some way, this suggests a gap in resource planning and allocation. The incompatibility between demand and supply could be an indication that planning of rehabilitation services is either weak or insufficient in the case study. Evidence from the officials suggests that the Boksburg Correctional Centres is plagued by shortage of qualified staff and lack of motivation among programme personnel; which tends to reduce the quality of the services rendered to beneficiaries.

Another problem was that it had not been easy for some staff members to transfer acquired knowledge and skills back on the job. This was particularly true for some inmates who had received training on facilitation skills. According to Coetzee, Botha, Kiley and Truman (2007:127), transfer of training refers to learners' ability to apply the behaviours and competencies learnt in training to the job itself. Therefore, lack of transferability could mean that trainees are probably not given enough time to apply learnt skills on the job as part of their experiential learning.

Cascio (2006146) argues that employee motivation for training is primarily determined by personal and contextual factors. At individual level, the personal characteristics of consciousness and internal locus of control are important determinants of motivation to learn. At the level of the organisation, the climate in which the trainee functions, coupled with the support he or she receives from supervisors and peers, is also critical.

The above statement suggests that as much as the organisation is obliged to provide training opportunities, employees also have a responsibility towards their own development. Importantly, Du Toit, *et al* (2002:181) emphasise that that programmes to educate, train and develop public servants should be demand driven and must be designed to address the short term, medium term and long term projected needs of the diverse client groups of the public.

5.4.5.4 Challenges relating to beneficiaries

The data from figure 13 also attributes some of the problems to learners or inmates. For example, it was felt that some inmates do not attend the programme even if their

assessment records show that they have to attend. In addition, some participants complained about the lack of respect within the group; as exemplified by the comment that "officials must not teach only but ensure that we have peace with each other." Importantly, this statement highlights the need for managing group dynamics, particularly in learning environments that involve many people with diverse backgrounds and life experiences such offenders.

5.4.5.5 Community-related challenges

During the interview, some parolees indicated that in some cases, rehabilitation efforts were hampered by problems in the community. As discussed in chapter two, one of the fundamental of DCS policy is that rehabilitation should involve all key stakeholders, including offenders' families and communities. Problems emanating from the community include the refusal by some families to work with authorities to rehabilitate inmates; the prison stigma, which led to rejection and isolation of some inmates at community level. Consequently, it was difficult for some inmates to reunite with their families and communities. Some participants reported that the prison stigma even made it difficult for them to get employment.

This finding corroborates the point raised by Muntingh (2007:1) that Prisons and prisoners are at the margins of society and even democracies tend to be parsimonious in giving real expression to prisoners' rights. Popular notions of how prisoners should be treated gravitate towards increased suffering, but these are generally knee-jerk reactions fuelled by frustrations about the lack of public safety and the high rate of violent crime.

5.4.5.6 Potential opportunities

An examination of the data sets reported in Chapter four suggest that despite the challenges mentioned above, there are potential opportunities that can be harnessed to improve implementation of the rehabilitation programme in the Boksburg Management Area. These are shown in figure 13 below.

Figure 14: Potential opportunities
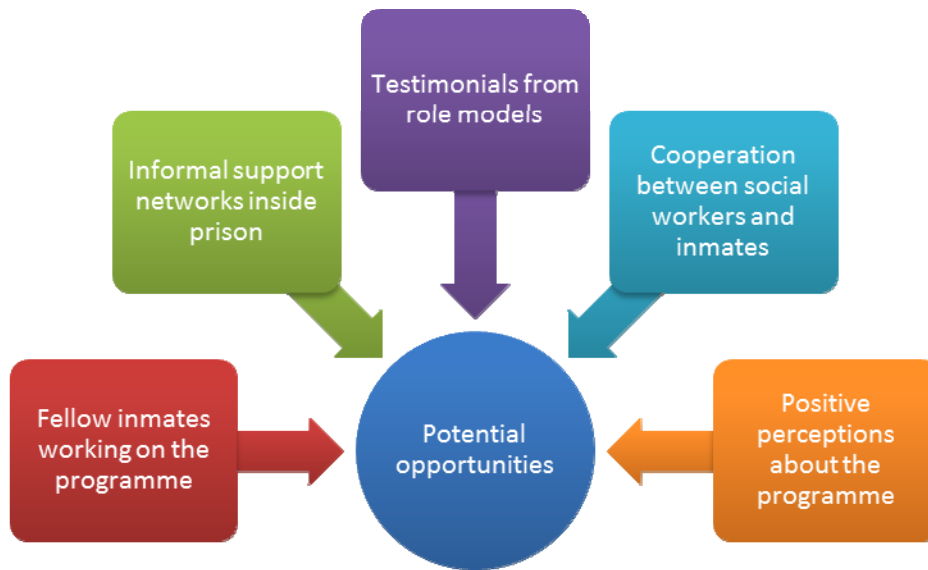
Source: Adapted from Interviews, September 2013

It is evident from figure 13 that reformed inmates provide an ideal opportunity for spreading positive messages about the benefits of the correction programme. It also emerged during the interview that, despite the challenges, the programme also had "strong-willed" individuals who were very positive about the programme, including some role models who provided facilitation services in the programme. Groomed well, these stakeholders could play a major role as "brand ambassadors" in various aspects of the programme.

Furthermore, some participants indicated that they had received programme information from friends who were regular users of rehabilitation services in the Boksburg Correctional Centres. Recognising and promoting these informal networks could serve as a reliable source of information and advice for many offenders. The Kenyan experience in chapter two showed that support networks play a vital role in preventing relapse and ensuring participation in rehabilitation services. Some inmates reported that they received support from social workers and facilitators in the correction centres. These positive relationships can be leveraged to increase the number of participants. More is said on this point in chapter 6.

5.4.5.7 Programme strengths and Weaknesses

Based on the data inputs from programme officials, social workers, facilitators and offenders and participating NPOs and CBOs, the strengths and shortcomings of the rehabilitation programme can be formulated as follows:

Table 36 Strengths and weaknesses of the programme

Strengths	Weaknesses
Diverse curriculum	Imbalance between theory and practice
Interdisciplinary approach	Heavy reliance on summative evaluation
Very interactive in nature	Lack of formative evaluations
Needs analysis precedes learning	Low skills level among teaching staff
Encourages participation	Limited learning time
Provides for information sharing	Limited training facilities
Aligned to SAQA and NQF	Lack of planning – which affects delivery

Source: Adapted from Interviews, September 2013

The finding on the misalignment between demand and supply of correctional services in the case study confirms the concerns raised by the National Commissioner of Correctional Services, who noted that: "for the DCS to be an effective organization it needs to strike a balance between its plans, its people and resources. I have noted with concern the lack of harmony between these elements" (Mr. Thomas Moyane, National Commissioner of Correctional Services (DCS Strategic Plan, 2011/2012-2015/16).

5.4.5.8 Correlation between the 5C Model and the research findings

Based on the discussion undertaken so far, it is possible to demonstrate how the research findings correlate with each component of the 5C Protocol suggested by Cloete and Wissink (2002:173) regarding policy implementation. As indicated in Chapter one, the study utilised this model as the basis for assessing the implementation of the rehabilitation programme in the Boksburg Management Area. Table 37 gives several examples which illustrate the correlation between this model and the results.

Table 37 Correlation between the findings and the 5C Model

Content	Context	Commitment	Capacity	Coalitions and Clients
There is general awareness about programme goals The rehabilitation programme is highly innovative with a wide variety of learning options Beneficiaries are placed in workshops that suit their needs	To some degree, the programme does meet the national goals of job creation, empowerment, social cohesion and sustainable development Alignment was reflected in skills development and community-based agricultural projects	Commitment to programme implementation is promising, although more still needs to be done in this area Visible leadership and consultative management appears to boost implementation Unintended results included "free riders" who misused learning time for their own ends	Capacity is boosted by the decentralised approach as well as partnerships between correctional centres, NPOs and CBOs But skills shortages, especially among facilitators, still pose a big challenge Constraints also exist in resource allocation e.g. budgets, tools equipment, etc.	Alliances had been formed with civil organisations to improve delivery Beneficiaries had been empowered to participate in programme implementation Some inmates have become role models on the programme – they facilitate learning

The examples in table 18 above suggest a direct link between the 5C Model and programme implementation in the Boksburg Management Area. Simply put, all the five variables have a significant impact on policy practice. This confirms the point raised by Cloete and Wissink (2000) that policy implementation does not occur in a vacuum. More importantly, the concern about "free riders" who used the programme as opportunity to escape prison pressures vindicates Anderson's view (1998) that in some cases, policy implementation may have unintended consequences.

5.4.6 Summary

Chapter five has analysed the research findings on the implementation of the offender rehabilitation programme in the Boksburg Management Area. From this analysis, it was evident that policy implementation is not immune from the variables cited during literature review in Chapter 2. The preceding discussion showed that implementation of the rehabilitation programme has been significantly impacted by content, context, commitment, capacity, clients and coalitions. Coupled with this is the need for effective programme management to ensure that rehabilitation programmes produce the desired results. The findings showed that programme management ef-

forts in the case study are inadequate, as evidenced by the misalignment between HR planning and supply of skills in rehabilitation projects.

In spite of these concerns, however, the analysis showed that progress has been made in the implementation of the rehabilitation programme in the Boksburg Management Area. The next chapter offers conclusions and recommendations on the research findings.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

Chapter five analysed the research findings concerning the implementation of the rehabilitation programme in the Boksburg Management Area. The analysis confirmed that the programme was being implemented through partnerships between Correctional centres, state departments, Non-profit organisations, offenders and community-based organisations. It was also established that the implementation process had been largely shaped by content, context, commitment, capacity and client and coalitions. Within this context, Chapter 6 reflects and makes inferences on the implications of these findings for the Boksburg Management Area. Next, the possible steps that may be taken to improve implementation of the rehabilitation programme are presented and justified. The last part of this chapter addresses future research needs within the context of correctional services.

6.2 Conclusions

To reiterate, assessment of the implementation of the rehabilitation programme in the case study was based on the 5C Model, whose elements include: content, context, commitment, capacity and clients and coalitions. On the basis of these elements, the following conclusions were derived:

With regard to ***content***, there appears to be a general understanding of the purpose and objectives of the rehabilitation programme in the Boksburg Management Area. Nearly all the participants were aware of what the programme is trying to achieve, although in varying degrees. Equally, the majority of inmates knew where to find rehabilitation services, which shows that despite the inconsistencies in provision, programme information had been communicated to beneficiaries. Access to rehabilitation was acknowledged by most participants, although there were obstacles in this regard. It was also pleasing to see that efforts had been made to diversify course content and skills development workshops to enable inmates to choose learning activities that meet their needs.

Participants accessed the programme through their supervisors, social workers, facilitators, fellow inmates and unit managers. On programme design, it appears that the rehabilitation programme is rich on content, as it incorporates a wide variety of interventions, including sex education, vocational training, apprenticeships, and formal courses for inmates who want to further their studies at tertiary level. In the same vein, it is equally important to note that some inmates felt strongly that the programme needs further diversification to increase the number of learning activities.

In respect of *context*, it seems that efforts have been made to link rehabilitation efforts with broader socio-economic policy objectives, which include, inter alia, poverty alleviation, employment creation, self-employment, and improving social cohesion through the integration of prisoners back to society. Some beneficiaries commented passionately that the rehabilitation programme had empowered them with skills which they needed to engage in self-employment activities. In addition, efforts to improve programme implementation were visible, as evidenced by the recently launched television programme aiming to encourage reconciliation between offenders and victims' families.

Concerning *commitment*, the results were mixed. From the supply side, low staff morale appears to be a major impediment to delivery of rehabilitation services in the Boksburg Management Area. In part, this is due to the perceived gaps in rewards and lack of support. On the demand side, it appears that while the majority of inmates are generally willing to participate in rehabilitation efforts, others lack motivation to do so and tend to see the programme as a compliance issue rather than a learning opportunity. To some extent, this suggests a gap in learner motivation strategies.

In respect of *capacity*, the Boksburg Management Area used a decentralised approach to service delivery, which facilitated the involvement of internal (e.g. social workers, psychologists, facilitators, CIOs, and inmates) and external stakeholders (NPOs, CBOs, Churches, etc.) Decentralisation along with consultative management also encouraged information sharing and joint problem-solving between programme officials and implementing agencies. With regard to human resources, the Centre

had a reasonable number of social workers, psychologists, educationists and technical instructors, although shortages were reported in technical areas.

Capacity constraints were also prevalent. These included shortage of class rooms, which resulted in overcrowding. This impacted negatively on the teaching and learning process. Overcrowding also prevented inmates from accessing programme information quickly. Other capacity constraints included limited financial resources, low staff morale, and lack of motivation to learn. Also, the lack of skills particularly among facilitators tended to hamper programme implementation. Shortage of skills also affected monitoring, evaluation and coordination of rehabilitation services.

The importance of coordination in organisations is neatly summed up by Jones and George (2003:314) as follows: The greater the complexity of an organisation's structure, the greater is the need for coordination among people, functions, and divisions to make the organisational structure work efficiently and effectively. Therefore, the finding on weak coordination mechanisms highlights underlying problems in programme management and communication systems in the case study organisation.

Furthermore, declining staff morale could be an indication that induction, training, performance management and rewards systems have not been properly aligned with programme goals. As defined by Grobler et al. (2006:206), induction is the process of integrating the new employee into the organisation and acquainting him or her with the details and the requirements of the job. The organisation's values, beliefs and traditions (culture) are slowly absorbed as a person is exposed to orientation, training and the peer group. This is called acculturation. Thus inattention to these issues may affect service delivery in any organisational setting.

Regarding *clients and coalitions*, the results were mixed. For example, with regard to clients, it appears that most inmates are relatively happy with the services that they receive from the rehabilitation programme. Most of the testimonials and/or anecdotes given by interviewees proved that the programme has impacted positively on their lives, enabling them to adopt moral values and reunite with their families. However, despite the positive behaviour change in some inmates, other offenders still faced retaliation, stigmatisation, isolation and discrimination not only in their

124

communities but also in the workplace. As one inmate put it, "it is still difficult to find a job without being scrutinized". This and many related stories highlight gaps in the provision of follow-up services, particularly at the community level.

Concerning coalitions, the results showed that efforts had been made to partner with a wide range of NPOs, CBOs and churches to improve implementation of the rehabilitation programme. Collaboration efforts were however hampered by the reluctance of some communities and victims' families to contribute to rehabilitation projects. This affected delivery of follow-up services at community level. As reported previously, some inmates expressed concerns about the lack of support services in their communities, which retards conciliation and integration efforts.

Overall, the research findings confirm that, despite inherent shortcomings, rehabilitation services are being provided to inmates in the Boksburg Correctional Centres, although the level of satisfaction with such services varies significantly among participants. In conclusion, it may be safe to argue that like any other policy intervention, the Boksburg Correctional Programme represents "work in progress" and thus requires constant review and adaptation to ensure that it produces the desired outcomes for beneficiaries. This requires a collective effort from all DCS stakeholders, as well as increased oversight mechanisms to enhance programme effectiveness and efficiency.

Therefore, judging by the findings of the study, it appears that the rehabilitation programme has only partially met the Department of Correctional Services' goal of rehabilitating prisoners and integrating them back to society; as illustrated by the resurgence of recidivism in many parts of the country. The next chapter outlines recommendations and future research needs.

6.3 Recommendations

The conclusions in the preceding section have revealed several important issues that require urgent attention to ensure effective implementation of the offender rehabilitation programme in the Boksburg Management Area. These include capacity constraints, limited monitoring and coordination efforts, weak programme manage-

ment strategies, and lack of motivation to learn, which affects not only the outcomes of the rehabilitation programme but also the quality of services provided.

6.3.1 Strengthen delivery capacity

It is quite evident from the results that provision of rehabilitation services in the case study Centre is being hampered by the lack of adequate capacity. In this regard, capacity refers to both human and material resources, including skills, expertise, relevant technologies, equipment, buildings, budgets, organizational memory, etc. Lack of capacity also weakened programme management efforts, resulting in wide discrepancies in service standards and outcomes.

Given the wide scope of the capacity constraints cited above, the following measures may be helpful: investing in human resource development; partnering with private sector to set up satellite help centres; computerising and integrating rehabilitation services in all centres, and creating "one-stop-shops, for released inmates, preferably in rural areas, where offender support services were said to be limited.

6.3.2 Improve coordination across projects

One of the concerns raised by respondents during the interview was that not all inmates receive information on available correction programmes. As a result, some of them are unable to access the programme, even if they want. Others reported that "you have to rely on friends to get information". To mitigate this gap, all correction centres need to be networked through computer technology. This will ensure that all centres have the same understanding regarding the planning, implementation and monitoring of rehabilitation programmes. This would also ensure consistency and uniformity in terms of service standards and outcomes.

6.3.3 Scale up monitoring and evaluation activities

The growing incidents of absenteeism by some offenders suggest that monitoring systems need to be tightened, particularly at the class-room level. This will also provide a good indication of how well offenders attend and participate in the programme. Manual registered and computerized clocking cards can be used to monitor not only attendance levels but also punctuality.

6.3.4 Broaden access to support services at community level

Some participants alluded to the fact that some of their colleagues do not receive support services when they leave prison, particularly those who stay far from city centres. This not only dilutes the positive gains derived from the Rehabilitation programme but also exposure inmates to the risk of recidivism. Therefore, it is important for the DCS to identify and prioritise high-risk areas where there are no follow-up programmes and provide the necessary support services

6.3.5 Change community perceptions about offenders

Concerns were raised about stigmatization, which respondents said happens in their communities. Apart from this, some participants reported that they even faced rejection from their families. One possible way of mitigating this problem is to sensitise communities about prisoners' rights and encourage them to help released inmates to form social support networks, just as it happens in Kenya. Educational campaigns should focus on changing negative perceptions about prisoners and teach communities and families about the value of acceptance, forgiveness and restoration of justice.

6.3.6 Benchmark correctional programmes

The three country experiences discussed in chapter two (i.e. Canada, Kenya and USA) revealed useful strategies that governments around the world use to mitigate reoffending and to help inmates return to society as reformed human beings. Based on these experiences, benchmarking assignments may be undertaken with selected countries to identify valuable lessons and practices that may help improve both planning and delivery of rehabilitation services in the Boksburg.

6.3.7 Quality-assure learning programmes

Learning programmes and activities need to be reviewed and adjusted regularly to reflect the changing needs and expectations of DCS customers (offenders) and new development and trends in the global environment. Internally, quality assurance activities may include quality audits, customer surveys, focus groups, testimonials, observation of learning activities and open feedback discussions with participants. Information from these activities may help improve programme design, as well as teaching and learning systems and processes.

6.3.8 Diversify programme content

One of the most valuable contributions that came from respondents during the interview was that additional learning activities are needed to make the programme more appealing to participants. This highlights the need for diversifying learning activities. To achieve this, the Boksburg Correctional Centres needs to survey its customers in order to identify their preferences regarding education and training. As shown in chapter two, interventions that consider the views and expectations of participants are more likely to succeed than those that are imposed on them.

6.4 Success factors

The following preconditions need to be met to ensure successful implementation of the 8 interventions mentioned above: close cooperation between implementing departments, effective allocation and utilization of resources; involvement of other departments, active participation of inmates' families and communities; improved stakeholder communications; informing stakeholders about programme goals and outcomes, paying attention to working conditions, and educating inmates on their roles and responsibilities on the programme and the benefits associated therewith.

6.5 Future research

As reported previously, the study was largely confined to only one correctional centre and that is the Boksburg management area. Given the significantly wide scope and magnitude of correctional services in the country, a comprehensive study is needed to determine the effectiveness of monitoring and evaluation systems in rehabilitation programmes country wide. This may take the form of a longitudinal study spanning several years, for example, 2-3 years, depending on availability of resources and research capacity. Such research would be appropriate given that M&E has been institutionalised in South Africa as a key ingredient in development interventions.

6.6 Final Conclusion

Although case study-based designs do not permit whole scale generalisation of findings across the board, however, this does not mean that they are completely detached from reality, especially if the research phenomenon is commonplace. In this study, implementation of rehabilitation programmes is standardised across the country, which makes it possible to extrapolate the results. Bearing this in mind, it is im-

portant to reflect on the overall implications of the research findings for the country as a whole. First, the study has demonstrated that rehabilitation efforts are underway and that some progress has been made despite the severe capacity constraints faced by the DSC in providing these services. Second, it was evident from these findings that rehabilitating inmates requires a coordinated strategy involving all key stakeholders, including local communities.

Within this context, an important lesson for the country, therefore, is that forming and nurturing strong partnerships at operational and community level is critical in the implementation of rehabilitation programmes. Aligned to this is the need for rehabilitation interventions to be supported with sound programme management skills to ensure that human and material resources are mobilised, allocated and utilised efficiently to meet the unique needs of inmates nationwide.

The study also has implications for programme design at national level. Of particular significance here is the need to balance theory and practice. As reported previously, some inmates raised concerns about the lack of opportunities for experiential learning, which apparently denied them the opportunity to apply acquired knowledge and skills in real-world situations. This along with the shortage of properly trained facilitators impacted negatively on the quality of rehabilitation services.

References

Armstrong, M. (1999): *A Handbook of Human Resource Management Practice*, London, Kogan Page.

Albertus, C. (2010):*"Offender Reintegration in South Africa: A Complementary* CrimePrevention Measure: *"Criminal Justice Initiative of the Open Society Foundation of* South Africa. Pinelands.

Anderson, J.E. (1997): *Public Policy Making*, Houghton-Mifflin Company, USA.

Bhengu, X. (2005): *Prison path leads back on itself.Financial Mail*, [Online]. Available:http://www.dcs.gov.za/, [2013 September 15].

Bless C & Higson Smith,C (2001). Fundamentals of Social Research Methods: An African Perspective. Cape Town, Juta& Co Ltd.

Bruyns, H.J. (2007): *The Impact of Prison Reform on the Inmate Population* of Swaziland, University of South Africa.

Cascio, W.F. (2006): *Managing Human Resources:* Productivity, Quality of Work Life, Profits. New York: McGraw-Hill Book Company.

Cloete, F. and Wissink, H. (2000): *Improving Public Policy*, Hartfield, Pretoria: Van Schalk Publishers.

Cresswell, J.W.(1998):*Qualification Enquiry and research design:Choosing among five traditions*, London, Sage Publications.

Coetzee, M., Botha, J., Kiley, T. and Truman, K. (2007): *Practising Education, Training and Development in South African Organisations*, Cape Town: Juta& Company.

Constitution of Phoenix Zululand: "*Restorative Justice Programme*". Phoenix Zululand Board of Management, 2004.1-12.

CSPRI*"Civil Society Prison Reform Initiative – Community Law Centre"* Home – Community Law Centre Open Works.[Online]. Available: http:// www.communitylawcentre.org.za/communitylawcentre.org.za/clc-projects/civil-societyprison-reform-initiative/> [2013 February 10].

Dankwa, V. *"Overcrowding in African Prisons:"Human Rights in African Prisons.*HSRC Press: Cape Town, 2007, 83-90.

Department of Correctional Services (2011): *The History of Transformation of the Correctional System of South Africa*, [Online]. Available: www.dcs.gov.za. [2013 February 10].

Dissel, A. *"Rehabilitation and Reintegration in African Prisons."Human Rights in African Prisons*HSRC Press: Cape Town, 2007, 155-176.

Dunn, W.N. (2008): *Public Policy Analysis:An Introduction,* Upper Saddle River, New Jersey: Pearson Prentice.

Du Toit, D.F.P., Van der Waldt, G., Bayat, Cheminias, J. (1998): *Public administration and management for effective governance,* Kenwyn, Juta.

Fouche' C.B.(2005)a. Writing the Research Proposal. In Devos, A.S. (Ed),Strydom,H. Pretoria: Van SCHAIK Publishers

Grobler, P., Warnich, S., Carrell, M.R., Elbert, N.F. and Hatfield, R.D. (2006): *Human Resource Management,* London: EMEA Publishing.

Hanford, M.F (2004): *What is programme management? [Online]. Available:*http://www.ibm.com/developerworks/rational/library/4751.html
[2013 July 25].

Miles,M.B. and Huberman, A.M.(1994)The Qualitative Researchers Companion. Sage Publishers.
Huysamen, G.K. (2001) *Methodology for the Social and Behavioural Sciences*, Cape Town: Oxford University Press Southern Africa.

Ivancevich, J.M., Lorenzi, P. and Crosby, P.B. (1997). *Management: Quality and Competitiveness*, Boston: McGraw-Hill.

Jones, G.R. and George, J.M. (2003). *Contemporary Management*, New York, McGraw-Hill, USA.

Khulisa Projects *"My Path Rehabilitation Programme: "Khulisa Social Solutions" [Online].* Available: http://www.Khulisa.org.za> [2013February 10].

Leedy, P. (1997): Practical Research, New Jersey, Merrill.

Lushaba, N, T. (2010):*"Practical Experiences of Recidivism in a Rural Context: Finding New Ground in Reclaiming Live", The Open Society Foundation for South Africa, 2010, 1-12.*
Mcaree, T. (2011), T. *Prisoner Rehabilitation in South Africa*: A Case Study Of Phoenix Zululand's Work in Eshowe Correctional Facilities.

Miles, M.B. and Hubberman, A.M. (1994): *Qualitative Data Analysis*, Thousand Oaks, London: Sage Publications.

Mkhize, H. (2009): *Strategic Plan 2009/10 – 2013/14,* Department of Correctional Services, Republic of South Africa.

Maree, K. (2010): *First Steps in Research*, Pretoria: Van Schalk Publishers
Merriam, S.B. (1998) *Qualitative Research:A Guide to design and implementation,* San Francisco: Jossey-Bass.

Morra-Imas, L.G. and Rist, R.C.(2009):*The Road to Results: designing and Conducting effective development evaluations,* World Bank, Washington DC.

Mouton, J. (1998): *Understanding Social Research,* Pretoria: Van Schalk Publishers.

Motiuk, L., Boe, R. and Nafekh, M. (2003): *The safe return of offenders to the community.* In Bruyns, H.J. (2007): *The impact of Prison Reform on the Inmate Population of Swaziland*, University of South Africa.

Motiuk, L.L. and Porporino, F.J. (1989): *Field test of the community risk/needs management scale: A study of offenders on caseloads.* Ottawa, ON: Correctional Service of Canada in Bruyns, H.J. (2007): *The impact of Prison Reform On The inmate Population of Swaziland*, University of South Africa.

Muntingh, L. (2005): *"Offender Rehabilitation and Reintegration: Taking the White Paper"*Forward: Civil Society Prison Reform Initiative: Cape Town, 2005.

Muntingh, L. (2007): *Prisons in the South AfricanConstitutional Democracy,* Braamfontein: Centre for the Study of Violence and Reconciliation.

Neuman, W.L. (2011): *Social Research Methods*, Boston: Pearson Education
NICRO:[Online]. Available: http://www.nicro.org.za/home/ [2013 February 10].

Pirow,B.(1992): Republic of South Africa. (2013). *Department of Correctional Services 2013. Boksburg Manangement Area Monthly Statistics*. Boksburg

Republic of South Africa. (2013*). Department of Correctional Services 2013. Boksburg Management Area interviews*. Boksburg

Republic of South Africa*. (1998).The Correctional Services Act, No. 111 of 1998,* Pretoria: Government Printers.

Republic of South Africa. (1996). *The Constitution of the Republic Act No. 108 of 1996*, Pretoria: Government Printers.

Republic of South Africa. (2011-2030). *National Development Plan 2011-2030.* Pretoria: Government Printers.

Republic of South Africa. (2006*). Department of Correctional Services 2006: Policy Framework.* Pretoria: Government Printers.

Republic of South Africa.(2010). *Department of Correctional Services 2010: Correctional Programmes Targeting Offending Behaviour.* Pretoria: Government Printers.

Republic of South Africa.(2006*). Department of Correctional Services 2006: Strategic Plan*. Pretoria: Government Printers.

Republic of South Africa.(2010). *Department of Correctional Services 2010: Strategic Plan. Pretoria:* Government Printers.

Republic of South Africa.(2011-2016*). Department of Correctional Services 2011-2016: Strategic Plan*. Pretoria: Government Printers.

Republic of South Africa.(2008). *Department of Correctional Services Offender Rehabilitation Programme (2012),* Pretoria: Government Printers.

Republic of South Africa.(2012). Department *of Correctional Services Offender Rehabilitation Programme (2012*), Pretoria: Government Printers.

Republic of South Africa. 2005). *The White Paper on Corrections in South Africa* 2005, Pretoria: Government Printers.

Robson, C. (1993). *Real world research*, Oxford, Blackwell.

Rossouw, D. (2003): *Intellectual Tools: Skills for the human sciences*, Hartfield: Van Schalk Publishers.

Shabangu, I (2006): *Prison Overcrowding in the South African Correctional Services:A Penelogical Perspective*, Pretoria: University of South Africa, November 2006

Shehu, Z. and Akintoye, A. (2009): "*The critical success factors for effective programme management: a pragmatic approach":* The Built and Human environment Review, Volume 2, 2009.

Sloth-Nielson, J. (2007):*The State of South Africa's Prisons."*in Buhlungu, S. Daniel, J.and Jessica Lutchman,J. (2007): State of the Nation, HSRC Press: Cape Town.

Sloth-Nielsen J. (2003): *Policy Developments in the South African Correctional System,* CSPRI Paper No.1. [Online]. Available:
http://www.communitylawcentre.org.za/cspri/publications/Julia-final.pdf,
[2013 February 10].

Somekh, B. and Lewin, C. (2005): *Research Methods in the Social Sciences,* London: Sage Publishers*.*