



11 November 2016

CHALLENGES EXPERIENCED BY NGOS AND FBOS IN PROVIDING REHABILITATION PROGRAMMES IN CORRECTIONAL CENTRES IN THE WESTERN CAPE

TABLE OF CONTENTS

SECTION A: THEORETICAL FRAMEWORK	1
1. INTRODUCTION.....	1
2. REHABILITATION OF OFFENDERS IN SOUTH AFRICAN CORRECTIONAL CENTRES	2
2.1. Definition	2
2.2. Rehabilitation as a Justification/Theory of Punishment	2
2.3. Legislative and Policy Framework on rehabilitation	2
2.3.1. United Nations Standard Minimum Rules for the Treatment of Prisoners	2
2.3.2. Correctional Services Act, 111 of 1998	3
2.3.3. White Paper on Corrections 2005	3
2.3.4. Spiritual Care Policy	5
2.4. Rehabilitation programmes available in correctional centres	5
2.4.1. Correctional programmes targeting offending behaviour	5
2.4.2. Offender Development Programmes	6
3. NATIONAL DEVELOPMENT PLAN AND THE MEDIUM TERM STRATEGIC FRAMEWORK...8	8
3.1. National Development Plan (NDP) Vision 2030.....	8
3.2. Medium Term Strategic Framework (2014-2019)	9
SECTION B: METHODOLOGY, FINDINGS AND RECOMMENDATIONS.....	10
4. RESEARCH METHODOLOGY	10
4.1. Research aims and objectives and key research questions	10
4.2. Research approach and design	10
5. RESEARCH FINDINGS	10
5.1. Profile of organisations interviewed	10
5.1.1. Mhani Gingi	11
5.1.2. Sonke Gender Justice	11
5.1.3. Centre for Christian Spirituality	11
5.1.4. Institute for the Healing of Memories	12
5.2. General challenges experienced.....	12
5.2.1. How often are these challenges experienced?	13
5.2.2. Is management aware of these challenges?	13
5.2.3. How can these challenges be addressed?	13
6. GENERAL RECOMMENDATIONS	14
7. SOURCES.....	14

SECTION A: THEORETICAL FRAMEWORK

1. INTRODUCTION

The rehabilitation of incarcerated offenders is one of the key objectives of punishment. Offenders are said to be incarcerated not only as punishment, but in order to transform their behaviour from law breaking to that of law abiding citizens and ultimately to be reintegrated successfully into the community upon release. The rehabilitation of offenders is not only the responsibility of the Department of Correctional Services (DCS) but the community could (and should) also play a significant role. This is prominently noted in the White Paper on Corrections (2005), which states that “corrections is a societal responsibility”. The Department of



Correctional Services allows a number of non-governmental organisations (NGOs) and faith based organisations to render different rehabilitation focussed programmes to offenders in correctional facilities.

Considering the available list of approved research applications in the Department of Correctional Services, it is noted that not much research, if any, has been done on the effectiveness and/or impact of NGOs providing services in correctional facilities across the country to date. Thus this research paper provides an analysis of selective programmes offered to inmates and evaluates the challenges encountered by these NGOs when providing services to offenders in correctional facilities. This research is limited to NGOs providing rehabilitation programmes in correctional facilities in the Western Cape.

2. REHABILITATION OF OFFENDERS IN SOUTH AFRICAN CORRECTIONAL CENTRES

2.1. Definition

According to Schallenger and Smykla¹, rehabilitation refers to the notion of treatment in the belief that offenders who receive appropriate counselling, psychological treatment, psychiatric intervention, or drug therapy, will be less prone to repeat offending. This view is supported by Edgar and Newell² when they state that rehabilitation is about treatment intervention, correction and development to reform criminal to anti-criminal behaviour.

2.2. Rehabilitation as a Justification/Theory of Punishment

Rehabilitation, as a theory of punishment, gained increasing popularity during the last century due to the increasing criticism against individual deterrence and the detrimental consequences of short term imprisonment.³ This theory of punishment is more concerned with offenders' reform, than using punishment to deter criminals. According to Rabie and Strauss⁴, the theory of punishment rests upon the belief that human behaviour is the product of certain causes, that these causes can be identified, and that therapeutic measures can be employed to effect positive changes in the behaviour of the person subjected to such treatment. It is also acknowledged that this theory of punishment has so far been applied positively to youth offenders and yielded the greatest success under this group. This is because youth offenders are said to be more susceptible to certain influences and therefore more amenable to rehabilitative measures than adults who have already developed more or less fixed personalities.

2.3. Legislative and Policy Framework on rehabilitation

2.3.1. United Nations Standard Minimum Rules for the Treatment of Prisoners

According to Rule 61 of the United Nations Standard Minimum Rules for the Treatment of Prisoners (1955), community agencies should be enlisted wherever possible to assist the staff of the institution in the task of social rehabilitation of the prisoners.

¹ Schallenger and Smykla (2005:79)

² Edgar and Newell (2006:11)

³ Rabie and Strauss (1981)

⁴ Ibid



2.3.2. Correctional Services Act, 111 of 1998

Chapter III (three) of the Correctional Services Act, 111 of 1998 deals with custody of all prisoners under conditions of human dignity. Of particular relevance in this chapter, is section 16(1)-(2). Section 16 (1) states that “the Department may provide development and support services even when not required to do so by this Act”. In addition, section 16(2) further states that, “in all instances, when the Department does not provide such services, the Commissioner must inform prisoners of the services available from other sources and put prisoners who request such services in touch with appropriate agencies”. In this instance this can also refer to NGOs providing rehabilitation programmes in correctional centres.

Another chapter which is important is Chapter IV (four) of this Act which deals with all sentenced prisoners. Section 41 of this chapter makes provision for treatment, development and support services for sentenced offenders. The following are the provisions of this section:

- The Department must provide or give access to as full a range of programmes and activities as is practicable to meet the education and training needs of sentenced prisoners.
- Sentenced prisoners who are illiterate or children may be compelled to take part in the educational programmes offered in terms of subsection 1.
- The Department must provide social and psychological services in order to develop and support programmes which meet specific needs of sentenced prisoners by promoting their social functioning and mental health.
- The Department must provide, as far as practicable, other development and support programmes which meet specific needs of sentenced prisoners.
- Sentenced prisoners have the right to take part in the programmes and use the services offered in terms of subsection (1), (3) and (4).
- Sentenced prisoners may be compelled to participate in programmes and to use services offered in terms of subsections (1), (3) and (4) where in the opinion of the Commissioner their participation is necessary, having regard to 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 women are not disadvantaged.

2.3.3. White Paper on Corrections in South Africa (2005)

The White Paper on Corrections (2005) acknowledges that no correctional system can achieve its objective if it does not have a range of healthy external partnerships. On that score, the White Paper on Corrections has identified non-government organisations, faith-based organisations and community-based organisations as some of the key external partners. This policy document mentions that the relationship between the DCS and the community, community-based organisations and faith-based organisations are inherent to the successful achievement of the rehabilitation and reintegration of offenders. It further states that, the partnership that is required in this regard must be managed through formal arrangements and that there should be ongoing monitoring and evaluation of such projects and work by such organisations in order to ensure quality service delivery to offenders.



In promoting community participation in correctional matters, the White Paper on Corrections directs the Department of Correctional Services to establish a policy framework for community participation. In this regard, the White Paper stipulates the following principle:

- The rehabilitation of offenders can only be truly successful and their reintegration into the society meaningful if all stakeholders are allowed to participate in the process. To this effect, the participation of the community in strengthening and enhancing rehabilitation is crucial. The needs of the Department shall have to be marketed to the community in order that the community can source expertise and services it can provide. An environment that encourages and promotes the participation of community-based service providers must be created. Entry into the Department for purposes of rendering services must be regulated yet facilitated and thus the structures necessary to accomplish this must be established.

In addition to the above, the White Papers also provides reasons why the Department needs to establish the community partnership policy. According to the White Paper, the objectives are to:

- Create opportunities for the establishment and maintenance of partnerships between the Department and the community;
- Create an environment that would allow for the effective involvement of the community in the rehabilitation of offenders;
- Regulate the influx of community-based service providers into the Department wishing to render programmes and services to offenders to assist with rehabilitation efforts;
- Formalise collaborative partnerships and networking relationships with the community;
- Integrate and coordinate services rendered by community-based service providers to offenders;
- Ensure effective reintegration of offenders into the community;
- Involve ex-offenders in rehabilitation efforts; and
- Market the Department, its needs and services to the community.

The White Paper also provides some of the principles with regard to community participation and community programmes. The following are some of the key principles related to community participation:

- Community participation and programmes shall promote the restoration of relationships and bring about healing and forgiveness.
- Programmes rendered to offenders or staff by, and agreements entered into with, community-based service providers, shall be evaluated and reviewed from time to time to ensure continuous adherence to, and promotion of the Department's core business.
- Any deviation from agreements, as well as policies and procedures of the Department shall result in the termination of the services of a community-based service provider.
- Community participation shall aim to enhance effective reintegration of offenders into society as law-abiding and productive citizens.



- The needs of the Department in respect of programmes and services to enhance rehabilitation of offenders shall be marketed to the community.
- The Department shall enter into collaborative partnership with the community and both parties shall share expertise and resources.

2.3.4. Spiritual Care Policy

The Department of Correctional Services has developed a policy on spiritual care services in correctional facilities. This policy is said to create an opportunity and encourages offenders to practice their religion according to the specific prescriptions of their religion, subject to administrative practicality of facilities and the maintenance of good order and security in correctional centres. The following are some of the objectives of this policy:

- To create an environment conducive for the rendering of spiritual care services towards rehabilitation of offenders;
- To ensure provision of spiritual workers and volunteers by church/faith community to render spiritual care services;
- To provide needs-based spiritual care services and programmes to offenders including special categories (children, aged, women and disabled);
- To facilitate provision of spiritual enlightenment programmes to all offenders especially those who do not belong to any church/faith; and
- To promote and enhance a multidisciplinary and holistic approach in the provision of spiritual care services to offenders.⁵

2.4. Rehabilitation programmes available in correctional centres

The Department of Correctional Services administers rehabilitation programmes under the budget of Programme 3: Rehabilitation. This programme has been divided into three sub-programmes namely; Correctional Programme, Offender Development, and Psychological, Social and Spiritual Services. In the 2016/17 financial year, Programme 3 has been allocated a total of R1.2 billion. The bulk of spending for this programme goes towards compensation of employees and related goods and services items, due to the labour intensive nature of the Offender Development and Psychological, Social and Spiritual Services sub-programme.⁶ The Department of Correctional Services provides a number of different programmes aimed at equipping offenders with various skills which can be used upon release. These programmes will be discussed below.

2.4.1. Correctional programmes targeting offending behaviour

Correctional programmes are needs-based programmes that address offending behaviour. These programmes are compulsory for all offenders serving sentences of 24 months and longer. The Department of Correctional Services has developed and sourced the following seven correctional programmes:⁷

- **Anger Management:** This programme is aimed at raising offender's awareness of the causes and symptoms of anger and teaching them how to manage their

⁵ Department of Correctional Services, Spiritual Care Policy, 2005

⁶ Estimates of National Expenditure (2016)

⁷ Department of Correctional Services, Correctional Programmes targeting offending behaviour



anger. It also helps offenders unlearn old habits associated with aggression and learn or relearn healthy ways of dealing with and expressing anger.

- **Crossroads Correctional Programme:** This programme is aimed at all sentenced offenders who are serving sentences of 24 months and longer and is based on the needs and risk identified in the offender's Correctional Sentence Plan. The main purpose of Crossroads Correctional Programme is to target offending behaviour through the implementation of basic behaviour modification techniques
- **Preparatory Programme on Sexual Offences:** This programme is aimed at targeting all sentenced offenders who are serving sentences of 24 months and longer based on the needs and risks identified in the offender's Correctional Sentence Plan. The main objective of the Preparatory Programme on Sexual Offences is to involve sexual offenders in a correctional programme addressing their sexual offending behaviour through the acquisition of the relevant knowledge and skills.
- **Pre-release Programme:** All sentenced offenders who have release dates are obliged to have completed this programme before release from the correctional centre. The objective is to prepare offenders for successful reintegration into society by providing them with skills and information to enable them to cope with possible challenges they may have to face after their release.
- **Substance Abuse Correctional Programme:** This programme is aimed at targeting all sentenced offenders who are serving sentences of 24 months and longer, based on the needs and risks identified in the offenders' Correctional Sentence Plan. The main purpose is to help participants gain insight into the negative effects of substance abuse.
- **Restorative Justice Orientation Programme:** This programme can be presented to sentenced offenders as well as probationers, after they have undergone programmes addressing their offending behaviour. It could also be used for all special categories of offenders, guided by needs and risks identified in their individual Correctional Sentence Plan. The main objective of this programme is to orientate offenders in respect of restorative justice and to prepare them for further intervention through restorative justice programmes.
- **New Beginnings Orientation Programme:** This programme is aimed at empowering offenders to be more aware of themselves and the situation around them. The programme also allows for offenders' transition into adjustment to the correctional centre. All categories of offenders can benefit from the New Beginnings programme based on the needs, risks and level of responsiveness identified during assessment.

2.4.2. Offender Development Programmes

Fox and Stinchcomb acknowledge that, "making inmates productive is the first step to keeping them out of prison. Making them literate is one of the first steps in making them productive".⁸ The Department of Correctional Services therefore provides a variety of programmes to equip offenders with skills that can be used to gain employment or create a business upon release in the community. These programmes are broadly divided into three categories, namely

⁸ Fox and Stinchcomb (1994)



educational programmes, skills development programmes and psychological, social and spiritual services. The programmes include, but are not limited to: education, carpentry, welding, agriculture and motor mechanic.

2.4.2.1 Educational programmes

There is little doubt that literacy, in terms of the simple ability to read and write, is one of the most critical skills needed to function in society.⁹ The Department of Correctional Services provides the following educational opportunities in correctional facilities:

- **Early Childhood Development:** This programme provides necessary administrative support services and systems to Mother and Child Care units in terms of Early Childhood Development (ECD).
- **Awaiting Trial Detainees, Parolees and Probationers:** The Directorate for Formal Education provides only administrative support, study guidance, counselling and other relevant support in terms of studies to awaiting-trial detainees, parolees and probationers. During the re-integration process the official in charge of education link the probationer with the community learning centres where practicable.
- **Children of school going age:** It is compulsory for children of school-going age to attend school. Education opportunities are provided to sentenced children (15 years and younger).
- **Pre-adult Basic Education and Training (ABET) and ABET level 1-4:** Pre-ABET programmes form a compulsory part of the ABET field and provide opportunities to learners to learn to read and write. This course serves as a bridging phase to ABET level 1. ABET is available from level one (1) up to level four (4). The programme is presented by ABET practitioners (educators, functional officials/trained offender facilitators). In 2013, the then Minister of Correctional Services announced that, as from 1 April 2013, it would be compulsory for every inmate without a qualification equivalent to Grade 9 to complete Adult Basic Education and Training (AET) from level 1 to 4.¹⁰
- **Higher Education and Training (HET):** Courses under this programme are provided through distance learning in the offenders' own time and at his/her own expense and include, diplomas, occupational certificates, first degrees, higher diplomas, professional qualifications, higher degrees, further research degrees and doctorates.
- **Computer Based Learning Programme:** The purpose of this programme is to provide learners with a secure environment to utilise technology for study purposes, to train offenders to become computer literate, as well as to use the centre within a multimedia approach to train students in relevant courseware packages/applications.

2.4.2.2 Skills Development Programmes

- **Production workshop:** The Department of Correctional Services has been running workshops and building works for years and has contributed a great deal to the training of prisoners. The Department of Correctional Services manufactures the following items in their workshops:
 - Textile items, for example, prison clothing, pillowcases and sheets amongst others;

⁹ Ibid

¹⁰ <http://www.pmg.org.za/briefing/20130529-minister-correctional-services-2013-budget-speech-responses-da-and-ifp>



- Leather items, for example, footwear for prisoners;
 - Metal items, for example, food trolleys, key cabinets and steel trunks; and
 - Wooden items, for example, office furniture and kitchen cupboards.¹¹
- **Agricultural programmes:** The Department of Correctional Services uses agricultural programmes for training and work opportunities for offenders. Agriculture products are used in correctional facilities for own use and self-sufficiency purposes. The following agricultural activities are undertaken by the Department:
 - Vegetable production to provide fresh vegetables for the prison's own use, as far as possible;
 - Fruit production to provide fruit for the prison's own use, as far as possible;
 - Milk production to provide fresh milk and butter;
 - Meat production which includes pork, chicken, beef and mutton; and
 - Egg production to provide fresh eggs.¹²

2.4.2.3 Psychological, Social and Spiritual Services

These services provide needs-based programmes and services aimed at maintaining the personal wellbeing of incarcerated persons by facilitating social functioning and spiritual, moral and psychological wellbeing. For the 2016/17 financial year, the Department of Correctional Services has targeted the following number of offenders to benefit from these services:

- Psychological services: 25 417 inmates;
- Social work services: 134 369 inmates; and
- Spiritual services: 90 546 inmates.¹³

3. NATIONAL DEVELOPMENT PLAN AND THE MEDIUM TERM STRATEGIC FRAMEWORK

3.1. National Development Plan (NDP) Vision 2030

The NDP is regarded as the key policy document which offers a long term perspective on South Africa's development goals towards 2030. The NDP is defined as a desired destination for the country and identifies the role different sectors of society need to play in reaching that goal.¹⁴ Of relevance to the Department of Correctional Services in particular is Chapter 12, which focuses on the developmental goal of "Building safer communities" as well as Chapter 14, which focuses on promoting accountability and fighting corruption.

The NDP envisages that by 2030, people in living in South Africa should feel safe at home, and at work, and they enjoy a community life free of fear. Women should be able to walk freely in the street and children play safely outside. According to the NDP, order to achieve this vision, a well-functioning criminal justice system is required, in which the police, the judiciary and correctional services work together to ensure that suspects are caught, prosecuted, convicted and securely incarcerated and rehabilitated. The NDP highlights a number of priorities to achieve a crime-free South Africa. Of importance for this paper is priority number four (4): 'Increasing rehabilitation of prisoners and reducing recidivism'. Accordingly, the NDP

¹¹ Naser (1993)

¹² Ibid

¹³ Annual Performance Plan of the Department of Correctional Services (2016/17)

¹⁴ <http://www.gov.za/issues/national-development-plan-2030>



states that, successful reintegration of released prisoners into society is largely dependent upon the quality of rehabilitation programmes and conditions into which they are released. It further states that, the Department of Correctional Services play a vital role in rehabilitating prisoners and reducing recidivism by preventing prisoners from relapsing into criminal activity and in so doing, putting the safety of the community at risk.

The NDP makes a number of recommendations in relation to the Department of Correctional Services, which include the following:

- Substance-abuse treatment during imprisonment should be increased. Substance-abuse programmes before release should be a component of any pre-release programme given the relationship between drug abuse and the commission of crime in the broader society.
- Education and training programmes should be extended to increase chances of employment and reintegration of released prisoners. The Department of Correctional Services is implementing skills programmes and these should be increased. A proactive relationship between DCS and business should be directed to appropriate skills development to increase the chances of released prisoners being absorbed into the economy.
- Capacitate community organisations to assist in sustaining rehabilitation of former prisoners and assist with reintegration into the community. Civil society can play an invaluable role in the continued rehabilitation of former prisoners and the prevention of re-offending. Civil society organisations need to be identified, vetted and adequately resourced to do this. Vetting should be compulsory for those organisations working with sex offenders.
- Youth in prison should be targeted by DCS as a priority focus for restorative justice based on their crimes and their propensity for rehabilitation. Their chances to make meaningful and productive contribution to society should be increased through the value of these programmes and post-prison conditions. Diversion programmes remain critical to reducing overcrowding, and rehabilitation.¹⁵

3.2. Medium Term Strategic Framework (2014-2019)

The Medium Term Strategic Framework (MTSF) forms Government's strategic plan for the 2014-2019 electoral term. It reflects the commitments made in the election manifesto of the governing party, including the commitment to implement the NDP.¹⁶ The MTSF sets out the actions that Government will take and targets to be achieved. It also provides a framework for other plans of national, provincial and local government. This is the first MTSF to follow the adoption of the NDP in September 2012.¹⁷

In terms of the MTSF, the Department of Correctional Services contributes to Outcome 3: All people in South Africa are and feel safe and the following targets have been set for the Department of Correctional Services:

¹⁵ National Development Plan, Vision 2030

¹⁶ <http://www.poa.gov.za/MTSF%20Documents/MTSF%202014-2019.pdf>

¹⁷ Ibid



Table 1: Selected performance indicators and targets

Indicator	Targets and Performance	2014/15	2015/16	2016/17	2017/18	2018/19
% of offenders participating in Correctional programmes	Target	69%	68%	72%	76%	80%
	Performance	68.89%	74.30%			
% of offenders participating in skills development programmes	Target	80%	80%	80%	80%	80%
	Performance	83%	91%			

Source: National Treasury, Estimates of National Expenditure 2016

SECTION B: METHODOLOGY, FINDINGS AND RECOMMENDATIONS

4. RESEARCH METHODOLOGY

4.1. Research aims and objectives and key research questions

The aim of the study is to develop an understanding of the challenges faced by NGOs/FBOs and other civil society organisations providing rehabilitation programmes in correctional centres in the Western Cape. The study addresses the following key research questions:

- What are some of the challenges experienced by NGOs/FBOs while rendering rehabilitation programmes in correctional centres?
- How often are these challenges encountered?
- Is management of the centre aware about these challenges?
- How can these challenges be addressed?

4.2. Research approach and design

This study aims to create a frame of reference for other researchers who will study this phenomenon in the future. An empirical study has been conducted in the form of interviews with identified organisations rendering rehabilitation programmes in correctional centres in the Western Cape. Semi-structured in-depth interviews were used as the method of data collection. Interviews were conducted with people who facilitate programmes in correctional centres on behalf of their organisations. For this study four (4) organisations were interviewed which are:

- Mhani Gingi : interview on 13 July 2016
- Sonke Gender Justice: interview on 19 July 2016
- Centre for Christian Spirituality: interview on 20 July 2016
- Institute for healing of memories: interview on 27 July 2016.

5. RESEARCH FINDINGS

5.1. Profile of organisations interviewed



5.1.1. Mhani Gingi

Mhani Gingi Social Entrepreneurial Network was established in August 2004 in Cape Town by Lillian Masebenza who is the founding director. Mhani Gingi is an organisation that strives to provide innovative business solutions that are sustainable and profitable and contribute towards alleviating poverty in local communities. The approach of this organisation comprises of two elements: an investment component and skills development aspect that equips members to operate sustainable business operations.¹⁸ In the correctional centre this organisation runs a garden programme with offenders. The organisation started work with Pollsmoor Correctional Centre in 2009. A Memorandum of Understanding (MOU) has been signed with Goodwood Correctional Centre in April 2016 but work has not yet started.

5.1.2. Sonke Gender Justice

Sonke Gender Justice is a non-partisan, non-profit organisation, established in 2006. Sonke works to create the change necessary for men, women, young people and children to enjoy equitable, healthy and happy relationships that contribute to the development of just and democratic societies. Sonke pursues this goal across Southern Africa by using a human rights framework to build the capacity of government, civil society organisations and citizens to achieve gender equality, prevent gender-based violence and reduce the spread of HIV and the impact of AIDS.¹⁹

Sonke Gender Justice has been involved with DCS since 2007. The focus is to conduct peer education within correctional facilities. Inmates go through peer education for ten (10) months and graduate at the end of each year and receive certificates for successfully completing the programme. The facilitators spend a maximum of 2 hours per day in facilities running a programme. The main focus of their programme includes, HIV/AIDS, sexual violence, Sexually Transmitted Infections (STIs) and human rights issues. Correctional officials are also trained to become peer educators. Sonke is facilitating peer education in the following correctional centres:

- Helderstroom Correctional Centre;
- Malmesbury Correctional Centre;
- Goodwood Correctional Centre;
- Voorberg Correctional Centre;
- Allandale Correctional Centre; and
- Drakenstein Correctional Centre.

The organisation does not receive any funding from the Department of Correctional Services but is funded by the Department of Health.²⁰

5.1.3. Centre for Christian Spirituality

The Centre for Christian Spirituality is situated in Rosebank, Cape Town. The Centre provides services based on seven (7) focus areas, which include: Prayer services, Meditation, Quiet days, Spiritual direction, Retreats, Courses and IMBADU Men's Project. For the purpose of this paper, the focus will be on the IMBADU Men's Project.

¹⁸ <http://mhanigingi.co.za/>

¹⁹ <http://www.genderjustice.org.za/sonke-staff/>

²⁰ Keegan Mark Lakay (2016)



The word IMBADU is derived from the Xhosa tradition and refers to men gathering around the kraal, addressing issues that concern them. This project aims to address issues around men and masculinity with the aim of growing into men who are compassionate, able to relate and connect with other men, women and children, nature and God in a deep meaningful, nonviolent and life-giving way.²¹ The IMBADU men's project has been working with offenders at Pollsmoor Correctional Centre since 2011. This programme creates space for men (offenders) to speak and reflect on themselves and to discover themselves. This organisation received a two (2) years contract from the Department of Correctional Services to run this particular programme in the correctional centre.²²

5.1.4. Institute for the Healing of Memories

The Institute for the Healing of Memories is situated in Claremont, Cape Town. The Institute was founded in 1998 by Father Michael Lapsley, amongst others. The Institute runs its programmes in the Goodwood Correctional Centre. The relationship between the Institute and the Department of Correctional Services started in 2000, but a MOU to formalise the relationship was only signed in 2015. The purpose of the programme is to create space for offenders to reflect and tell their life stories. Each session takes a duration of three (3) days and a total of 20 offenders participate per session. There are only two sessions per year which translate to participation by 40 offenders per year. This is designed for offenders in a correctional centre who are about to be released on parole.

5.2. General challenges experienced

A number of challenges are experienced by organisations running programmes in correctional centres. Some challenges are unique to certain organisations while others are more general in nature. The following general challenges have been noted:

- Offenders are sometimes not released when service providers arrive at a correctional centre to render programmes. The reasons for not availing inmates vary. This is time wasted for the organisation that came to the centre and was not informed in advance that inmates will not be available. This has financial implications for travelling, as well as accommodation for facilitators, if the centre is far from their offices and it becomes wasteful expenditure for the organisation.
- The issue of space to run the programme is a key challenge. Some organisations do not have a dedicated space for programmes in the centres. Often organisations are allocated different spaces each time they come to run the programme. In addition, there are not enough venues to facilitate break-away sessions required for specific programmes.
- The issue of appropriate furniture is also a challenge. Some of the venues do not have chairs, which necessitates some organisations to bring their own chairs.
- The issue of noise is another challenge. Different organisations run different programmes at the same time and in close proximity to each other. It becomes difficult to run a programme, especially those which require complete silence. An example is when a programme is held next to a church service which is disruptive because of noise as a result of singing.

²¹ <http://christianspirit.co.za/imbadu-mens-project/>

²² Thomas & Rengqu (2016)



- Scheduled time for programmes is another problem. Sometimes there is no standard time when the programme will start because of changes in the prison programme for that specific day. This will negatively affect participation in the programme because facilitators will have to rush through the workshop/programme for that day.
- Scheduling of prison activities also has a negative effect on offender participation in programmes. For instance, if for that specific day an offender has a visitor or it is a shopping day in the centre, then an offender will miss a session. Therefore, that offender will not be able to attend the next session if the previous session was missed.
- Communication from centre management is sometimes poor. For instance, when there are new regulations, the programme facilitators only find out on the day they arrive to run the programme. They are not informed well in advance.
- The issue of under-staffing is a challenge because a relationship has been built with programme coordinators in a specific centre. Therefore, if the coordinator is off-sick for that specific day, then there is no one to assist the organisation with logistics such as arranging the venue, releasing offenders from sections to attend the programme etc. Sometimes even when the coordinator has just taken normal leave, alternative arrangements are not made in advance for somebody to assist. Even the organisation is not informed in advance that the coordinator will not be available for that specific day.
- In other instances, HIV/AIDS coordinators are the ones coordinating all programmes including those which are not HIV related or even health related. Therefore, there are vacancies for programme coordinators.
- Sometimes there are riots in a correctional centre (Malmesbury) and therefore the organisation will not be allowed to come in to run programmes in that period.
- Sometimes officials make negative comments to offenders participating in programmes and this affects the offender's spirit and motivation in participating.

5.2.1. How often are these challenges experienced?

As mentioned earlier, some challenges are unique to certain organisations while others are more common. Therefore, the frequency of these challenges will also differ from one organisation to the other. The frequency of the challenge will also depend on the nature of the challenge identified. For instance, the issue of venue is a challenge which is experienced more often by all organisations interviewed because of overcrowding and lack of space in most centres.

5.2.2. Is management aware of these challenges?

All organisations interviewed indicated that they have raised the challenges they experienced with the heads of centres where they run their programmes. Therefore, it means management of the centres where these challenges are experienced is aware of these challenges.

5.2.3. How can these challenges be addressed?

In most of the challenges identified, the issue of communication is central. Communication is vital in addressing most of these challenges. It is important that management of the centre as well as coordinators communicate with organisations in their centres about any changes which



might affect their programme for that specific day so that the programme facilitators can make alternative arrangements. The next section on recommendations will touch more on how some of the specific challenges could be addressed.

6. GENERAL RECOMMENDATIONS

In light of the above-mentioned challenges, the following recommendations are made:

- Communication has been identified as one of the key challenges facing organisations rendering rehabilitation programmes in correctional centres. It is therefore important that the Department of Correctional Services and in particular management at individual correctional centres improve on their communication with NGOs and FBOs attached to their facilities.
- Management of the centre should engage with all organisations in the centre and arrange a time table for different programmes in the centre. This will assist in alleviating problems of noise, venue etc.
- Management of the centre should also review the structure of the prison programme in order to prevent a conflict of interest between offender shopping time and attendance of programmes.
- The White Paper on Corrections (2005) states that rehabilitation should be at the centre of Departmental activities. This means rehabilitation of offenders should take priority over other prison activities. The management of the centre should ensure that in their daily planning, this principle is upheld.
- The White Paper on Corrections (2005) also mentions that every official is a rehabilitator. Therefore, correctional officials should act as role models to offenders and should desist from making negative comments to offenders while attending programmes.
- The Department of Correctional Services should be encouraged to fill vacancies in order to address under-staffing in correctional centres.
- The management of the centre should also identify and train other officials who could assist with coordination of prison programmes so that when the designated officials is off-sick then someone who is knowledgeable about the programme could be able to assist the NGO facilitators on the day.

7. SOURCES

Correctional Services Act, 111 of 1998.

Department of Correctional Services (2016). Annual Performance Plan.

Department of Correctional Services, Correctional Programmes Targeting Offending Behaviour: See:

[<http://www.dcs.gov.za/Publications/Other%20Publications/Correctional%20Programmes%20Targeting%20Offending%20Behaviour.pdf>]

Department of Correctional Services (2005). Spiritual Care Policy

Department of Correctional Services (2005). White Paper on Corrections in South Africa.



Edgar, K. Newell, T. (2006). Restorative Justice in Prisons. A guide to making it happen. Waterside Press, UK

Estimates of National Expenditure (2016). National Treasury.

Fox, V.B. Stinchcomb, J.B. (1994). Introduction to Corrections. Fourth edition. Prentice Hall

Lakay, K. M. 2016. Sonke Gender Justice. Community Education & Mobilisation Manager. Interview on 19 July 2016

Medium Term Strategic Framework (2014-2019)

Minister of Correctional Services, Mr Sibusiso Ndebele (2013). Budget Speech & responses by DA and IFP.

National Development Plan, Vision 2030

Nesser, J.J. (1993). Penitentiary Penology. Second Edition. Lexicon Publishers

Rabie, M.A. Strauss, S.A (1981). Punishment: An introduction to Principles.

Schmallegger, F. Smyka, J.O. (2001). Corrections in the 21st Century. New York: Glencoe, McGraw Hill

United Nations Standard Minimum Rules for the Treatment of Prisoners (1955).