


Constraints in the Delivery of Adult and Community Education and Training Programmes for Offenders in Limpopo Province, South Africa



Nkarhi E. Mathebula¹  & Mohammed Xolile Ntshangase¹ 

¹ University of Limpopo, South Africa.

ABSTRACT

Most governments have always desired to reintegrate young offenders back into their communities through educational programmes. However, this is met with a myriad of constraints in delivering such programmes. Information about these constraints is scarce in South Africa. This paper highlights the constraints to the delivery of Adult and Community Education and Training programmes for offenders in Limpopo Province, South Africa. This study used a case study qualitative research approach. A total of 15 participants were identified by purposeful sampling. These 15 participants were recruited from Polokwane, Makhado, and Thohoyandou Correctional Centres in the Limpopo Province, South Africa. Data were collected through document reviews and semi-structured interviews. The study findings indicated that (1) Needs analysis is not conducted before the commencement of the programme; (2) The Adult and Community Education and Training programme for offenders in Limpopo Province is not adequately funded; (3) Educators do not receive adequate training necessary for the teaching of offenders; (4) The department does not do the monitoring of the programme as it was supposed to do. The findings imply that policies should be developed on funding programmes and training of educators should be developed. The findings also imply that practitioners should perform an effective, compelling needs assessment so that relevant programmes can be designed. Education and Training programmes for offenders because these very factors are the possibilities/constraints to the delivery of these programmes. Furthermore, the findings imply that practitioners should ensure that there is ongoing monitoring of the programme to check its effectiveness.

Correspondence

Mohammed Xolile
Ntshangase

Email:

mohammed.ntshangase@ul.ac.za

Publication History

Received:

4th April, 2025

Accepted:

8th August, 2025

Published:

26th September, 2025

To Cite this Article:

Mathebula, Nkarhi E. and Mohammed Xolile Ntshangase. "Constraints in the Delivery of Adult and Community Education and Training Programmes for Offenders in Limpopo Province, South Africa," *E-Journal of Humanities, Arts and Social Sciences* 6, no. 10 (2025): 2386 - 2399, <https://doi.org/10.38159/ehass.202561011>

Keywords: Offenders, Correctional Centres, Adult and Community Education and Training programmes, Policy, Desistance and Constraints.

INTRODUCTION

Very often, when people get into a pattern of offending, it becomes increasingly difficult to stop the cycle and, as a result, they find themselves re-offending. Factors such as discrimination and a negative criminal record prevent ex-offenders from securing opportunities for a positive change.¹ However, research has shown that education can be a powerful tool for positive change as it supports the

¹ Joanna Shapland and Anthony Bottoms, "Offending and Offence Patterns in the Early Stages of Desistance: A Study of Young Men in England," in *The Routledge International Handbook of Life-Course Criminology* (Routledge, 2017), 301–23; Daniel Carpenter, "School Culture and Leadership of Professional Learning Communities," *International Journal of Educational Management* 29, no. 5 (2015): 682–94.

development of personal agency through exposure to positive social networks, new communities and individuals without criminal records who possess skills.² Education, because of its nature of social mobility, can rehabilitate offenders. While the benefits of education as a way of desistance are well known, this paper discusses constraints to the delivery of Adult and Community Education and Training programmes for offenders in Limpopo Province, South Africa.

Education is one key aspect of the rehabilitative role of correctional centres. This specific function of correctional centres can form a stepping stone in the pathway towards inclusion for offenders who face exclusion before they enter the correctional system and after release therefrom.³ By providing relevant Adult and Community Education and Training programmes, offenders can be supported to make good use of their sentences, address gaps in their learning and skills, improve their employability and change their personal attitudes and perceptions, which can help them understand the reasons for and consequences of their actions.⁴

Taking into account the above discussion, an important question remains. What are the factors contributing to the failure of Adult and Community Education and Training programmes for offenders in Limpopo Province? This paper aims to explore the constraints to the delivery of Adult and Community Education and Training programmes for offenders to propose a model that will help address these constraints.

LITERATURE REVIEW

Since 1994, when the South African government became a democratic state, new policies and legislative frameworks have been implemented to support and affirm its role in the process of social change and development. The democratic dispensation has thus brought about changes in the education system of South Africa.⁵ This paper argues that since the enactment of the Adult Basic Education Policy, South Africa could have been far with its implementation, however, nothing much has been achieved thus far.

Adult Basic Education and Training is one area that emerged as a means and strategy to address the challenges faced by millions of adults who never attended school and are functionally illiterate; as such, doors were opened for people to take part in Adult Basic Education and Training. The implication is that ABET was critical in addressing the basic needs and development imperatives of poor South Africans. This has necessitated accelerating the development of a better ABET system to provide people with the foundation for lifelong learning and to equip them with skills and the capacity to participate fully in society.⁶ Despite the milestones reached in this regard, critical challenges remain. Among other challenges, the education system perpetuates the divisions of the past.⁷ Adult education institutions continue to suffer due to the lack of infrastructure, teaching facilities and staffing. The opportunities in rural areas are more limited than those in urban areas. Furthermore, most disabled students continue to experience discrimination in terms of accessing post-education and training opportunities, and the system does not have adequate facilities and staff to cater for the needs of the disabled. This paper argues that with the provision of relevant adult education policy, South Africa could have achieved a lot in this area since the dawn of democracy in 1994. For example, education for adults is still marginalized and has, in rare instances, provided vocational education for those seeking to improve their occupational skills.⁸

² Iolo Madoc-Jones et al., "Rethinking Preventing Homelessness amongst Prison Leavers," *European Journal of Probation* 10, no. 3 (2018): 215–31; Fergus McNeill and Beth Weaver, "Changing Lives?: Desistance Research and Offender Management," *Report*, 2010; W.H. Woodcock and S. Narayan, *Rethinking Punishment and Reentry* (London: Cambridge University Press, 2019); D. Abeling-Judge, *Introduction to Criminal Justice* (New York: Routledge, 2019); Lindsey Livingston Runell, "Identifying Desistance Pathways in a Higher Education Program for Formerly Incarcerated Individuals," *International Journal of Offender Therapy and Comparative Criminology* 61, no. 8 (2017): 894–918.

³ David N Aspin et al., *International Handbook of Lifelong Learning*, vol. 6 (Springer Science & Business Media, 2012). P. 123

⁴ Judith D Chapman and David N Aspin, "A Problem-Solving Approach to Addressing Current Global Challenges in Education," *British Journal of Educational Studies* 61, no. 1 (2013): 49–62.

⁵ Department of Higher Education and Training, *White Paper for Post-School Education and Training* (Pretoria: Government Printers, 2012), 37.

⁶ Department of Higher Education and Training, *White Paper for Post-School Education and Training*, 37.

⁷ Mũthoni Ngatia and Jamele Rigolini, "Addressing Skills Gaps: Continuing and Remedial Education and Training for Adults and Out-of-School Youths in Sub-Saharan," *The Skills Balancing Act in Sub-Saharan Africa: Investing in Skills for Productivity, Inclusivity, and Adaptability*, 2019.

⁸ UNESCO, *Challenges in Implementing Adult Education* (France: United Nations, 2018).

South Africa has a post- education and training system that does not offer sufficient places to the many youth and adults seeking education and training.⁹ The education system needs to be expanded to provide for the educational needs of the many young people and adults who are neither in employment nor training. The education system should also be able to assist those who are outside the formal economy and who need creative and sustainable ways to earn an income. Much of the education offered in South Africa is inadequate in terms of quality.¹⁰ These quality challenges are different and they relate to governance, management, teaching, curriculum, infrastructure, and quality assurance.¹¹

In 2012, a new Adult and Community Education and Training system (ACET) was introduced to meet the needs of the many adults, youth, offenders, and ex-offenders who are unemployed, uneducated and not studying. ACET is basically targeted at youth and adults who did not complete their schooling or never attended school. It is estimated that 3.2 million young people between the ages 15 and 24 are either unemployed, incarcerated, or not engaged in education or training. About 523.000 of those had only achieved a primary school education or less than a grade 10 education.¹² Additionally, adults who attended the Khari Gude Mass Adult Literacy Initiative and Public Adult Learning Centres (PALC's) were absorbed into community colleges. Community colleges are an expansion of the university and college system.¹³

The expansion of educational opportunities has led to the introduction of new community colleges.¹⁴ These community colleges were expected to be sensitive to addressing the needs the communities. Furthermore, community colleges are building on the current offerings of the PALC's intending to expand vocational skills development programmes and non-formal programmes. Formal programmes include the General Education and Training (GETC), Senior Certificate programme, the National Senior Certificate for Adults (NASCA), and Skills Occupation funded by Senior Education and Training Authorities (SETA's) or National Skills fund, Non-formal programmes such as Community Health Care, Early Childhood Development (ECD), Care for the aged, Care for those with HIV/AIDS, Citizenship Education and Community Education. These programmes are geared towards the needs of the local communities and organisations.¹⁵

Education is one key aspect of the rehabilitative role of correctional centres. This specific function of correctional centres has a capacity to form a stepping stone in the pathway towards inclusion for offenders who face exclusion before they enter the correctional system and after release therefrom.¹⁶ By providing relevant Adult and Community Education and Training programmes, offenders can be supported to make good use of their sentences, address gaps in their learning and skills, improve their employability and change their personal attitudes and perceptions, which can help them understand the reasons for and consequences of their actions.¹⁷

Taking into account the above discussion, an important question remains. What are the factors contributing to the failure of Adult and Community Education and Training programmes for offenders in Limpopo Province? This paper aims to explore the constraints to the delivery of Adult and Community Education and Training programmes for offenders in order to come up with a model that will help address these constraints. The article is based on the four (5) findings of research carried out to evaluate Adult and Community Education and Training programmes for offenders in Limpopo Province of South Africa which were that (1) Needs analysis is not conducted before the commencement of the programme, (2) Funding for the programme is not adequately provisioned, (3) Lack of proper training for the teaching of offenders (4) Lack of proper training for the teaching of offenders, and (5) There is not adequate monitoring of the programme by the Department of Higher Education and Training.

⁹ Ngatia and Rigolini, "Addressing Skills Gaps: Continuing and Remedial Education and Training for Adults and Out-of-School Youths in Sub-Saharan."

¹⁰ A. Land and J. Aitchison, *Looking at Appropriate Forms of Lifelong Learning* (UKZN, 2018).

¹¹ UNESCO., *Challenges in Implementing Adult Education*.

¹² Statistics South Africa (Stat SA), *Quarterly Labour Force Survey*, 2018, 74.

¹³ Land and Aitchison, *Looking at Appropriate Forms of Lifelong Learning*, 75.

¹⁴ Department of Higher Education and Training, *White Paper for Post-School Education and Training*.

¹⁵ Department of Higher Education and Training, *White Paper for Post-School Education and Training*, 46.

¹⁶ Aspin et al., *International Handbook of Lifelong Learning*, 123.

¹⁷ Chapman and Aspin, "A Problem-Solving Approach to Addressing Current Global Challenges in Education," 43.

THEORETICAL FRAMEWORK

The researchers used the Theory of Change to frame the study. This theory provides a foundation that defines how and why a programme will work. Activities can be conducted without bringing about the desired change. It is through the Theory of Change that organizations can develop targets of how activities lead to impact. The Theory of Change defines the components and steps necessary to achieve long-term goals. The types of interventions are described through the theory of change. The Theory of Change includes the assumptions that stakeholders use to explain the process of change. According to Connell and Kubisch, the Theory of Change defines and clarifies the research questions and helps to identify what should be evaluated.¹⁸ The Theory of Change is critical for programme planners as it helps them understand how and why the programme will work.¹⁹ From the beginning of a programme, the Theory of Change specifies how activities will lead to both short-term and long-term outcomes.²⁰ The Theory of Change presents many opportunities for positive outcomes for programmes, policies, and initiatives. Furthermore, the Theory of Change plays a critical role in evaluations. Evaluations based on the theory of change identify what to measure, and identify interim outcomes.²¹ The Theory of Change planning and evaluation process can reinforce the broader goals of a policy, programme or project in terms of promoting collaboration and engagement among stakeholders.²²

METHODOLOGY

The study used a qualitative research approach with the objective of understanding complex human phenomena. The researchers found the case study design helpful in understanding the participants' viewpoint.²³

Sampling

This study used purposeful sampling to select fifteen (15) participants (six (6) Learners, six (6) Educators, and three (3) Centre Managers). Participants were chosen because they were part of the ACCET Programme for offenders in Limpopo Province, therefore, researchers thought that they would bring valuable insights into this research. The participants were selected based on the following reasons: the educators were teaching in the specific correctional centres where the programme is offered, and with their ability to articulate. Learners were selected based on their ability to communicate well, and Centre Managers were selected based on the number of years they have spent managing the specific programme. Again, the experience of the Centre Managers also influenced the choice since they have been on the programme for more than a decade.

Data Set Construction

Data were constructed through four data sets as follows:

Dataset 1: Data on the policies guiding the programmes was constructed by collecting information on policies, administration documents, assessment tasks, and announcements or official notices. Information from documents is important in a case study because it supports evidence from other sources of information. It was important for the researcher to go through the policy document on Adult and Community Education and Training programmes for offenders. The reason for going through the documents was to understand the preparations that were made for the ACET programmes. The other reason was to support and strengthen research.²⁴ Data was collected from existing documents about ACET programmes for offenders. The focus was on the type of programmes offered, learning areas, time allocated for lessons, teaching and learning materials, and assessment.

¹⁸ James P Connell and Anne C Kubisch, "Applying a Theory of Change Approach to the Evaluation of Comprehensive Community Initiatives: Progress, Prospects, and Problems," *New Approaches to Evaluating Community Initiatives* 2, no. 15–44 (1998): 1–16.

¹⁹ Garry Anderson and Nancy Arsenault, *Fundamentals of Educational Research* (Routledge, 2005), 71

²⁰ J.A. Weiss, *Public Management Reform and Innovation. Research, Theory, and Application* (London: The University of Alabama Press, 1995).

²¹ R. Pawson and N. Tilley, *Realistic Evaluation* (London: SAGE, 1997), 64.

²² Connell and Kubisch, "Applying a Theory of Change Approach to the Evaluation of Comprehensive Community Initiatives: Progress, Prospects, and Problems," 66.

²³ A. Bryman, *Research Methods* (United Kingdom: Oxford University Press, 2018), 96.

²⁴ J. M. Corbin and A. Strauss, *Developing Grounded Theory: The Second Generation* (London: Left Coast Press, 2008), 171.

Dataset 2: Sampled learners were interviewed using semi-structured interviews. The reason for conducting semi-structured interviews was to obtain the learners' views about the ACET programmes offered to them inside correctional centres. The Learners gave their recommendations as a way of coming up with ideas that can help improve the programmes.

Dataset 3: Educators of the ACET programme were interviewed in order for them to give insight into their experience, qualifications, training, salaries, staffing, time allocated to lessons, assessment activities, curriculum, study strategies for learners, funding, and other challenges they encounter in the teaching of the programme.

Dataset 4: The centre managers were individually interviewed to establish their understanding of their learners' experiences with regard to the programme. The other reason for doing so was to establish constraints on the delivery of Adult and Community Education and Training programmes for offenders in Limpopo Province. The constraints were found to be funding, staffing, learner and teacher support materials, qualifications and training of educators, and infrastructure.

Data Analysis

The data collected were analysed by thematic analysis. Data analysis involves the process of interpreting the data collected through all the stages of data collection.²⁵ Data were made more manageable by organising them into categories and interpreting them, searching for recurring patterns to determine the importance of relevant information.²⁶ The researchers began by coding each unit into as many categories as possible and the process of research, the data were put into existing categories or existing categories were improved; if not, then new categories emerged.²⁷

Ethical Considerations

Research ethics refers to the application of moral standards to decisions made in conducting and reporting the results of research studies. This study was granted ethical clearance by the Turfloop's Ethics Committee. The study has been able to maintain all ethical principles discussed hereunder. Permission was requested from the National Department of Correctional Services since this study was conducted in its correctional centre. The approval for conducting research was sought from the Turfloop Research Ethics Committee (TREC) with reference number (TREC/49/2019:PG). The researcher identified voluntary participants who signed consent forms before they could participate in this study. They 'were allowed to discontinue any time they decided to do so.'²⁸

Trustworthiness

To increase the trustworthiness of this study, a well-detailed research design was developed at the initial stages of the study, which contains research questions and procedures followed in collecting and analysing data.

Confidentiality

The researcher has ensured that what was discussed with one participant was not repeated with the other participant. All information obtained from the participants was treated as confidential. The researcher requested the services of the Research Assistant to be in charge of the voice recorder during data collection, as well as the transcription of data. The Research Assistant was not allowed to discuss issues from the individual interview with others in ways that might make others see who has contributed such

²⁵ Sharai B Merriam and E J Tisdell, "Dealing with Validity, Reliability, and Ethics," in *Qualitative Research: A Guide to Design and Implementation*, ed. E. J. Tisdell, Sharan B. Merriam, and H. L. Stuckey-Peyrot (Jossey-Bass San Francisco, CA, 2009), 209–35. 315

²⁶ James H. Mcmillan and Sally Schumacher, *Research in Education: A Conceptual Introduction* (London: Scott, Foresman and Company, 2016), 315.

²⁷ C. Marshall and G. B. Rossman, *Designing Qualitative Research* (London: SAGE, 2013), 134.

²⁸ Louis Cohen, Lawrence Manion, and Keith Morrison, *Research Methods in Education* (Routledge, 2013), <https://doi.org/10.4324/9780203720967>.

data. He was also “not allowed to say what an individual participant has said in the interview.”²⁹ It was ensured that the participants’ names and identities were not identifiable in print. The individuals’ confidentiality was protected from other persons in the setting by “letting them know that their identity shall not be disclosed to anyone else”.³⁰ This implies that the researcher has anonymised individuals in the dissemination of the study to protect the identity of the participants.³¹ It was ensured that interactions with participants did not harm others or engaged in any activities that run the risk of harming others. Furthermore, a debriefing was conducted to enable participants to feel as comfortable as possible and express their feelings during the interviews, as well as to decide if participants had experienced a high level of discomfort so that they could be referred to professionals for help.³²

PRESENTATION OF FINDINGS

Data from document analysis was collected at Polokwane Correctional Centre. Information from documents included adult education policies, minutes of meetings, assessments, tasks, and administration documents. The focus of document analysis was on curriculum leadership, time allocated for lessons and training of educators.

Policy formulation and implementation

The Constitution of the Republic of South Africa, as the most supreme law of the land, contains the South African Schools Act and other legislations needed to guide education authorities in the formulation of policies for educational institutions. Likewise, the provision of relevant educational programmes for offenders cannot be wholly understood without a proper understanding of legislative and policy frameworks that are set to advance adult education in this sector.

During the visit to the Polokwane Correctional Centre, the researchers requested to see the available policies that guide the execution of the programmes. The findings revealed that policies on education in general and on Adult Education in particular are in place, but what is lacking is the implementation of those in some areas. The Department of Correctional Services runs the Adult and Community Education and Training programmes in collaboration with the Departments of Education, Labour, Health, Water and Sanitation. The Department of Correctional Services created policies to enable the delivery of adult education among its offenders. As researchers went through the policy documents, it was learnt that for the state of Adult and Community Education to improve, budgets need to be increased. With the current budgets, the institutions cannot afford to buy the necessary books and stationery.

Curriculum Leadership

The promotion of a culture of learning is a core responsibility of educational leaders who are responsible for ensuring effective curriculum application and learning in educational institutions. It is expected that where there is effective curriculum leadership, heads of schools should always have minutes of meetings, and reports on department curriculum activities and these could include assessment reports, moderation reports, and written work reports. This study revealed that all records were available and centre managers accounted for them, and organised staff meetings where they discussed progress and challenges pertaining to the functioning of the institution. The minutes of all the meetings held were available in the centre manager’s office. During the interview with the centre manager, she called one of the educators to come and address specific aspects. The educator was able to address those issues that were put before her. From this experience, it was learnt that the type of leadership portrayed by the centre manager in Polokwane Correctional Centre is suitable because it involves other colleagues.

The other important thing that was learnt was that the educator knew how to deal with those aspects because they always engage with one another in the form of meetings in that facility. The delivery of a good curriculum requires competent centre managers and educators who can formulate

²⁹ Amrit Thapa et al., “A Review of School Climate Research,” *Review of Educational Research* 83, no. 3 (2013): 357–85.

³⁰ Mcmillan and Schumacher, *Research in Education: A Conceptual Introduction*, 312.

³¹ Thapa et al., “A Review of School Climate Research.”

³² Syracuse University, “Common Ethical Issues,” 2018, <http://soe-sy-edu/academic-counselling-and-human-services>.

policies and action plans. These policies should not only be developed but also implemented. The role of education leaders is to provide professional leadership and management of the curriculum and to ensure that schools offer effective teaching and learning.³³ This outcome was achieved because the researchers found that the centre managers were indeed professional leaders in all the correctional centres visited. School leaders have the challenge of creating both the climate and practices for the academic success of all learners.³⁴

Training of Educators

Educational institutions and people should be developed and capacitated so that they can in turn supplement others. Education institutions that aim at improving the curriculum should not leave their educators behind. Institutions should be able to empower their educators through training. Staff development is crucial to ensure that there are educational and curriculum improvements. Whereas the area of staff development is in line with Organisational Development Theory, Integrated Quality Management Systems (IQMS) through the School Improvement Plan (SIP) and the School Development Plan (SDP), correctional centres do not have a stand-alone staff development policy that will guide their plan in this area.

Staff Development Plans and reports were not available in all correctional centres. There was a tendency to assume that the Staff Improvement Plan, as part of Integrated Quality Management Systems, would be able to identify areas in which educators needed development and that educators on their own would engage in personal development; however, this was happening in practical terms.

The training of educators should be guided by Staff Development Policies.³⁵ This policy guides Staff Development Plans, wherein funding can be sourced to provide appropriate training for educators. Some studies revealed that South African educators were not adequately trained and that pre-service training and qualifications for new educators cannot guarantee educators who can provide quality education service without being taken through in-service training in preparation for a new job.³⁶ This comes because of higher educational institutions that provide generic and high level academically oriented programmes with minimal apprenticeship or work in practice.³⁷ Furthermore, the South African Council for Educators, which was given a mandate to promote the professional development of educators, was not active in this area.³⁸ The role of SACE is not beneficial to South African educators, except for attending to disciplinary measures. SACE was blamed for its non-visibility in provinces in terms of delivering services to the educators, lack of communication with professionals, not performing its role and being seen as the wing of the Department of Basic Education, inadequate provisioning of the professional programme to the educators, and too much emphasis on disciplining educators.³⁹

DISCUSSION

Needs Analysis

Participants in this study indicated that needs analysis is not done before the commencement of the programme. They further suggested that whenever needs analysis is conducted, it does not serve a purpose because the programme continues to offer learners what they do not really need. It is important to conduct a need analysis before the commencement of any educational programme because it helps

³³ Department of Basic Education, *Education for All (EFA) Country Report: South Africa*, 2014, 68.

³⁴ A. Villareal, "Challenges and Strategies for Principals of Low-Performing Schools," 2015, <http://www.idra.org/resource-centre/challenges-and-strategies-for-principals-of-low-performing-schools>.

³⁵ Department of Basic Education, *Education for All (EFA) Country Report: South Africa*, 38.

³⁶ Tony Bush and Derek Glover, "School Leadership and Management in South Africa: Findings from a Systematic Literature Review," *International Journal of Educational Management* 30, no. 2 (2016): 211–31, 136.

³⁷ Public Service Commission (PSC), "Public Service Commission Report on the Management of Leave in the Public Service," 2018, <http://www.psc.gov.za/documents/leave.asp>.

³⁸ South African Council for Educators, "South African Council for Educators (SACE) Act No.31 of (2000). The Role of the South African Council for Educators (SACE)," 2000, https://www.sace.org.za/assets/documents/uploads/sace_33231-2016-08-30-SOUTH AFRICAN COUNCIL FOR EDUCATORS ACT,NO 31 OF 2000, 28 10 2011.pdf.

³⁹ South African Council for Educators, "South African Council for Educators (SACE) Act No.31 of (2000). The Role of the South African Council for Educators (SACE)," 34.

create a level of competence in the relationship between content and learners.⁴⁰ Needs assessment can also be used as a bridge to address the gaps that exist between the syllabus and the learner's needs.⁴¹

The researchers wanted to know if the needs of learners/ offenders are predetermined before they are registered in the programme. It is important to conduct needs assessments, especially on educational programmes that will involve adults since adults only engage in education programmes that will benefit them in the future. Therefore, it was critical for practitioners to perform a needs assessment before they begin with the programme.⁴²

The researchers used Maslow's Hierarchy of Needs as a method to make sense of this finding in needs analysis. According to this theory, people become aware of their needs in a prescribed manner, from the lowest to the highest ones, and only when the more basic needs have been satisfied can higher ones be attended to. Based on this general classification of needs, I refer to more specific adult offenders' learning needs to those described by Kidd.⁴³ He classified adult needs into (1) Health, (2) Family and friendship relations, (3) Socio-civic relations, (4) Consumer aspects of life, (5) Occupation, (6) Recreation, and (7) Religious and Philosophical needs. This classification is also useful to distinguish between the different dimensions of adult education.

Funding

Adult and Community Education and Training programme for offenders in Limpopo Province is not adequately funded. In terms of section 34(1) of the schools' Act 84 of 1996, the state must fund educational institutions from public revenue on an equitable basis to ensure the proper exercise of the rights of the learners to education and redress of past inequalities in education provision.⁴⁴ This is in line with the view that education is one of the most powerful instruments for reducing poverty and inequality.⁴⁵ Education is therefore central to improving a country's level of competitiveness in the global economy. Therefore, ensuring access to quality education for all, for the poor, the rural population, and the ex-offenders is central to the economic and social development of a country.⁴⁶

Funding for Adult Education is poor in general and very poor for the education of offenders in particular. This study has revealed that the inadequate supply of many resources needed for the programmes is affected by insufficient funding. The poor supply ranges from learning materials, textbooks, stationery, payment of salaries for educators, and infrastructure. It is also interesting to note that learners do not know where the money for the programmes comes from. When people do not have information, it is easy for them to blame everyone for whatever happens in their lives, but that is beside the point. If there were sufficient funding, learners could know it because they could see the programme running smoothly. The fact that remains is that the programme is staggering due to a lack of funding. Funding for the programmes is a result of the collaborations between the Departments of Correctional Services and Education. Without sufficient funding and adequate budgets, no effective education of offenders can ever take place. The Department of Correctional Services should seek more funds from the state; if needs be, they can also seek funding from private institutions.

Although we agree that funding is essential for ensuring quality education, Kumar warns that merely allocating more funding for the provision of quality education may not necessarily lead to desirable outcomes, especially if budget formulation, execution and monitoring are malfunctioning.⁴⁷ However, recent studies have shown that the possible role of governance in the efficacy of public spending on education yields good results.⁴⁸ Furthermore, there is evidence that government spending on education significantly boosts educational attainment. With more funding, practitioners will be able

⁴⁰ Simona Sava, *Needs Analysis and Programme Planning in Adult Education* (Verlag Barbara Budrich, 2012), 74.

⁴¹ E. Richards, *Positioning Adult Educators in Discourses of Professional Proceedings* (New York: Springer, 2012), 116.

⁴² S. Boshier and K. Smalkaski, *The Organisation and Planning of Adult Education*, 2002; L. Chaudron et al., *Second Language Educational Experience for Adult Learners* (Cambridge: Cambridge University Press, 2005).

⁴³ J. R. Kidd, *Understanding and Facilitating Adult Learning* (Washington D. C. : Open University Press, 1973).

⁴⁴ South Africa, *The Constitution of the Republic of South Africa Act, Act No 108 of 1996* (Pretoria: Government Printers, 1996).

⁴⁵ World Bank, "World Development Report. Education and Development," March 2011.

⁴⁶ United Nations Millennium Development Goals, *Funding of Adult Education*, vol. 23, 2015.

⁴⁷ K. S. Kumar, *Public Service, Governance and Web 2.0 Technologies* (Sunny Brockport, 2016), 76.

⁴⁸ Veronica M Richard and Maria K E Lahman, "Photo-Elicitation: Reflexivity on Method, Analysis, and Graphic Portraits," *International Journal of Research & Method in Education* 38, no. 1 (2015): 3–22.

to provide learners with books and other sufficient resources for learning. My argument is that Adult and Community Education and Training needs more funding for it to become more effective.

Lack of Proper Training

The participants indicated that the educators do not receive adequate training necessary for the teaching of offenders. Training is necessary since these educators come from mainstream education, where they know nothing about the teaching of offenders, who in this case are adults. This lack of training persists despite the essential role it plays in successful education reform.⁴⁹ Training also serves as a bridge between prospective and experienced educators to meet the new challenges of guiding learners towards higher standards of learning and self-development. Educators play a critical role in their classrooms, hence their professional competence and continuous development are unavoidable.⁵⁰ Educators are the primary source of knowledge and guidance to their learners; continuous professional development and learning are important for their continuous contribution to the education and development of their learners.⁵¹

Most centre managers have received training in Adult Education. The training was supposed to be done on an ongoing basis. However, there are some centre managers who indicated that they never received any training at all. They rely on their own educational experience. They further showed that in correctional centres, the kind of training is about security, which comes in the form of workshops, and this training is not relevant to adult education. Both educators and centre managers feel they were supposed to receive training that is relevant to what they are offering in the correctional centre. They acknowledge the need for the security training being provided to them but feel it would be better if they were provided with training for Adult and Community Education programmes for offenders.

Another important reason for training educators is to increase their 'understanding'. Many educators face different situations in their classrooms and need to understand them without necessarily having a wish to change them.⁵² This desire for understanding is essential for educators to do a better job. Understanding current pedagogical practices can be achieved through professional development.⁵³ In-service training has, for many years, been the driving force behind many changes that have occurred in teaching and learning. Teachers must be kept up to date on the most current concepts, thinking and research in their field.⁵⁴ This is in line with Naftaly when he says that one of the most important components to improve the quality of education is through in-service training of educators.⁵⁵ Participants in this study indicated that it is very rare for educators to be taken for training. The reasons given are always related to the lack of funding and resources.

Nick and Thacker warn that the provision of training alone cannot produce good results. They indicate that positive attitudes of educators should back training.⁵⁶ Educators with high positive attitudes towards their job are more interested in trying new techniques and strategies, including those that they have learnt from training conducted within their institutions.⁵⁷ However, it needs to be indicated that apart from training, other factors affect how educators fulfill their responsibility. The factors include pay, working conditions, class size, and workload. These factors can interfere with the sharing of knowledge even after professional development and skill acquisition. The impact of educators' training on learners' performances cannot be discussed in isolation of other factors.⁵⁸

⁴⁹ R. Johnston, "From Adult Education to Learning Society," *Quartely* 40, no. 1 (2010): 15–21.

⁵⁰ J. C. Richards and W. Renendya, *Developing Learner Autonomy in Foreign Language* (Melbourne Council of Adult Education, 2009), 125

⁵¹ Berku Wolde, "The Role of Continuous Professional Development in Improving Secondary School Teachers' Teaching and Learning Competencies to Deliver Quality Education in Ethiopia: A Case of Secondary School," *The Qualitative Report* 26, no. 5 (May 2, 2021): 1345–63, <https://doi.org/10.46743/2160-3715/2021.3650>.

⁵² Johnston, "From Adult Education to Learning Society," 69.

⁵³ K. Walters, *Adult Learning and Education* (Canada: Academic Press, 2005), 17.

⁵⁴ R. Omar, *7th International Conference on University Learning and Teaching Proceedings* (New York: Springer, 2014), 73.

⁵⁵ S. Naftaly, *Accounting for Investment in Teachers' Professional Development*, 3rd ed., vol. 9, 1999.

⁵⁶ B. P. Nick and W. Thacker, *Effective Training, Strategies & Practices*, vol. 3 (New Jersey, 1999).

⁵⁷ Nick and Thacker, *Effective Training, Strategies & Practices*.

⁵⁸ J. A. A. Neaimi, *Professional Development for Teachers of English in the UAE* (New York: The University of New York Press, 2005), 60.

However, there is evidence that training educators is the key to imparting knowledge, values, and culture from one generation to the next. The quality of learners strongly depends on the quality of educators.

Monitoring

Co-coordinators from the Department of Basic Education do the monitoring. Monitoring is critical in the implementation of ACET programmes for offenders. Without monitoring, it means that a lot can go wrong for a long time without rectification. The learners have complained that they often see visitors from a distance, when they ask, they are told that they come from the Department of Basic Education, but these visitors never come close to them to listen to their complaints. Centre managers have also confirmed that coordinators do not visit correctional centres regularly. They do not visit the learners at all when they come. Programmes cannot run effectively without the monitoring of activities. With effective monitoring, programme providers can receive feedback on their weaknesses and strengths. Monitoring should be regarded as necessary in the implementation of Adult and Community Education and Training programmes for offenders.⁵⁹

Adequate, rigorous, and continuous monitoring and supervision are the most important keys to the successful implementation of any educational programme. Whenever any educational programme comes into operation, there arises the need for some kind of monitoring.⁶⁰ Monitoring is an assumption of responsibility for bringing about specified results in the field. It is the continuous assessment of project implementation to agreed schedules and the use of inputs, infrastructure, and services by project beneficiaries.⁶¹ Participants in this study reported that this important function is not being carried out in the implementation of Adult and Community Education and Training programmes for offenders in Limpopo Province. They further indicated that members of the Department of Education visit the centres on very infrequent occasions, and when they do, they do not come near the classes where teaching and learning are taking place. Monitoring is important for a programme to achieve better outcomes.

When monitoring the outcomes of adult learning programmes, it is crucial to understand what type of programme works, and for which learners. Evidence on the impact of adult educational programme is that training providers can use the information to improve quality, rethink course curriculum, and enhance teaching methods. Again, policymakers and the whole society will benefit from better data, as it may not only increase knowledge and quality of the adult education sector, but it will also help to respond to growing demands for public funds accountability.⁶²

On the one hand, the decentralisation of the sector makes data collection complicated. While adult education presents various benefits affecting different spheres of learners' lives, not all these benefits are known or easy to measure.⁶³ There is a bias towards collecting information only on the easily identifiable services, which may provide an incomplete picture. Learning is a long-term activity whose outcomes will strongly depend on past and future actions and may materialise in the long run only. This may hamper the ability to detect changes in the short term.⁶⁴ In conclusion, there is evidence to support the relation between monitoring and the effective delivery of adult education programmes.⁶⁵

RECOMMENDATIONS

Although the findings of this study do not apply to a broader population in South Africa, they nevertheless have some implications for policy-makers, practitioners, and researchers.

Policy Makers

Policies on training and professional development of educators should be developed since there is a gap in this area. Policy makers should also make available monitoring policies since the programme is not being monitored at present. For example, participants were of the view that when planning programmes,

⁵⁹ UNESCO., *Challenges in Implementing Adult Education*, 47.

⁶⁰ S. Khawaja, *Education Evaluation and Monitoring: Concepts and Techniques* (New York: Sage Publications, 2011), 81.

⁶¹ Donna M Mertens, "Mixed Methods and Wicked Problems," *Journal of Mixed Methods Research* (Sage Publications Sage CA: Los Angeles, CA, 2015), 134.

⁶² Michael Schumann, "Arbeitsbewusstsein Und Gesellschaftsbild Revisited," *WSI-Mitteilungen* 69, no. 7 (2016): 555–58.

⁶³ Krueger. A. B. and C. E. Rouse, *Poverty and Income Distribution* (London: SAGE, 2018), 129.

⁶⁴ L. Feinstein and L. Hammond, *Widening Participation in Higher Education*, 2014, 143.

⁶⁵ OECD, *Education at a Glance. 2019 OECD Indicators* (Paris: OECD Publishing, 2019), 92.

it is crucial to find out for whom the programme is intended and to establish the characteristics of the target group before a programme is started. The participants felt that educators should be involved in the planning of the programmes for them to succeed. Not only should educators be involved, but all other stakeholders should have a say on its implementation and planning.

Practitioners

Practitioners should conduct a thorough needs assessment so that relevant programmes can be designed. It is worth noting that the present needs assessment does not serve a purpose since the programme continues despite failing to address the actual educational needs of the offenders. The participants felt that learners need to be motivated to enroll in the programmes since adults can only engage in learning if there is a motive to do so. By motivating learners, the participants felt that this would be a way of marketing the programme to these prospective learners, for example, they need to be told that enrolling in the programmes will equip them with skills which will, in turn, allow them to gain employment or become self-employed. They should be told that education will help them get a second chance from the community.

The participants indicated that learners are recruited into the programmes through back-to-school campaigns. Educators conduct these campaigns at the beginning of every year. The participants were of the view that these campaigns are designed to inform the offenders about the availability of the programmes. The participants also felt that security should be offered to accompany educators to cell areas during campaigns. This is so because educators do not feel safe around offenders in the absence of security staff. The participants felt that the security staff display some negative attitude towards the education of offenders. They felt that something needs to be done to address these negative attitudes, as it is impacting negatively on the success of the programmes.

The availability of staff is critical in determining the effectiveness of ACET programmes. The participants felt that more staff needs to be employed if the programme is to succeed. This aspect needs serious attention from the Department of Correctional Services. Funding plays an important role in ensuring that educational programmes succeed. Every programme needs money to meet its obligations of paying its staff, for example, to motivate them to do their job.

Any educational programme should have an excellent infrastructure for the provision of education. Classrooms are necessary for the provision of ACET programmes for offenders in Limpopo Province; Officials require offices for them to do their job effectively. The shortage of infrastructure has a negative impact on both learners and educators. The participants felt that educators are not being paid well enough for the job they are doing. In order for this programme to succeed, educators should be paid accordingly; otherwise, many educators will leave the sector for greener pastures elsewhere.

Researchers

Researchers are essential for the design and implementation of Adult and Community Education and Training programmes for offenders. Further research into the factors that contribute to the success of Adult and Community Education and Training programmes for offenders is recommended and researchers should bear in mind the factors that contribute to the failure of Adult and Community Education and Training programmes for offenders. Future research should investigate other possible factors that may hinder the successful implementation of Adult and Community Education and Training programmes for offenders. It is also recommended that future research should use a more robust research tool to more deeply investigate the factors that contribute to both the success and failure of ACET. Seeing that the study was conducted in Limpopo Province of South Africa, the researchers should stretch and go beyond the borders of South Africa to see how this programme is implemented elsewhere. This kind of comparison will enable policy makers and practitioners to have a programme that will be more effective in the future. A larger population of offenders and staff should also be used for the study sample to be more representative; however, this statement has no implications on the reliability of the study.

CONCLUSION

The study aimed to highlight constraints in the delivery of Adult Community Education and Training programmes for offenders in Limpopo Province. To achieve this objective, a constructivist theory was

used as the theoretical lens of the study. This research has revealed that there are no clear policies on the training and professional development of educators of the programme. This research has also revealed that educators are not involved in the planning of the programme. This research also revealed that there is a lack of funding for the professional development of educators. This research also found that proper monitoring is important if the programme is to be rendered effective. This research also found that there is a lack of training of educators who are in the programme. This research has found that there is no proper needs assessment before the implementation of the programme. A proper needs assessment needs to be conducted so that the educational needs of the targeted group can be fulfilled. Researchers are important for the design and implementation of Adult and Community Education and Training programmes for offenders. Future research should be conducted to look into other possible factors that may contribute to or hinder the successful implementation of Adult and Community Education and Training programmes for offenders.

BIBLIOGRAPHY

- Abeling-Judge, D. *Introduction to Criminal Justice*. New York: Routledge, 2019.
- Anderson, Garry, and Nancy Arsenault. *Fundamentals of Educational Research*. Routledge, 2005.
- Aspin, David N, Judith Chapman, Michael Hatton, and Yukiko Sawano. *International Handbook of Lifelong Learning*. Vol. 6. Springer Science & Business Media, 2012.
- Bosher, S., and K. Smalkaski. *The Organisation and Planning of Adult Education*, 2002.
- Bryman, A. *Research Methods*. United Kingdom: Oxford University Press, 2018.
- Bush, Tony, and Derek Glover. "School Leadership and Management in South Africa: Findings from a Systematic Literature Review." *International Journal of Educational Management* 30, no. 2 (2016): 211–31.
- Carpenter, Daniel. "School Culture and Leadership of Professional Learning Communities." *International Journal of Educational Management* 29, no. 5 (2015): 682–94.
- Chapman, Judith D, and David N Aspin. "A Problem-Solving Approach to Addressing Current Global Challenges in Education." *British Journal of Educational Studies* 61, no. 1 (2013): 49–62.
- Chaudron, L., C. J. Doughty, Y. Kim, D. K. Kong, V. G. Lee, and K. Lurano. *Second Language Educational Experience for Adult Learners*. Cambridge: Cambridge University Press, 2005.
- Cohen, Louis, Lawrence Manion, and Keith Morrison. *Research Methods in Education*. Routledge, 2013. <https://doi.org/10.4324/9780203720967>.
- Connell, James P, and Anne C Kubisch. "Applying a Theory of Change Approach to the Evaluation of Comprehensive Community Initiatives: Progress, Prospects, and Problems." *New Approaches to Evaluating Community Initiatives* 2, no. 15–44 (1998): 1–16.
- Corbin, J. M., and A. Strauss. *Developing Grounded Theory: The Second Generation*. London: Left Coast Press, 2008.
- Department of Basic Education. *Education for All (EFA) Country Report: South Africa*. , 2014.
- Department of Higher Education and Training. *White Paper for Post-School Education and Training*. Pretoria: Government Printers, 2012.
- Feinstein, L., and L. Hammond. *Widening Participation in Higher Education*, 2014.
- Johnston, R. "From Adult Education to Learning Society." *Quartely* 40, no. 1 (2010): 15–21.
- Khawaja, S. *Education Evaluation and Monitoring: Concepts and Techniques*. New York: Sage Publications, 2011.
- Kidd, J. R. *Understanding and Facilitating Adult Learning*. Washington D. C. : Open University Press, 1973.
- Krueger. A. B., and C. E. Rouse. *Poverty and Income Distribution*. London: SAGE, 2018.
- Kumar, K. S. *Public Service, Governance and Web 2. 0 Technologies*. Suny Brockport, 2016.
- Land, A., and J. Aitchison. *Looking at Appropriate Forms of Lifelong Learning*. UKZN, 2018.
- Madoc-Jones, Iolo, Caroline Hughes, Caro Gorden, Sarah Dubberley, Karen Washington-Dyer, Anya Ahmed, Kelly Lockwood, and Mark Wilding. "Rethinking Preventing Homelessness amongst Prison Leavers." *European Journal of Probation* 10, no. 3 (2018): 215–31.
- Marshall, C., and G. B. Rossman. *Designing Qualitative Research*. London: SAGE, 2013.
- Mcmillan, James H., and Sally Schumacher. *Research in Education: A Conceptual Introduction*.

- London: Scott, Foresman and Company, 2016.
- McNeill, Fergus, and Beth Weaver. "Changing Lives?: Desistance Research and Offender Management." *Report*, 2010.
- Merriam, Sharai B, and E J Tisdell. "Dealing with Validity, Reliability, and Ethics." In *Qualitative Research: A Guide to Design and Implementation*, edited by E. J. Tisdell, Sharan B. Merriam, and H. L. Stuckey-Peyrot, 209–35. Jossey-Bass San Francisco, CA, 2009.
- Mertens, Donna M. "Mixed Methods and Wicked Problems." *Journal of Mixed Methods Research*. Sage Publications Sage CA: Los Angeles, CA, 2015.
- Naftaly, S. *Accounting for Investment in Teachers' Professional Development*. 3rd ed. Vol. 9, 1999.
- Neaimi, J. A. A. *Professional Development for Teachers of English in the UAE*. New York: The University of New York Press, 2005.
- Ngatia, Mũthoni, and Jamele Rigolini. "Addressing Skills Gaps: Continuing and Remedial Education and Training for Adults and Out-of-School Youths in Sub-Saharan." *The Skills Balancing Act in Sub-Saharan Africa: Investing in Skills for Productivity, Inclusivity, and Adaptability*, 2019.
- Nick, B. P., and W. Thacker. *Effective Training, Strategies & Practices*. Vol. 3. New Jersey, 1999.
- OECD. *Education at a Glance. 2019 OECD Indicators*. Paris: OECD Publishing, 2019.
- Omar, R. *7th International Conference on University Learning and Teaching Proceedings*. New York: Springer, 2014.
- Pawson, R., and N. Tilley. *Realistic Evaluation*. London: SAGE, 1997.
- Public Service Commission (PSC). "Public Service Commission Report on the Management of Leave in the Public Service," 2018. <http://www.psc.gov.za/documents/leave.asp>.
- Richard, Veronica M, and Maria K E Lahman. "Photo-Elicitation: Reflexivity on Method, Analysis, and Graphic Portraits." *International Journal of Research & Method in Education* 38, no. 1 (2015): 3–22.
- Richards, E. *Positioning Adult Educators in Discourses of Professional Proceedings*. New York: Springer, 2012.
- Richards, J. C., and W. Renendya. *Developing Learner Autonomy in Foreign Language*. Melbourne Council of Adult Education, 2009.
- Runell, Lindsey Livingston. "Identifying Desistance Pathways in a Higher Education Program for Formerly Incarcerated Individuals." *International Journal of Offender Therapy and Comparative Criminology* 61, no. 8 (2017): 894–918.
- Sava, Simona. *Needs Analysis and Programme Planning in Adult Education*. Verlag Barbara Budrich, 2012.
- Schumann, Michael. "Arbeitsbewusstsein Und Gesellschaftsbild Revisited." *WSI-Mitteilungen* 69, no. 7 (2016): 555–58.
- Shapland, Joanna, and Anthony Bottoms. "Offending and Offence Patterns in the Early Stages of Desistance: A Study of Young Men in England." In *The Routledge International Handbook of Life-Course Criminology*, 301–23. Routledge, 2017.
- South Africa. *The Constitution of the Republic of South Africa Act, Act No 108 of 1996*. Pretoria: Government Printers, 1996.
- South African Council for Educators. "South African Council for Educators (SACE) Act No.31 of (2000). The Role of the South African Council for Educators (SACE) ," 2000. https://www.sace.org.za/assets/documents/uploads/sace_33231-2016-08-30-SOUTH AFRICAN COUNCIL FOR EDUCATORS ACT,NO 31 OF 2000, 28 10 2011.pdf.
- Statistics South Africa (Stat SA). *Quarterly Labour Force Survey*, 2018.
- Syracuse University. "Common Ethical Issues," 2018. <http://soe-sy-edu/academic-counselling-and-human-services>.
- Thapa, Amrit, Jonathan Cohen, Shawn Guffey, and Ann Higgins-D'Alessandro. "A Review of School Climate Research." *Review of Educational Research* 83, no. 3 (2013): 357–85.
- UNESCO. *Challenges in Implementing Adult Education*. France. : United Nations, 2018.
- United Nations Millennium Development Goals. *Funding of Adult Education*. Vol. 23, 2015.
- Villareal, A. "Challenges and Strategies for Principals of Low-Performing Schools," 2015. <http://www.idra.org/resource-centre/challenges-and-strategies-for-principals-of-low-performing->

schools.

Walters, K. *Adult Learning and Education*. Canada: Academic Press, 2005.

Weiss, J.A. *Public Management Reform and Innovation. Research, Theory, and Application*. London: The University of Alabama Press, 1995.

Wolde, Berku. "The Role of Continuous Professional Development in Improving Secondary School Teachers' Teaching and Learning Competencies to Deliver Quality Education in Ethiopia: A Case of Secondary School." *The Qualitative Report* 26, no. 5 (May 2, 2021): 1345–63. <https://doi.org/10.46743/2160-3715/2021.3650>.

Woodcock, W.H., and S. Narayan. *Rethinking Punishment and Reentry*. London: Cambridge University Press, 2019.

World Bank. "World Development Report. Education and Development," March 2011.

ABOUT AUTHORS

Nkarhi Excellent Mathebula graduated with a BA degree at the then University of the North (Now University of Limpopo) in 1996. Because he has always wanted to become a teacher, he enrolled for a Higher Education Diploma (HED) which he obtained the same year. He went to further his studies wherein he completed a Bed Honours in 1997. In pursuit of knowledge, he went on to register for Master's degree in Adult Education which was later conferred in 2014. In the year 2021, Nkarhi Excellent obtained a PhD in Adult Education from the University of Limpopo. Nkarhi Excellent Mathebula is presently affiliated with the University of Limpopo under the Department of Education Studies, serving as a Senior Lecturer of Adult Education, Philosophy of Education, and Teaching Practice. He has presented a papers in four (5) academic conferences and has published 11 articles in DHET accredited journals.

Mohammed Xolile Ntshangase holds a PhD in philosophy, and he is currently affiliated with the University of where he serves as a senior lecturer within Education Studies department. Within the Department of Education Studies, Dr Mohammed serves as a lecturer of Philosophy & Psychology of Education. His areas of research interest are African philosophy, philosophy of education, psychology of education, and gender studies. He has attended and presented papers at 13 academic conferences including national and international ones, and he has more than 42 publications in DHET-accredited journals.