

DRAFT
NATIONAL CORRECTIONAL SERVICES
POLICY

Version 2.0

Foreword

Cabinet Secretary

Preface and Acknowledgement

Principal Secretary

Abbreviations and Acronyms

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CHAPTER ONE: INTRODUCTION

1.1 Background

The history of correctional services in Kenya is marked by significant developments that reflect the country's evolving approach and response to human and secure containment of offenders, rehabilitation, administration of justice, supervision, social reintegration and observance of human rights. During the colonial period, correctional institutions were primarily designed for punishment rather than rehabilitation. The prisons were characterized by overcrowding and harsh living conditions, reflecting the punitive nature of the colonial rule.

After gaining independence in 1963, Kenya began to reform its correctional system. The focus shifted towards rehabilitation and reintegration of offenders into society. This era saw the introduction of various programs aimed at addressing the root causes of criminal behavior, though challenges remained in terms of evidenced based approach to rehabilitation resources and infrastructure.

In the recent years, there has been a growing emphasis on human rights within the correctional system [and to promote the use of non-custodial measures for certain](#) offences and offenders. The reforms have been put in place to improve conditions in prisons, enhance access to rehabilitation programs, and reduce recidivism. The Government and various Partners have started to collaborate on initiatives aimed at improving the treatment of offenders and ensuring their successful reintegration into the community.

Despite progress, the Kenya correctional system continues to face challenges, including overcrowding, inadequate funding, and limited access to rehabilitation services. Ongoing reforms are necessary to address these issues and align the system with the constitution and international standards for human rights and rehabilitation.

1.2 Policy and legal framework

The policy and legal framework for correctional services in Kenya has been shaped by various legislative and institutional developments aimed at promoting human and secure containment of offenders, rehabilitation, supervision, social reintegration, administration of justice and human rights.. The Constitution provides a strong foundation for observance of human rights and the treatment of offenders. It emphasizes the right to dignity and prohibits torture and inhumane treatment of individuals in custody. It also mandates the state to provide rehabilitation opportunities for offenders.

The Prisons Act (Cap 90) and Borstal Institutions Act (Cap 92) governs the administration of prisons in Kenya. . These Acts have undergone various amendments to align them with contemporary standards of humane and secure containment of offenders, rehabilitation, administration of justice, supervision, social reintegration and human rights observance . On the other hand, the Probation and Aftercare Service operates under the Probation of Offenders Act (Cap 64) and Community Service Order Act (Cap 93), that predominantly underline community corrections. These Acts have remained relatively unamended.

There have been attempts to develop Correctional Services Policy that outlines the vision for the correctional system, emphasizing rehabilitation over punishment, community involvement, and the integration of corrective justice principles. Additionally, the National Crime Prevention Strategy (2004) aims to address the root causes of crime and promote a comprehensive approach to crime prevention, including the role of correctional services in rehabilitation of offenders.

Kenya is a signatory to various international treaties, including the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules), which influence national policies on correctional services.

1.3 Policy issues and gaps

The policy and legal gaps in correctional services in Kenya present significant challenges to the human and secure containment of offenders, rehabilitation, administration of justice, effective supervision and social reintegration of offenders. While Kenya has established various laws governing correctional services, gaps remain in ensuring comprehensive coverage of all aspects of offender management.

The existing laws may not adequately address the complexities of modern crime and rehabilitation needs, leading to inconsistencies in application and enforcement. Challenges of overcrowding, inadequate healthcare, and poor living conditions, highlight the need for stronger legal protections for inmates. The legal framework often falls short in enforcing the rights of offenders, which can hinder effective rehabilitation and lead to recidivism.

The existing policies and practices prioritize punitive measures over rehabilitative or corrective approaches. There is need for shift towards a more rehabilitative framework that emphasizes evidence-based approaches in offender management, education, vocational training, and mental health support for offenders. The transition requires revising existing laws to align them with international best practices.

In addition, legal and policy frameworks often do not address the critical issue of funding, research and resource allocation for correctional services. Insufficient resources hinder the implementation of rehabilitation programs and the maintenance of humane prison conditions, exacerbating existing challenges within the system.

1.4 Guiding principles

The correctional services policy guiding principles provide a framework for the development and implementation of effective correctional services. These principles ensure that correctional systems prioritize rehabilitation, uphold human rights, and promote community safety. These includes:

Human Dignity and Rights: Upholding the dignity and rights of all individuals in the correctional system is paramount. This principle requires that correctional services comply with national and international human rights standards, ensuring that offenders are treated with respect and have access to necessary services, such as healthcare and legal assistance.

Rehabilitation Focus: the correctional services should prioritize rehabilitation over punishment. This principle emphasizes the importance of providing formal education, vocational training, and psychosocial support to offenders, enabling them to reintegrate successfully into society and reducing the likelihood of recidivism.

Evidence-Based Practices: Correctional services should be informed by research and data on effective correctional practices. This evidence-based approach ensures that programs and interventions are effective in addressing the needs of offenders and improving public safety outcomes.

Community Engagement: Engaging the community in correctional processes is essential for successful reintegration of offenders. This principle encourages collaboration with the community, their families, and other stakeholders to support rehabilitation efforts and promote social acceptance of ex-offenders.

Accountability and Transparency: Correctional services must incorporate mechanisms for accountability and transparency. This includes regular monitoring, evaluation and reporting of correctional practices, as well as outcomes, so as to build trust in the system and ensure that it operates effectively.

Diversity: Correctional services should recognize and respect the diverse backgrounds of offenders. This principle emphasizes the need for culturally responsive practices that address the unique needs of different populations, including marginalized groups, women, and youth.

Safety and Security: Ensuring the safety and security of physical infrastructure, correctional officers and offenders is fundamental. Correctional services should incorporate strategies for maintaining a safe environment while also promoting rehabilitation, such as conflict resolution and crisis intervention training for staff.

Collaboration: Effective correctional services require collaboration among various government agencies, non-governmental organizations, and community groups. This principle promotes coordinated efforts in managing offenders and implementing rehabilitation programs.

1.5 Policy rationale

The rationale for correctional services policy in Kenya is grounded on a comprehensive framework that incorporates constitutional mandates, international and regional instruments, and national development.

The Constitution of Kenya emphasizes human rights, dignity, and the rehabilitation of offenders. The Articles related to the rights of individuals in custody and the obligation of the state to provide rehabilitation services establish a foundation for correctional policies that prioritize humane treatment and reintegration of offenders into society. The constitutional framework aligns correctional services with Kenya's broader commitment to uphold human rights and social justice.

Kenya is a signatory to various international human rights treaties, such as the International Covenant on Civil and Political Rights (ICCPR) and the Convention Against Torture. These instruments obligate the government to ensure that correctional practices adhere to global standards of human rights, focusing on rehabilitation rather than punishment. This international commitment positions correctional services as a key area for reform and development.

The regional frameworks, such as the African Charter on Human and Peoples' Rights, further reinforce the need for humane treatment of prisoners and the importance of rehabilitation. These instruments support national efforts to align correctional services with regional human rights standards, encouraging effective rehabilitation.

The Kenya Vision 2030 long-term development blueprint envisions a transformed Kenyan society that prioritizes economic growth, social equity, and sustainable development. The correctional services are integral to this vision, as they play a crucial role in promoting social stability and reducing recidivism through effective rehabilitation programs. By addressing the underlying causes of criminal behavior, correctional services contribute to national development goals.

The Bottom-Up Economic Transformation Agenda (BETA) emphasizes inclusive growth and empowerment of marginalized groups. Correctional services are recognized for their potential to provide vocational training and skills development programs for offenders, facilitating their reintegration into society and reducing the economic burden of recidivism on communities.

The Fourth Medium Term Plan (MTP IV) 2023-2027 outlines specific objectives and strategies for the correctional system, including the enhancement of rehabilitation programs, improved infrastructure, and better resource allocation. MTP IV aims to align correctional services with national development goals by ensuring that they effectively contribute to social rehabilitation and community safety.

The policy rationale for correctional services is therefore multifaceted, involving constitutional provisions, international obligations, and strategic national frameworks. By prioritizing rehabilitation and human rights, the correctional services policy not only seeks to reform the criminal justice system but also aims to contribute to the broader goals of national development and social cohesion.

The State Department for Correctional Services Strategic Plan 2023-2027. This guides the State Department in implementing its policies, programmes and projects for a period of five years laying emphasis on humane custody of offenders, rehabilitation, administration of justice, supervision and social reintegration.

1.6 Policy vision

The vision of the policy is to develop a correctional system that prioritizes human and secure containment of offenders, effective rehabilitation of offenders, administration of justice, supervision and social reintegration thus reducing recidivism rates, and enhancing community safety. This will be achieved through the implementation of

evidence-based practices, innovative rehabilitation programs, and collaborative approaches that actively engage all stakeholders in the correctional process.

1.7 Policy objectives

The Correctional Services Policy will pursue the following objectives:

- (a) To enhance coordination and collaboration with stakeholders;
- (b) To strengthen offender management;
- (c) To improve rehabilitation and treatment of offenders;
- (d) To develop, review and implement correctional services laws, policies, and practices;
- (e) To increase funding and resource allocation for correctional services;
- (f) To effectively respond to evolving and emerging crime trends; and
- (g) To promote public awareness and support.

1.8 Scope of the policy

The Correctional Services Policy encompasses a range of issues affecting the following areas:

- (a) Legal framework;
- (b) Offender management;
- (c) Rehabilitation programs;
- (d) Infrastructure and resources;
- (e) Collaboration and partnership;
- (f) Public awareness and advocacy;
- (g) Research and evaluation;
- (h) Response to emerging crime trends;
- (i) Integration of technology and modernization; and
- (j) Parole system.

1.9 Policy formulation process

To be drafted by final stage.

CHAPTER TWO: SITUATIONAL ANALYSIS

2.1 Global trends

Global trends in correctional services and offender management are increasingly reflecting a commitment to rehabilitation, reduced recidivism, and embracing dynamic security for improved humane treatment of offenders. A key trend is the growing focus on rehabilitation over punitive measures. Many countries are now adopting evidence-based practices designed to rehabilitate reform and reintegrate offenders into society effectively.

The integration of technology in correctional services is also becoming more prevalent. This includes the use of modern surveillance and security equipment, electronic monitoring systems, data analytics for managing offenders, and digital platforms for delivering rehabilitation programs. Such technological advancements enhance rehabilitation, expeditious dispensation of justice, supervision and facilitate the tracking of inmate progress and overall contribution to safety and security.

Moreover, there is a significant movement towards utilizing community-based alternatives to incarceration, such as probation, parole, and community service. These alternatives help alleviate prison overcrowding while allowing offenders to maintain important ties with their families and communities, which is crucial for successful reintegration.

Correctional systems are increasingly recognizing the importance of addressing mental health and wellness, substance abuse issues among offenders. Integrated treatment programs that offer psychological support and addiction treatment are being implemented to assist inmates in managing these challenges and reducing the likelihood of reoffending.

Additionally, there is a growing alignment of correctional practices with international human rights standards. Many countries are adopting policies that reflect on among other international instruments the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules), emphasizing humane treatment and the rights of incarcerated individuals [and the UN Minimum Rules for the Management of Non-Custodial Sanctions \(the Tokyo Rules\)](#) that emphasize the promotion of rehabilitation, reintegration, and social reintegration of offenders, and the imposition of sanctions that are proportional, effective and humane.

Another important trend is the improvement in training and professionalization of correctional staff. Comprehensive training programs focusing on dynamic security, human rights approach, individualized treatment of offenders, conflict resolution, [offender assessment, offender classification](#), communication skills, and mental health and wellness awareness are being introduced to enhance the effectiveness of personnel working within correctional settings.

The use of research and data analytics for evidence based policy formulation and operational improvements is also gaining traction. Correctional services are increasingly

relying on data to inform decisions on resource allocation, assess program effectiveness, and evaluate overall correctional system performance.

These trends collectively indicate a global shift towards more humane, safe, effective, and evidence-based practices in the management of correctional services.

2.2 Domestic environment

In Kenya, correctional services for offenders are provided by two primary technical departments under the State Department for Correctional Services. These are: the Kenya Prisons Service (KPS) and the Probation and Aftercare Service (PACS). Both services have evolved significantly since the colonial era, reflecting changes in policy and societal attitudes toward correctional services.

The administrative structure of both correctional services has changed multiple times since the introduction of the Ministerial System of Government in 1954. The KPS and KPROS have been part of various ministries, reflecting shifts in governmental focus. Currently, both services operate under the Ministry of Interior and National Administration, aligning with contemporary strategies for offender management and community reintegration.

2.2.1 Kenya Prisons Service

The Kenya Prisons Service was established in 1911 during British colonial rule, deriving its mandate from Section 3 of the Prisons Act (Cap 90). Initially modeled after the Indian Prisons Act of 1894. The KPS has undergone several reorganizations over the years. Notably, in 1960, the classification of prisons was restructured, leading to the establishment of various prison types, including Industrial Training Prisons and Central Prisons for Women.

Legislative reforms in the 1960s, particularly the Prisons Ordinance No. 49 of 1962 and the Prisons Rules of 1963, aimed to modernize the prison system by introducing a more progressive approach to the treatment and training of inmates. These reforms incorporated the United Nations Minimum Standard Rules for the Treatment of Persons in Custody, reflecting a shift from punitive measures to rehabilitation-focused practices.

Further, improvements were made in human resource and prison facilities, with training initiatives for senior officers and the replacement of outdated facilities occurring by the 1970s. The emphasis on professionalization in the early 1980s included training for staff in offender management and the recruitment of qualified professionals in social development.

The introduction of an open-door policy in 2000 marked a significant shift towards transparency and community engagement, allowing for public scrutiny of prison operations. Since 2002, comprehensive reforms aimed at transforming the philosophy of punishment into one of rehabilitation and re-integration has been implemented.

2.2.2 Probation and After Care Service

The Probation Service was initiated in 1941 to address the growing prison population and was formalized through the Probation Ordinance of 1943. Initially focusing on the

supervision of women and children for minor offenses, the service expanded significantly over the following decades. The enactment of the Probation of Offenders Act in 1962 and the Community Service Orders Act of 1998 introduced non-custodial measures, allowing for community corrections as an alternative to imprisonment.

2.3 Challenges

Overall, the evolution of correctional services in Kenya also reflects a gradual shift toward rehabilitation, community involvement, and modern offender management practices. However, both the KPS and PACS face many challenges that hinder effective service delivery. These include: ineffective coordination among various stakeholders in the correctional system; offender management issues related to staff training, professional development, and inadequate infrastructure; rehabilitation and treatment challenges both custodial and non-custodial measures face significant obstacles; the existing legislative framework does not adequately support modern correctional practices, leading to gaps in service delivery; insufficient funding remains a critical barrier to the effective operations of correctional services; complexity, sophistication, and automation of crime. Addressing these challenges is vital for the improvement of correctional services in Kenya. Comprehensive reforms, increased funding, and a focus on evidence-based practices are essential for enhancing the effectiveness of correctional services.

2.4 Policy Issues

This policy identified many issues affecting the legal framework, offender management, rehabilitation programs, infrastructure and resources, collaboration and partnership, public awareness and advocacy, research and evaluation, response to emerging crime trends, integration of technology and modernization and parole system as enumerated below.

2.4.1 Legal framework

Legal framework should ensure that the rights and obligations of offenders are protected and that rehabilitation programs align with both national and international human rights standards: Key issues under legal framework are:

- Establishment of correctional services and correctional institutions including their distinct mandates, roles, responsibilities, powers and functions;
- Alignment with international human rights standards, ensuring that the treatment of inmates respects their dignity and rights;
- Regulations that govern the operations of correctional facilities, including standards for safety, health care, mental health care and rehabilitation programs;
- Oversight of correctional practices;
- Rehabilitation and reintegration of offenders into society;
- Parole systems including the processes and criteria for parole;
- Data Protection and Privacy including the handling of personal information and the rights of individual to privacy while incarcerated and during supervision in the community;

- Evaluation and Revision of Correctional Policies to ensure that policies remain relevant and effective in addressing the change dynamics of crime and rehabilitation;
- Interagency Collaboration between various government agencies involved in the criminal justice system, including law enforcement, social services, and health care providers; and
- Training and Capacity Building for Correctional Officers to ensure they understand and comply with legal standards and best practices in managing offenders.

2.4.2 Offender management

Effective offender management strategies are essential for reducing recidivism and enhancing public safety: Key issues under offender management are:

- Human and secure custody of offenders;
- Facilitation of administration of justice;
- Treatment of young offenders;
- Development and implementation of evidence-based rehabilitation and treatment programs;
- Supervision and monitoring of offenders both in custody and community under supervision;
- Guidelines for parole eligibility and the reentry process for offenders, preparing inmates for their return to community through structured transition programs that facilitate access to basic services and community support services; and
- Promoting partnerships with community organizations to provide support services, advocate for offenders, and reduce stigma associated with their reintegration.
- Training and professional development for correctional officers;
- Mechanisms for data collection and evaluation to assess the effectiveness of offender management strategies;
- Rights and support of victims ensuring that victims are informed about parole hearings and providing them with resources for support during the offender's reintegration process; and
- Procedures for managing crises within correctional facilities, including incidents of violence, self-harm, or escape attempts.

2.4.3 Rehabilitation programs

Developing and implementing rehabilitation and treatment programs that address the psychological, **psychosocial**, educational, and vocational needs of offenders. ~~This~~ **These** includes access to mental health services, vocational training, and educational opportunities aimed at equipping offenders with skills for successful reintegration. Key issues under rehabilitation programs are:

- Types of rehabilitation and treatment programs offered including educational, vocational, cognitive-behavioral, substance abuse treatment, and mental health support;
- Assessment of the individual needs of offenders;
- Evidence-based practices in the design and implementation of rehabilitation and treatment programs;

- Offenders access to rehabilitation and treatment programs and participation;
- Correctional officers training and professional development;
- Mechanisms for monitoring and evaluating the effectiveness of rehabilitation programs;
- Collaboration with community organizations;
- Family and community involvement in the rehabilitation process; and
- Crisis intervention and support services for offenders facing challenges such as mental health issues or substance abuse.

2.4.4 Infrastructure and resources

Provision and maintenance of adequate facilities and resources for correctional services encompasses funding for infrastructure [development and](#) improvements, staff training, and the development of support services that facilitate effective rehabilitation. Key issues under infrastructure and resources are:

- Standards for the design, maintenance, and condition of correctional facilities;
- Allocation of resources, including funding, staffing, and materials necessary to [establish](#), operate [and improve](#) correctional facilities and programs;
- The integration of technology in correctional services including the use of electronic monitoring systems, data management software, and communication technologies that enhance security and facilitate rehabilitation efforts;
- Health and safety standards for correctional facilities, ensuring that they meet the physical and mental health needs of inmates;
- Staff training and professional development to enhance staff skills in managing facilities and delivering programs effectively;
- Collaboration with [non-governmental organizations](#) to enhance resource availability;
- Sustainable practices within correctional facilities, including energy efficiency, waste management, and environmental considerations;
- Procedures for emergency preparedness and response within correctional facilities including planning for natural disasters, security breaches, and health emergencies to ensure the safety of inmates and staff;
- Regular evaluation of infrastructure and resource utilization including mechanisms for assessing the effectiveness and adequacy of resources in meeting the needs of inmates and supporting rehabilitation efforts.

2.4.5 Collaboration and partnerships

Collaboration between various stakeholders, including government agencies, non-governmental organizations, and community organizations is crucial for providing comprehensive support to offenders and enhancing community involvement in the reintegration process. Key issues under collaboration and partnerships are:

- Partnerships between correctional services and other governmental agencies, such as law enforcement, social services, and public health departments;
- Programs that involve community members in mentoring, job training, and support services for offenders;

- Development of research partnerships that focus on evaluating programs and assessing outcomes related to rehabilitation, treatment and recidivism;
- Ensure that victim support services are part of the correctional framework;
- Guidelines for public-private partnerships to enhance service delivery in areas such as vocational training, healthcare, and mental health services;
- Collaborating with technology firms to facilitate the integration of innovative solutions in correctional services, such as electronic monitoring systems, data analytics tools, and information management systems; and
- Training and capacity building for correctional officers, community members, and partners to ensure a shared understanding of goals and practices;

2.4.6 Public awareness and advocacy

Public awareness about the importance of rehabilitation and the role of correctional services in promoting community safety can help reduce stigma associated with offenders and foster community support for rehabilitation initiatives. Key issues under research and evaluation are:

- Awareness campaigns aimed at educating the public about the correctional system, its goals, and the importance of rehabilitation and treatment;
- Engaging community members in correctional programs, such as volunteer opportunities, mentorships, and restorative justice initiatives, fosters a sense of ownership and responsibility;
- Transparency in correctional operations, including sharing information on offender management, rehabilitation programs, and outcomes;
- Regular community forums or surveys to gather input on correctional policies and practices;
- Partnerships that focus on issues such as criminal justice reform, rehabilitation, and reintegration support;
- Educating the community about victim support services and the role of restorative justice in healing;
- Mechanisms for evaluating the effectiveness of public awareness and advocacy campaigns;

2.4.7 Research and evaluation

Conducting research and evaluation to assess the effectiveness of correctional programs and practices are essential for continuous improvement and for adapting to evolving crime trends and societal needs. Key issues under research and evaluation are:

- Research and studies that addresses critical issues within the correctional system, including the effectiveness of rehabilitation and treatment programs, recidivism rates, and the impact of correctional practices on public safety;
- Ensuring resources are available for conducting studies, collecting data, and analyzing outcomes related to tailor made correctional services;
- Collaboration and partnerships that facilitate knowledge exchange and the application of research findings to practice;
- Ensuring standards for data integrity, confidentiality, and accessibility, ensuring that data collected is reliable and useful for evaluation purposes;

- Develop frameworks for evaluating programs and interventions, setting benchmarks for success, identifying key performance indicators, and employing both qualitative and quantitative evaluation methods;
- Stakeholder input in both research design and evaluation processes to ensure diverse perspectives are considered;
- Mechanisms for incorporating feedback from research and evaluation findings into practice; and
- Dissemination of research findings with stakeholders, including policymakers, practitioners, and the public, to enhance transparency and foster informed decision-making;

2.4.8 Response to emerging crime trends

Correctional officers must be adaptable to evolving crime patterns, such as cybercrime and transnational and organized crimes. Key issues under response to emerging crime trends are:

- Systems for monitoring and analyzing crime trends, utilizing data analytics to identify patterns and emerging threats;
- Collaboration between correctional services and law enforcement agencies;
- The integration of risk assessment tools to identify offenders who may be involved in emerging crime trends;
- Rehabilitation and treatment programs updated, tailor made to address the specific needs of offenders associated with crime trends;
- Engaging with community stakeholders in responding to emerging crime trends;
- Partnerships with local organizations, advocacy groups, and community members to develop targeted prevention and intervention strategies;
- Training and capacity building to equip staff with the knowledge and skills necessary to manage offenders involved in emerging criminal activities;
- The use of data management systems, predictive analytics, and other technological tools that support proactive monitoring and intervention; and
- Public awareness about emerging crime trends and preventative measures.

2.4.9 Integration of technology and modernization

Incorporating technology in correctional services is an essential aspect of modernizing the correctional system. Key issues under integration of technology and modernization are:

- Technological infrastructure required for modern correctional facilities, including secure communication systems, surveillance technologies, and data management systems;
- The integration of automated systems for offender management, scheduling, and record-keeping;
- The use of electronic monitoring technologies, such as GPS and electronic bracelets, as alternatives to incarceration;
- Utilization of data analytics to assess trends in offender behavior and recidivism;
- Access to telecommunication services for inmates, including virtual visitation and remote counseling services;

- Training of correctional officers in the use of new technologies;
- Security of correctional systems against cyber threats;
- Collaboration with technology providers, community organizations, and stakeholders in the modernization process;
- Evaluation of technology integration and modernization efforts; and
- Compliance with legal standards and ethical considerations, particularly concerning inmate privacy and rights.

2.4.10 Parole system

Parole as an offender management tool requires the framework for the establishment of a parole system. Key issues under parole system are:

- Legal and institutional framework for administration of parole system;
- Eligibility requirements for parole;
- Assessment process used to evaluate offenders before granting parole;
- Procedures for parole hearings, including the rights and responsibility of offenders during hearings, and the criteria for decision-making;
- Conditions that parolees must adhere to upon release;
- The role of parole officers in supervising parolees;
- The circumstances under which parole may be revoked;
- Impact on victims and the community;
- Collection of data on parole outcomes, including recidivism rates and the effectiveness of rehabilitation and supervision efforts; and
- Public education about the parole process.

CHAPTER THREE: POLICY STATEMENTS

3.1 Problem statement

The correctional services sector in Kenya faces a variety of significant problems that impede its ability to effectively rehabilitate, supervise and reintegrate offenders and ensure public safety. Key issues include:

3.1.1 Ineffective Coordination among Stakeholders

There is a notable lack of collaboration between various stakeholders involved in the correctional system, including government agencies, NGOs, and community organizations. This fragmentation leads to inconsistent service delivery and hampers the implementation of effective rehabilitation programs.

3.1.2 Offender Management Challenges

The sector struggles with inadequate staff capacity, training and professional development opportunities, which affects the quality of offender management. Additionally, outdated infrastructure in correctional facilities limits the ability to provide adequate care and rehabilitation for inmates.

3.1.3 Rehabilitation and Treatment Obstacles

Both custodial and non-custodial rehabilitation measures face considerable challenges due to insufficient resources, lack of evidence-based programs, and inadequate focus on the specific needs of different offender populations. This results in high recidivism rates and ineffective reintegration into society.

3.1.4 Inadequate Legislative Framework

The existing laws and policies governing correctional practices often do not align with modern standards and best practices. This misalignment creates gaps in service delivery and limits the effectiveness of correctional efforts.

3.1.5 Insufficient Funding

Budgetary constraints are a critical barrier to effective operations within the correctional services. Limited financial resources restrict program development implementation, maintenance of facilities, and staff training, all of which are necessary for improving service delivery.

3.1.6 Complexity of Crime

The increasing complexity, dynamics, sophistication, and automation of crime pose additional challenges for correctional services. Adapting to these evolving trends requires innovative strategies and a proactive approach to offender management.

3.1.7 Public Perception and Stigma

There is often a negative public perception of the correctional system, which can hinder efforts to rehabilitate offenders. Stigmatization of ex-offenders can affect their reintegration into society and limit their access to employment, housing and community support.

Addressing these problems is essential for improving the effectiveness of correctional services in Kenya. Comprehensive reforms, increased funding, and a focus on evidence-based practices are crucial for enhancing the sector's ability to rehabilitate offenders and reduce recidivism.

3.2 Policy Statement

To develop a correctional system in Kenya that prioritizes effective supervision, rehabilitation and treatment of offenders, reduces recidivism rates, and enhances community safety. This will be achieved through the implementation of evidence-based practices, innovative supervision, rehabilitation, treatment and reintegration programs, and collaborative approaches that actively engage all stakeholders in the correctional process.

3.3 Policy Objectives

The Correctional Services Policy will pursue the following objectives:

- (a) Enhanced coordination and collaboration;
- (b) Strengthened offender management;
- (c) Improved supervision, rehabilitation treatment and reintegration of offenders;
- (d) Review of correctional services laws, policies, and practices;
- (e) Increased funding, resource allocation and research for corrections;
- (f) Effective response to evolving and emerging crime trends; and
- (g) Increased public awareness and support.

3.3.1 Enhanced Coordination

The Government will promote robust collaboration among all stakeholders involved in the correctional system, including government agencies, non-governmental organizations (NGOs), and community organizations to ensure integrated service delivery and comprehensive support for offenders, fostering a unified approach to rehabilitation and reintegration efforts.

Policy Actions

Correctional services will improve the effectiveness of correctional systems through partnerships and integrated approaches:

- Promote collaboration among various agencies involved in the criminal justice system, including law enforcement, social services, mental health organizations, and community groups;

- Support the formation of task forces or committees that bring together representatives from law enforcement, correctional facilities, community organizations, and health services to address common goals and challenges;
- Promote the development of secure systems for sharing information related to offender assessments, treatment progress, and recidivism, ensuring all stakeholders have access to relevant data to inform their actions;
- Engage community organizations to provide support services, mentorship, and reintegration programs for offenders, fostering a collaborative environment that aids rehabilitation;
- Support professional development programs that equip staff with the skills necessary to work effectively in a collaborative environment;
- Develop joint programs that involve multiple agencies to enhance service delivery;
- Promote partnerships between the public sector and private organizations to leverage additional resources and expertise; and
- Incorporate restorative justice principles into correctional practices to strengthen collaboration with victims and community members.

3.3. 2 Strengthened Offender Management

The Government will invest in comprehensive training and professional development programs for correctional officers to enhance their skills in offender management. This includes improving assessment and classification processes, crisis intervention techniques, and rehabilitation strategies. Additionally, provide adequate infrastructure and resources to support effective management practices, ensuring that correctional officers can deliver high-quality services that promote the rehabilitation and reintegration of offenders.

Policy Actions

Correctional services will enhance the effectiveness of correctional practices to ensure public safety, facilitate rehabilitation, and reduce recidivism:

- Promote the use of validated **risk, needs and responsivity** assessment tools to evaluate offenders' risks, needs and classification accurately;
- Promote **use of** individualized offender management plans that outline specific rehabilitation goals, treatment options, and supervision ;
- Strengthen coordination among various agencies involved in offender management;
- Emphasize rehabilitation as a primary goal of offender management;
- Involve the community in the offender management process;
- Recognize and address the diverse needs of various offender populations **with special needs** , such as juveniles, women, and individuals with mental health issues; and
- Support the adoption of technological tools that improve supervision, facilitate communication between agencies, and track progress.

3.3.3 Improved Rehabilitation and Treatment of Offenders

The Government will implement evidence-based rehabilitation programs tailored for both custodial and non-custodial measures, addressing the diverse needs of offenders to enhance the effectiveness of treatment modalities by incorporating individualized assessment, therapeutic interventions, and skills training. The holistic approach will include mental health support, educational opportunities, and vocational training to facilitate successful reintegration of offenders into society and reduce recidivism rates.

Policy Actions

Correctional services shall create effective programs that support the reintegration of individuals into society while addressing the underlying factors of criminal behavior:

- Develop and implement evidence-based rehabilitation programs that have been shown to reduce recidivism;
- Develop and promote personalized treatment plans tailored to the specific needs of each offender;
- Increase focus on mental health and substance abuse treatment;
- Train correctional officers in rehabilitation techniques and evidence-based practices;
- Advocate for community-based programs that allow offenders to engage in rehabilitation while remaining in their communities;
- Partner with non-profit organizations, educational institutions, and healthcare providers to enhance rehabilitation efforts;
- Establish monitoring and evaluation mechanisms to assess the effectiveness of rehabilitation programs; and
- Address the transition from incarceration to community living by providing support services that assist with accommodation, employment, and social reintegration.

3.3.4 Review of Correctional Services Laws, Policies, and Practices

The Government will conduct a comprehensive review of existing correctional services laws, policies, and practices to evaluate their effectiveness and alignment with the constitution and international standards. The review will identify gaps and inconsistencies in the legal framework governing correctional services in Kenya. It will focus on key areas such as correctional services institutions, offender rights and responsibility, rehabilitation approaches, and management of vulnerable populations, ensuring that policies promote humane treatment, support rehabilitation, and facilitate successful reintegration into society. Recommendations will be made to reform and strengthen the legal and policy framework to better serve the needs of offenders and enhance public safety.

Policy Actions

Correctional services will ensure that the correctional system remains effective, equitable, and responsive to the needs of offenders and society:

- Conduct regular reviews of existing laws ~~and~~, procedures ~~and~~ practices to assess their effectiveness and relevance;
- Engage a broad range of stakeholders, including correctional officers, community organizations, legal experts, and offenders in the review process;
- Promote the use of research and data analysis to inform decisions about policies, programs and procedures during review process;
- Ensure policies are aligned with international human rights standards and best practices;
- Focus on laws and procedures that prioritize rehabilitation and successful reintegration of offenders into society;
- Conduct assessment of emerging issues, such as the impact of technology on corrections, trends in crime, and the needs of special populations ~~women, and mentally ill offenders~~; and
- Establish accountability measures to ensure that necessary changes are implemented following the review.

3.3.5 Increased Funding and Resource Allocation for Corrections

The Government will promote sustainable and adequate budgetary allocations to ensure the effective operation of correctional services by prioritizing funding for the maintenance of facilities, the research, development and implementation of rehabilitation programs, and the training of correctional officers to create an environment conducive to the successful reintegration of offenders into society, thereby enhancing public safety and reducing recidivism rates.

Policy Actions

Correctional services will ensure that adequate resources are available to support rehabilitation, safety, and effective management of correctional facilities:

- Emphasize the allocation of funds towards evidence-based rehabilitation programs that address the root causes of criminal behavior, such as substance abuse and mental health issues;
- Provide funding to improve correctional facilities' infrastructure, maintaining safe and humane living conditions, enhancing security measures, and upgrading technology for monitoring and management;
- Resources for capacity building in areas such as crisis intervention, mental health awareness, and effective rehabilitation strategies;
- Provide funding for community-based alternatives to incarceration, such as diversion programs, probation, and parole services;
- Provide funding for studies that assess program outcomes and inform future resource allocation decisions;
- Provide funding for the integration of technology in correctional services, such as electronic monitoring, data management systems, and communication tools;

- Provide funding towards programs that specifically address the needs of vulnerable populations within corrections, such as individuals with mental health issues, substance abuse problems, or those who are elderly or disabled;
- Promote partnerships with non-profit organizations, academic institutions, and community groups to leverage additional resources and expertise;
- Develop frameworks for sustainable funding that account for long-term needs rather than short-term fixes; and
- Raise awareness about the importance of adequately funding correctional services, emphasizing the benefits of rehabilitation and community safety.

3.3.6 Effective response to Evolving and Emerging Crime Trends

The Government will develop and implement adaptive strategies to effectively address the evolving and emerging crime trends that challenge traditional correctional practices. It will put in place measures to ensure continuous monitoring and analysis of crime patterns, including the rise of cybercrime, organized crime, **terrorism** and other complex offenses.

Correctional services will prioritize the integration of advanced technologies and data analytics to enhance crime prevention and offender management. Ongoing training for staff will ensure they are equipped with the skills necessary to respond effectively to new challenges, fostering a proactive rather than reactive approach to crime and rehabilitation.

Policy Actions

Correctional services will adopt practices and strategies to address new challenges in the criminal landscape:

- Prioritize the use of data analytics to identify and analyze emerging crime trends;
- Engage in ongoing research to understand the factors contributing to evolving crime trends;
- Develop flexible rehabilitation and intervention programs that can be adjusted in response to changing crime patterns;
- Collaborate with various agencies, including law enforcement, social services, and mental health organizations;
- Engage the community in discussions about emerging crime trends to foster public support and awareness;
- Promote public education campaigns that inform citizens about new crime patterns, preventive measures, and the role of correctional services in addressing these issues;
- Support the adoption of innovative tools, such as predictive policing, electronic monitoring, and data-sharing platforms, to improve operational efficiency and effectiveness;
- Promote professional development to ensure that officers are equipped with the knowledge and skills to address contemporary challenges;

- Develop programs that address the root causes of criminal behavior, such as substance abuse and mental health issues; and
- Establish mechanisms to evaluate the effectiveness of responses to emerging crime trends.

3.3.7 Increased Public Awareness and Support

The Government and correctional services will engage actively with communities to raise awareness about the correctional system's role in public safety and offender rehabilitation to foster a positive perception of correctional services by highlighting successful rehabilitation stories and community reintegration initiatives.

Policy Actions

Correctional Services will foster a positive relationship between the correctional system and the community, ensuring that the public is informed, engaged, and supportive of rehabilitation efforts:

- Promote comprehensive public education campaigns that inform the community about the goals and functions of correctional services, emphasizing the importance of rehabilitation and reintegration of offenders into society;
- Involve community members in programs and initiatives ~~that~~ such as volunteering, mentoring, and participating in restorative justice programs, fostering a sense of ownership and collaboration in the rehabilitation process;
- Establish transparent communication channels between correctional services and the public helping to build trust and accountability;
- Facilitate partnerships that focus on promoting rehabilitation, supporting victims, and addressing community safety;
- Conduct regular surveys, town hall meetings, and forums to gather input from community members;
- Provide training for correctional officers on public engagement and communication strategies to ensure that they are equipped to effectively interact with the community;
- Share success stories of rehabilitation and reintegration to positively influence public perception; and
- Raise awareness of victim support services and the importance of addressing victims' needs within the correctional services.

CHAPTER FOUR: IMPLEMENTATION FRAMEWORK

4.1 Policy Steering Committee

The State Department has established Correctional Services Policy Steering Committee to oversee the Implementation of the Policy.

Policy Actions

- (a) Develop and gazette the Terms of Reference for the Correctional Services Policy Steering Committee;
- (b) Hold monthly Steering Committee meetings to oversee the implementation of the policy; and
- (c) Promote Senior Management meetings at Correctional Services, Correctional Institutions and Facilities levels on the implementation of the policy.

4.2 Stakeholders Participation

Successful implementation of the policy requires establishing strong linkages with stakeholders to achieve the desired policy objectives.

Policy Actions

- (a) Map and review stakeholders instrumental in the policy implementation; and
- (b) Develop a framework and guidelines for stakeholder engagement in correctional services
- (c) Engage stakeholders during policy implementation based on their role.

4.3 Legal and Regulatory Framework

Successful implementation of this policy requires that the existing correctional services laws, regulations, rules, guidelines and practices should align with the policy.

Policy Actions

- (a) Review Prisons Act, (Cap 90).....
- (b) Review ...Borstal Act (Cap 92).....
- (c) Issue new Standing Orders and Prison Rules
- (d) Review of Probation of Offenders Act (Cap 64)
- (e) Review of Community Service Order Act (Cap 93)

4.4 Funding Arrangements

Successful implementation of this policy will require adequate financial, human and technical resources to ensure effective and efficient implementation for desired policy outcomes.

Policy Actions

- (a) Sought funding and budgetary allocation from the National Treasury; and
- (b) Sought additional support from development partners and non-state actors.

4.5 Implementation Plan

The State Department for Correctional Services has established an implementation plan to effectively operationalize the policy. The plan will guide the formulation of annual work plans and performance contracts, ensuring that the policy's goals and objectives are successfully met.

Policy Actions

- (a) Develop action plan and annual work plan that identifies key policy issues, goals, objectives, key result areas (KRAs), and the specific activities to be undertaken during the policy implementation period;
- (b) Develop activity budget for each financial year during the policy implementation period, with specific responsibilities assigned to each technical department involved in implementation.

4.6 Performance Contracting

The implementation of the policy will rely on Performance Contracts that align with the established goals and objectives.

Policy Actions

- (a) Roll out performance contracts aligned with the policy goals and objectives across all Departments, Directorates, Divisions, Sections, and employee levels; and
- (b) Integrate the policy goal and objectives with the Performance Appraisal System (PAS) and the Performance Rewards and Sanctions Framework to enhance efficiency and effectiveness in service delivery.

4.7 Communication of the Policy

To ensure the effective implementation of the policy, a comprehensive communications strategy shall be developed that will target both internal and external stakeholders, including the correctional services, correctional institutions, correctional facilities, public, partners, and policy makers.

Policy Actions

- (a) Promote effective internal communication among correctional officers at all levels within correctional services, institutions and facilities;
- (b) Promote effective external communication with external stakeholders including the public, partners and policy makers; and
- (c) Develop crisis communication plans for managing emergencies within correctional services.

CHAPTER FIVE: MONITORING AND EVALUATION

5.1 Monitoring and Evaluation

Monitoring and evaluation (M&E) shall be an essential strategy in the implementation of the National Correctional Services Policy. This will ensure that results frameworks on each policy action detailing outputs, outcomes, impacts and key actors shall be developed to facilitate annual plans and development planning processes. The State Department for Correctional Services will coordinate these efforts to ensure that the policy objectives are effectively achieved.

To facilitate the tracking of implementation and reporting, the State Department will employ existing tools such as Strategic Plans, Annual Performance Contracts, Annual Work Plans, and the Annual President's Report. These tools will be aligned with the Medium Term Expenditure Framework to promote consistency and effectiveness in monitoring.

The policy's implementation will establish a monitoring and evaluation mechanism to ensure the policy objectives are monitored, tracked and evaluated.

Policy Actions

- (a) Develop and implement monitoring and evaluation tools and performance indicators that are integrated in the annual plans; and
- (b) Develop and institutionalize tools for effective monitoring and evaluation.

5.2 Reporting

The policy's implementation will undergo regular monitoring, evaluation, and reporting to assess progress toward its objectives, identify challenges and gaps, and recommend necessary corrective actions to ensure the desired results are achieved.

Policy Actions

- (a) Produce quarterly and annual progress reports in a consultative manner;
- (b) Facilitate timely reporting, decision making and direction on progress of implementation; and
- (c) Initiate and harmonization of reporting on rehabilitation.

5.3 Learning

The policy's implementation emphasizes the collection, collation and analysis of offender management and rehabilitation data to inform policies, planning and decision-making.

Policy Actions

- (a) Researching issues of offender management, rehabilitations and integrations;
- (b) Establish offender management database to be updated regularly and include rehabilitation and integration data;

- (c) Assessing all programs to ascertain whether they meet the policy objectives and targets; and
- (d) Evaluating whether implemented programs have had positive impact on offenders.

5.4 Policy Review

This policy will be reviewed after every ten years or on need basis to take into account changes in laws, priorities and emerging issues as may be determined by the Government.

Annex 1: Definition of Terms

Annex 2: Coordination Framework

Annex 3: Policy Implementation Matrix

Strategies	Expected Output	Key Performance Indicators	Timeframe	Estimated Cost	Funding Sources	Responsibility	
						Lead	Support
Policy Objective 1: Enhanced Coordination							
Policy Objective 2: Strengthened Offender Management							
Policy Objective 3: Improved Rehabilitation and Treatment of Offenders							
Policy Objective 4: Reviewed of Correctional Services Laws, Policies, and Practices							
Policy Objectives 5: Increased Funding and Resource Allocation for Corrections							
Policy Objective 6: Effective response to Evolving and Emerging Crime Trends							
Policy Objective 7: Increased Public Awareness and Support							

Annex 4: Policy M&E Matrix

	Indicator(s)	Baseline	Target(s)		Sources of data	Frequency
			Mid Term	End Term		
Policy Objective 1: Enhanced Coordination						
Outcome(s) 1						
Outcome(s) 2						
Policy Objective 2: Strengthened Offender Management						
Outcome(s) 1						
Outcome(s) 2						
Policy Objective 3: Improved Rehabilitation and Treatment of Offenders						
Outcome(s) 1						
Outcome(s) 2						
Policy Objective 4: Reviewed of Correctional Services Laws, Policies, and Practices						
Outcome(s) 1						
Outcome(s) 2						
Policy Objective 5: Increased Funding and Resource Allocation for Corrections						
Outcome(s) 1						
Outcome(s) 2						
Policy Objective 6: Effective response to Evolving and Emerging Crime Trends						
Outcome(s) 1						
Outcome(s) 2						
Policy Objective 7: Increased Public Awareness and Support						
Outcome(s) 1						
Outcome(s) 2						