

## CHAPTER SIX

### CONCLUSIONS, A CCRC MODEL FOR SOUTH AFRICA AND RECOMMENDATIONS

#### 6.1 INTRODUCTION

In chapter five the quantitative data of the second phase of the study were presented and interpreted with the findings of the qualitative, first phase of the study. This chapter will present the conclusions of the study, which form the basis of the South African model for CCRCs that is developed and discussed. Finally, in this chapter, recommendations will be made on the outcomes of this study.

Firstly, the researcher will indicate how the objectives of this study were achieved and how the research questions provided a framework for the development of a model for CCRCs in South Africa.

## 6.2 AIM AND OBJECTIVES OF THE STUDY

The aim and objectives of the study were as follows:

### 6.2.1 Aim

The aim of this study was to investigate community corrections residential centres (CCRCs) and, as an outcome, develop a South African model for CCRCs.

This aim was achieved, as will be reflected and discussed in this chapter, through the achievement of the objectives of the study.

### 6.2.2. Objectives

In the following discussion the respective objectives of the study will be given with a brief indication of how they have been achieved in this study.

#### Objective 1

To explore public and private (for profit/ non-profit) international models of CCRCs in view of the limited existence of such models in South Africa.

This objective was reached in various phases, namely:

The researcher explored the for-profit CCRC model during her visit to Denver, Colorado where personal interviews were conducted with the programme directors of four CCRCs and one independent DRC.

Documents were obtained from the Department of Correctional Services regarding a pre-release model, run by the Georgia Department of Corrections as a transitional centre. Additional information on CCRCs run by the public sector was obtained through the Internet as well as by means of a literature review.

Information regarding the non-profit model was obtained through an Internet search with the researcher establishing contact with Ms A. Handwerk (Coordinator of the Ohio Department of Rehabilitation and Correction). In addition, case studies on the non-profit model were also investigated on the Internet.

## **Objective 2**

To identify new trends and developments in the field of community corrections internationally, as well as in South Africa.



Through observation and a literature review, the researcher identified the following new trends and developments in the field of community corrections:

At the BI Incorporated DRC modern technology, such as the Sobrietor and the SkyGuard 200, combined with the BI 9000 electronic monitoring system, where the offender's whereabouts is effectively monitored, were observed.

In New York, reporting kiosks similar to Auto Teller Machines (ATMs) are available for probationers, instead of them having to report to probation officers. Reporting at the kiosks takes less than four minutes (The Corrections Connection Technology Network, 2001:1).

The *"warning cards system"* is a new development in the community corrections field where offenders receive a card prior to release. The card warns them about the new increased time they will have to serve for both violent as well as non-violent offences (Community Corrections - Public Safety Initiatives, 2000:1).

In South Africa a pre-release centre opened in Devon, in Gauteng Province during March 2002, as a new development and paving the way for more alternative sentencing options in South Africa.

### Objective 3

To gain a South African perspective on CCRCs, from social workers employed by Community Corrections Offices, with regards to CCRCs.

This objective was achieved through the quantitative study by means of questionnaires which were sent to all the social workers employed by the Community Corrections Offices in the nine provinces of South Africa. As was reflected in chapter five, the social workers' perspective provided a clear direction for CCRCs in South Africa.

### Objective 4

To explore programmes utilised by international CCRCs in relation to programmes in South Africa in order to make recommendations regarding possible programmes for CCRCs in South Africa.

This objective was achieved in chapter four of this study which described programmes at CCRCs in Denver, Colorado as well as other international programmes. In chapter five, respondents of the quantitative study gave specific direction regarding programmes relevant for CCRCs in South Africa.

## Objective 5

To develop a South African model for CCRCs as an outcome of this study. This objective is realised in this chapter and hence, is also achieved.

In summary, the aim and objectives of this research were all achieved. In order to develop a model for CCRCs in South Africa, specific questions guided the research process during the conceptual phase of the study.

### 6.2.3 Research questions

The research questions for the study were as follows:

Are there sufficient alternative sentencing options in the community corrections system to address the overcrowding of prisons in South Africa?

Are more measures needed in the community corrections system in order to ensure that punishment fits individual offenders?

Can less serious offenders be treated successfully in the community?



How safe is the community corrections option for the community if more offenders serve their sentences in the community?

Is there a need for CCRCs in South Africa? What type of models should be implemented in South Africa if there is a need for CCRCs?

Who should manage community corrections sentencing options in South Africa?

The findings and the following conclusions from the study reflect that the study was guided by these research questions.

### **6.3. CONCLUSIONS OF THE STUDY**

In the following discussion the major findings of the study will be synthesised and highlighted as a guiding framework for the conclusions of the study.

#### **6.3.1 Alternative sentencing options**

Based on the findings that prisons are overcrowded and that the less serious offender can be successfully sentenced and reintegrated into the community, it can be concluded that the existing sentencing options should be developed and extended in South Africa. This should cover a broad range of alternative

sentencing options to fit individual offenders and crimes. Fallin (1989:68) mentions that a *"broad array of alternatives must be available to sentencing judges that go beyond the traditional one-way in/out decision of probation or prison"*. Therefore CCRCs can serve as an alternative sentencing option in South Africa.

### **6.3.2 Facilities and models for community corrections**

The research findings indicated that pre-release, parole violation, mixed transitional and diversion, probation and awaiting-trial facilities are applicable models for community corrections.

It can be concluded that, if the needs of various types of offenders are to be served, CCRCs must be carefully planned according to a specific model.

### **6.3.3 Partnerships for CCRCs**

The research findings have shown that, to be successful, CCRCs should be designed, developed and managed by a partnership between the public and the private sector.

It can be concluded that although the public sector should take primary responsibility for the management of crime, services should be contracted to the private non-profit sector



(NGOs). In their study, Knapp *et al.* (1992:16) found that the private, non-profit agencies form the largest component of CCRCs throughout the U.S.A.

The management of CCRCs in South Africa should therefore take place in partnership between the Department of Correctional Services and the private non-profit sector (NGOs).

#### 6.3.4 Funding

The findings indicated that the funding of CCRCs is first and foremost the responsibility of government and then the offender should become co-responsible when s/he is employed and in a position to pay for services.

From the above finding it can be concluded that at least the public sector and the individual offender should be financially responsible and accountable in order to ensure the sustainability of a CCRC project. Funding is therefore an important component in the planning and implementing stages of CCRCs to ensure sustainability. Austin *et al.* (1992:28) regard funding and its stability as a critical aspect in the successful functioning of CCRCs and DRCs. They argue that the more projects receive their income from various sources such as public grants, private and corporate grants and

donations from individuals as well as organisations, the more sustainable they become.

#### **6.3.5 CCRC programmes**

Findings have indicated that both supportive and interventive programmes are important to run CCRCs effectively. For this purpose CCRCs should plan to include space for programmes on their own premises and at the same time network with skilled agencies in the community to provide specialised programmes. Based on this finding it can be concluded that intervention programmes should range from supportive to interventive programmes and should actively involve the community. (Compare Allen *et al.*, 1978:5.)

#### **6.3.6 Community support**

Findings indicated that community support is very important for CCRCs. According to Rachin (1976:574), the community's acceptance as well as its involvement, are of primary importance, in order for CCRCs to be effective and sustainable.

From this finding it can be concluded that the community should be involved and their support gained throughout the process of establishing CCRCs.

Rubin and Rubin (1992:362) affirm the need for a "*firm community base*". They are of the opinion that developmental organisations stand or fall due to the strength of community support: "*Building community integration is an important prelude to successful developmental efforts, and successful developmental and community-based social service efforts build community*".

#### **6.3.7 Selection criteria**

The findings indicated that offenders should be admitted to CCRCs based on specific selection criteria. This leads to the conclusion that careful selection of offenders, by means of a type of sifting system (selection criteria), is necessary in order to safeguard the community from harm. In this regard Graycar (2000:14) claims that both the offender and the community can be regarded as the client.

#### **6.3.8 CCRCs as one-stop services**

Findings also indicated that one-stop services should include specialised programmes, job creation programmes and after-care facilities and day reporting services. The conclusion for this finding is that services should be provided holistically and that CCRCs should thus function as one-stop services in the



community. Latessa and Travis III (1992:177) refer to one-stop services as "*multiservice agencies*".

#### **6.3.9 Contracts for job training**

With regard to employment, research findings indicated that the Department of Labour should issue contracts to CCRCs to train offenders in both the informal and formal sectors.

It can therefore be concluded that the training of offenders for the job market should be seen as a primary programme activity at CCRCs.

#### **6.3.10 Tax relief schemes for employers**

Employers should receive tax relief from the State if they employ offenders and ex-offenders.

From this finding the conclusion is reached that government should play an active role in securing jobs for offenders and ex-offenders and that tax relief could serve as an incentive towards this goal.

Research done by McShane and Krause (1993:238) indicated that employment is one of the most dependable predictors of success when a person is on parole.

### 6.3.11 CCRC personnel

CCRCs require a specific component of personnel, i.e. social workers, programme directors, day supervisors, night supervisors, volunteers and security personnel.

From the above finding it can be concluded that CCRCs do need various types of personnel, including social workers who can work in a team context, according to their specific field of expertise. McShane and Krause (1993:396) state that with a team approach a more balanced case planning and management service can be provided at CCRCs.

In summary, derived from the research findings of this study, conclusions emerged which give clear direction for a model for CCRCs in South Africa.

## 6.4. A MODEL FOR COMMUNITY CORRECTIONS RESIDENTIAL CENTRES IN SOUTH AFRICA

Following the cues from the findings and conclusions of the study, a model for CCRCs in South Africa, will be contextualised within the following framework:

- Models for community corrections.

- Partnerships for community corrections including managing agencies; community support; accountability; funding and personnel.
- Programmes for CCRCs with specific focus on selection criteria for offenders.
- Funding and tax relief schemes for employers.

#### **6.4.1 Model for community corrections**

A South African model of CCRCs should be a combined, integrated model, derived from two models of community corrections, namely reintegration and diversion. The researcher regards community corrections as an empowering, capacity building approach within a social development theoretical framework, founded on a community development strategy as discussed in chapter two of this study. Community corrections are both multi-sectoral as well as multi-disciplinary, and "*address basic material, physical and psycho-social needs*" (The White Paper for Social Welfare, 1997:20).

Community-based correctional programmes should be targeted at the development of human, social and economic capital (Midgley, 1995:195). The proposed model for CCRCs in South Africa is visually presented in Figure 12:



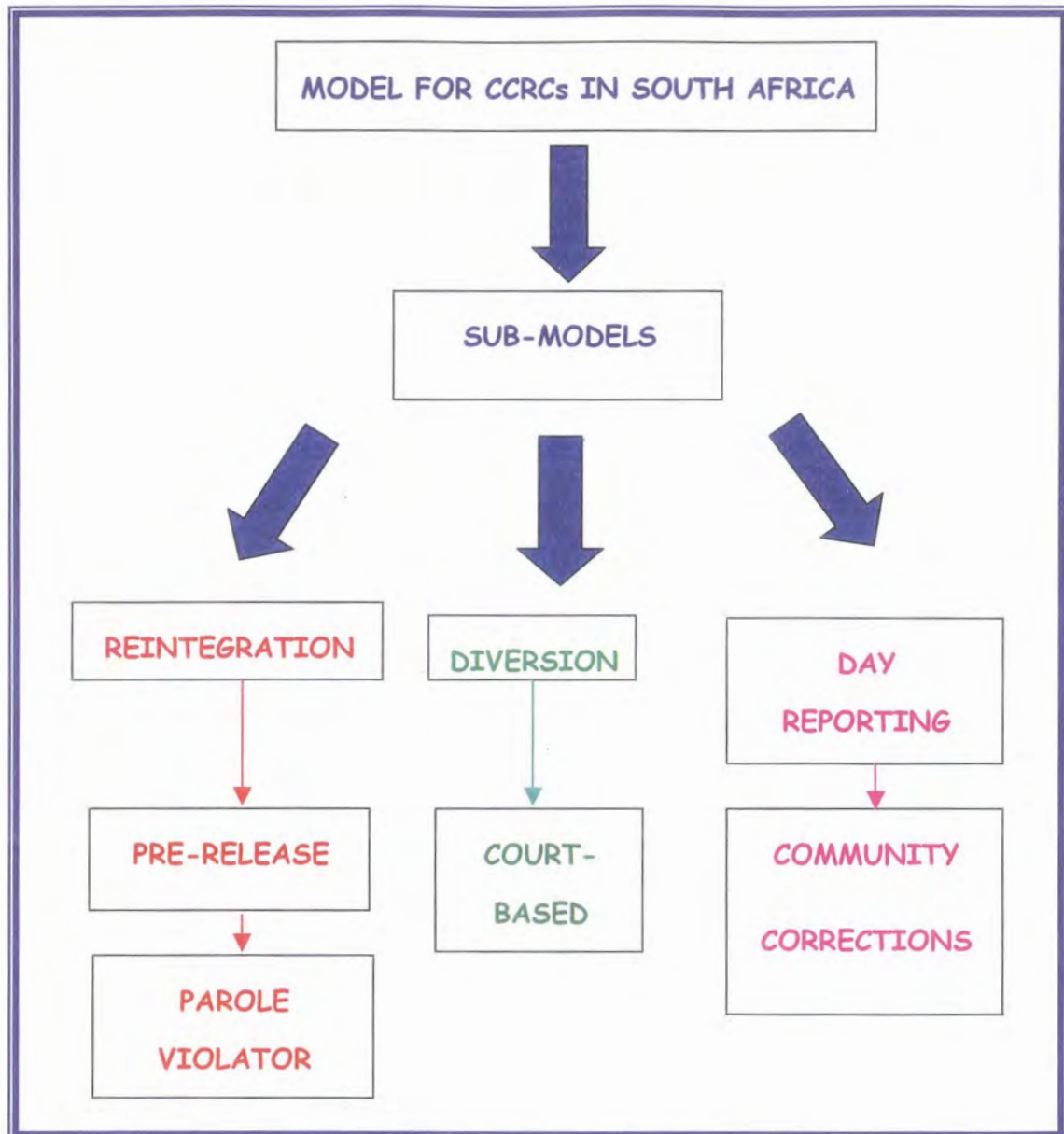


FIGURE 12: MODEL FOR CCRCs IN SOUTH AFRICA

The proposed model for CCRCs in South Africa (Figure 12) is a **combined, integrated** model, consisting of sub-models of the reintegration and diversion models of community corrections, and DRCs. This model deviates from the three alternative

models grouped under the reintegration model of community corrections, as discussed by Latessa and Allen (1982:156). It also deviates from the diversion model of community corrections set forth by Allen and Simonsen (1995:658).

The reintegration model discussed by Latessa and Allen (1982:156) consists of three alternative models, namely the standard model (1), the pre-release model (2) and the parole violator model (3). However, the researcher proposes that, in South Africa, only the pre-release and the parole violator models be utilised, where the offenders can take part in specialised programmes at the CCRCs. Regarding the standard model, the offender is already placed on parole in the community and in chapter one it was stated that the CCRC concept does not focus solely on finding a home for the offender. If the same parolee violates parole conditions, it would be necessary to place him/her in a CCRC with specialised programmes, instead of sending him/her back to prison. The researcher observed that CCRCs in Denver, Colorado as well as case studies on the Internet regarding CCRCs, focussed more on the pre-release and parole violator's alternative models in the reintegration and diversion models of community corrections.

The researcher has also deviated from Allen and Simonsen's sub-models of the diversion model, namely those that are community-based, police-based and court-based. Of these three the researcher proposes that only the court-based diversion be included in the South African model, because it is the more formal sub-model of the three and allows better control and monitoring of offenders.

The impact and effectiveness of this proposed combined integrated model for CCRCs in South Africa will lie in the challenge to manage the centres through partnerships in the community between the public and private sectors.

#### **6.4.2 Partnerships for community corrections**

Proposed partnerships for CCRCs in South Africa between the public and private sectors are outlined in Figure 13:



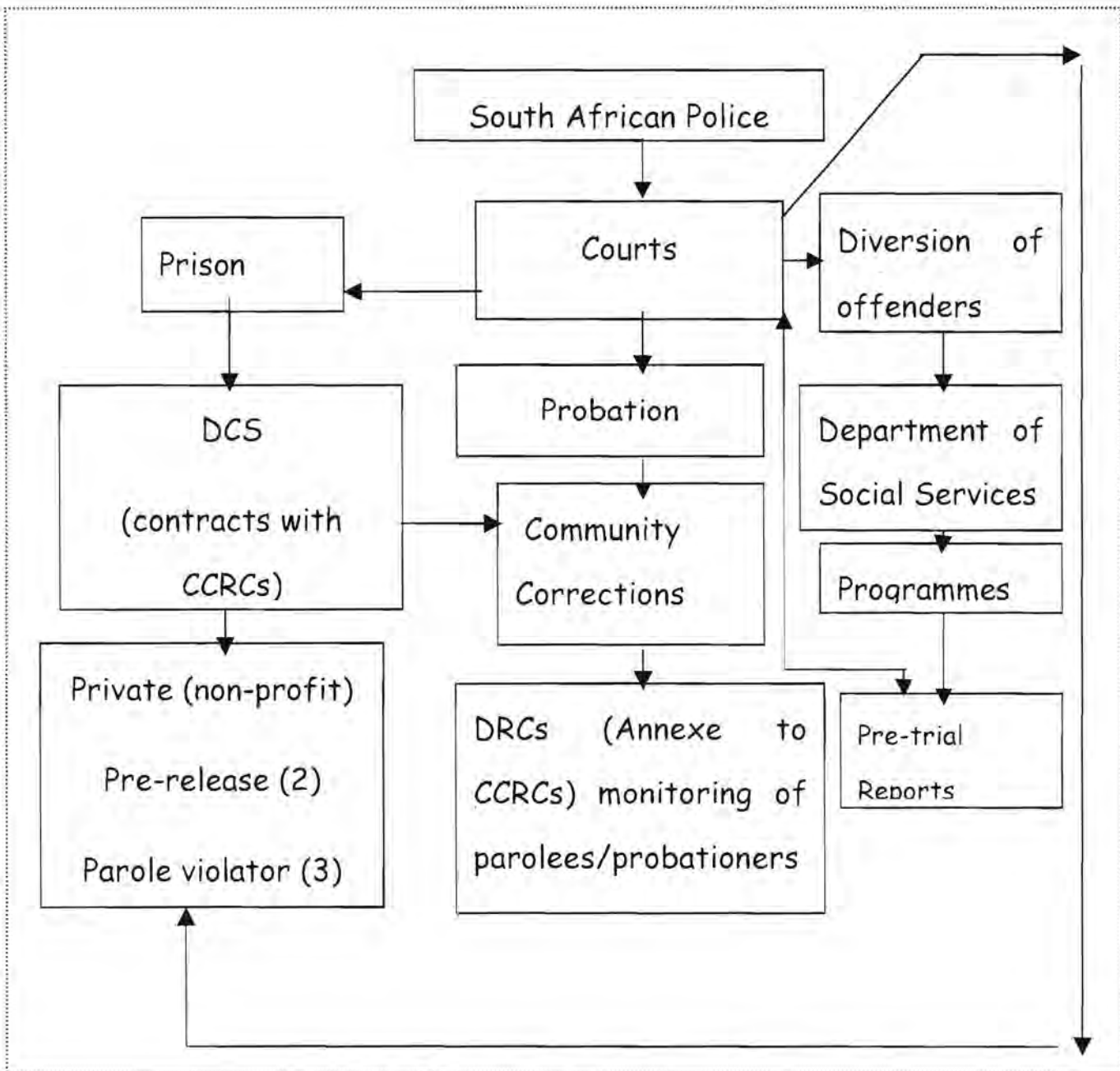


FIGURE 13: PARTNERSHIPS

The above partnerships in Figure 13 can be described as follows:

The South African Police Service is the primary Department involved when charges are laid against an alleged offender. The case is referred to the court if they decide not to drop

the charges against the alleged offender, which is known as police-diversion.

If the case is referred to the court, the magistrate decides what should happen after hearing the case. If the alleged offender is found guilty, various options may be decided upon such as the following:

- The person may, for example be a petty or first offender, or a drunk driver (known as driving under influence (DUI) in the U.S.A) and be diverted to the Department of Social Services, or another primary organisation with the capacity to work with adult diversion cases. Or the person may be sentenced directly to a CCRC in the community as a condition of his/her diversion.

The responsible Department then serves the offender through applicable programmes according to the conditions of the diversion process. Normally a pre-trial report is written to inform the court whether the offender participated successfully in the diversion programmes. If the offender succeeded, the charges are dropped against him/her.

In order for a magistrate to sentence an offender directly to a CCRC in South Africa, a section in the Criminal Procedure Act needs to be amended to permit this. Some diversion offenders

would then be referred to a CCRC whilst others would take part in programmes provided by primary diversion organisations without staying at a CCRC. This decision would be made at the discretion of the magistrate. This practice is utilised internationally.

Austin *et al.* (1992:17) surveyed 100 female programmes and stated that the courts sentence offenders directly to 44 of the 100 programmes. Most were sentenced to programmes instead of prison. Others, first went to jail or prison and thereafter took part in the programmes. These programmes were either CCRCs or DRCs.

- The courts may also decide to put an offender on probation. Monitoring of the probationer in the community, then takes place through probation officers at the Community Corrections Offices.

- The court may also decide to send an offender to prison because of the seriousness of the crime committed. However, the sentenced offender is released on parole after serving a certain time in prison.

- The ideal is that the sentenced offender should be pre-released before his/her due parole date to the community-based CCRC that has contractual agreements with the



Department of Correctional Services for serving the offender through specialised programmes in a residential setting.

- In this model, the CCRCs are the private non-profit NGOs in the community that serve pre-release, parole violator and diversion offenders.

- The researcher proposes that DRCs function next to CCRCs in the community and that the Community Corrections Department should be in charge of the monitoring of offenders in the community.

In summary, the South African Police Service, the courts, the Departments of Correctional Services, Social Services and the private non-profit sector are all part of a team helping to manage crime in society.

Within the context of the proposed model for CCRCs in South Africa, the partnership should clearly specify the managing agencies.

#### **6.4.2.1 Managing agencies**

Managing agencies should be the Department of Correctional Services and the private non-profit sector (NGOs). As partners, these agencies should have **contractual agreements** with each other. The Department of Correctional Services

should refer cases to the CCRCs in the community for which the latter is paid by a corporate grant issued to them after a tendering process. A copy of such a contractual agreement was submitted to Dr. A.L. Hlongwane (Director of Community Corrections) in Pretoria.

These CCRCs should be paid by the Department to provide pre-release and parole violator services that include residential services. The researcher advises that the pre-release model should be run by the non-profit sector as she agrees with the observation of Latessa and Travis III (1992:170), namely that when these programmes are managed by Corrections Departments, they tend to be more of a *"minimum security prison than a rehabilitative community"*.

Concerning DRC services, it should be noted that internationally DRCs are contracted to the private sector in the community, whereas the findings of this study indicate that a lower response rate was chosen for the contracting of DRCs and EM to the private sector. The researcher is of the opinion that these two services should remain the responsibility of the Community Corrections Offices in South Africa, as they are skilled in the management and monitoring of offenders, as well as in EM. DRCs should, however, function as partners and as annexes next to CCRCs in the community,



wherever possible. Partnership and collaboration between various Departments and agencies are therefore of great importance in the fight against crime in the community. Services should be orchestrated rather than fragmented.

Other Departments that should be included in a public-private partnership to fight crime include Labour, Social Services, Law, the Police and Housing, as well as local authorities and municipalities. These public-private partnerships should develop into full partnerships between the two sectors, with each partner accepting responsibility and accountability for what is delegated to them.

Lindsay (1990:4) states that successful partnerships must have clearly defined roles for all role-players and to achieve this, negotiation plays an important part. This was apparently not the case when NICRO opened *"halfway houses"* in the early 1970s in South Africa, where the partnership existed only on paper and a full partnership was never realised between the then Department of Correctional Services and NICRO. The researcher is convinced that this partnership must be a committed partnership where all the role-players and stakeholders take full responsibility and accountability for the management of crime in South Africa.



Within this partnership, **community support** can play a strong role in the development of CCRCs in the community.

#### 6.4.2.2 Community support

Everett (2000) of Independence House, Fillmore Street, advised that it is to the CCRC's advantage to have community support, such as a community advisory board. According to him, the community can be presented by board members and good choices would be politicians, persons from the Police Department, people from the District Attorney's and Public Defender's Office. (Compare Lindsay, 1990:6.)

The researcher agrees in principle with Everett (2000) of Independence House, Fillmore Street regarding advisory boards. However, the *"role-players"* should represent their constituency, i.e. the community. They should be experts in their various fields in order to facilitate the advisory role of the board to the advantage of community corrections. Such an advisory board should be part of the CCRC project's planning phase and should then continue to work within the CCRC team.

Lindsay (1990:6) states that *"the best tool for public education is public involvement, and the best educators are the members of the public who are directly involved"* (Lindsay, 1990:6).

To facilitate community support, advisory boards should be formed within community corrections in order to fulfil an advisory role to CCRCs in South Africa.

In a successful partnership, the **accountability** of all stakeholders is a critical component.

#### **6.4.2.3 Accountability**

In a partnership between the Department of Correctional Services and the private non-profit sector, the Department should be the overseer of all CCRCs and should contract with them for services delivered to offenders. In turn, CCRCs should be accountable to the said Department, not only in terms of general operations, but also by submitting annual financial statements. The Department of Correctional Services, on the other hand, should be accountable to CCRCs by ensuring prompt payments. This is essential to ensure that the CCRC functions effectively and does not run into cash flow problems, which has been the case in many instances. (Compare Lindsay, 1990:6.) Funding is therefore a critical issue in the management of CCRCs in the community, as confirmed by Allen *et al.* (1978:10).



#### 6.4.2.4 Funding

Austin *et al.* (1992:28) warn about non-profit CCRCs relying too heavily on only a few sources of income as this can lead to a crisis and the possible termination of programmes. A diversified funding base is therefore of critical importance. Non-profit CCRCs should target resources outside corrections according to the Report on Consultations ([www.sgc.gc.ca](http://www.sgc.gc.ca)). If need be, the targeting of international resources may be a partial answer to the problem of funding according to the view of the researcher. According to a letter received from Mr Mdluli as the National President of SAPOHR (22 April 2002), this organisation already targets international resources for the funding for CCRCs in South Africa.

Funding poses a big challenge for CCRCs in South Africa. However, to keep offenders inside prison is an even greater challenge in terms of the cost aspect. Bester (Beeld of 21 November, 2002) reported that 98 prisons in South Africa are at least 175% full, costing South African tax payers R18 million per day.

In community-based CCRCs offenders may find jobs to meet their own needs and also pay for services received at the CCRC,



which make them responsible, accountable and teaches them to be proud productive members of society.

Latessa and Allen (1997:299) indicate that, in terms of funding, contracting is valuable in service provision as well as enabling CCRCs to rent their bed space to probation and parole agencies. In the end, it is more cost-effective to rent rather than to build and operate CCRCs (Latessa & Allen, 1997:299).

A critical financial aspect that relates indirectly to funding is that of the medical expenses of offenders at CCRCs. The CCRCs visited in Denver, Colorado do not provide medical services for their residents. Sullivan (2000) of Independence House, South Federal, informed the researcher that, upon arrival at the CCRC, clients sign a document stating that they are responsible for their own medical expenses at Independence House, South Federal. She stated that when residents fall ill, they are sent to a government hospital where payment is based on sliding scales according to their salaries.

In principle, the researcher agrees with this procedure. However, in South Africa payment for medical services poses a huge problem due to the prevalence of poverty. In South Africa government hospitals and local clinics in the neighbourhood of the CCRC, should enter into agreements

regarding the medical treatment of offenders, wherein partnerships are emphasised. Funding impacts on most of the activities of the CCRC including that of **personnel**.

#### 6.4.2.5 Personnel

It is clear that the respondents of the quantitative study, who were social workers from Community Corrections, regarded social workers as the most important staff members for CCRCs in South Africa. In line with the research findings, the researcher proposes that these social workers should function as "*case managers*" as opposed to "*case workers*" at CCRCs in South Africa. Their intervention strategies should be to fulfil the roles of resource brokers in the community on behalf of their clients. Hence, advocacy should be a major role for the social workers to fulfil. For this purpose, they must have an intimate knowledge of the resources in the community in order to provide the best resources to the offender. (Compare Latessa & Allen, 1997:292.)

Multi-disciplinary teams are implied in the findings regarding various personnel at CCRCs in South Africa. Austin *et al.* (1992:24) mention that Summit House uses the treatment-team approach of intervention when dealing with case management.



It was also clear from the research findings that different CCRCs with different aims and objectives would accommodate different types of personnel. The smaller the CCRC, the less personnel is needed. If the CCRC serves drug abusers, medical personnel are necessary. If the CCRC serves female offenders with babies and children below six years of age, educational personnel are important. However, because of the fact that there should be 24-hours per day monitoring at CCRCs, it is important to have the necessary staff to fulfil this function, including day and night supervisors. This requirement is important as it is to the benefit of the community and its safety. According to the CCRC programme directors in Denver, Colorado, security staff is essential. Their tasks, amongst others, are to contact offenders' employers to see if they are at work and to search through the personal belongings of the offender, which includes body and room searches.

Pre-release facilities in South Africa should have more security staff and more surveillance cameras as well, because of the fact that these offenders still have the status of sentenced offenders. However, if Community Corrections Offices function as annexes next to CCRCs as day reporting centres, less security personnel would be required at the CCRC.



The researcher proposes that CCRCs in South Africa should make use of the services of volunteers, in addition to the services of professional personnel. Leenhouts (1993:29) regards volunteers as being important, especially in current times of economic crisis. The researcher suggests that professionals, after completion of their studies in the correctional and complementary fields, should work in CCRCs and DRCs in the community. Leenhouts (1993:35) supports the idea that professional volunteers work for a "*small unit of work each year*".

In addition to volunteers, paid personnel at CCRCs in South Africa, should include social workers as case managers, day and night supervisors, as well as security personnel. However, each CCRC should be guided by its stated aim and objectives in this regard.

Personnel at CCRCs should receive special training that is different to that of correctional personnel. This is important in view of the different setting of a CCRC as opposed to that of a prison.

CCRC personnel should be carefully selected. Everett (2000) of Independence House, Fillmore Street is of the opinion that not all those who are interested in working in corrections

should in fact be involved. He is of the opinion that some people become involved in corrections because they are trying to fulfil their own needs for power and control over other individuals and he concluded that these are the very individuals that should not be in corrections.

The qualities and training of personnel will impact directly on the success of programmes for offenders.

#### **6.4.2.6 Programmes for CCRCs**

Programmes are important tools to help the offender to reintegrate successfully into the community. Therefore, all CCRCs in South Africa should cater for various programmes in terms of the needs of the offenders they serve.

The researcher regards the research finding on programmes as relevant for CCRCs in South Africa. Certain programmes were selected as being of more importance than others, namely orientation (82.35%), life skills (81.17%), accountability (80%), employment training (85.88%) and HIV/AIDS awareness programmes (82.35%). In South Africa some programmes should be general to all CCRCs such as the following:

- Employment training and job creation is of great importance within a South African context. McShane and Krause



(1993:238) state that employment programmes are of the utmost importance because of the fact that newly released offenders from prison have a great need of employment. Not only do they need jobs, but they also need help in initial job-seeking skills as well as in skills training.

Job creation projects should, therefore, in collaboration with the Department of Labour, be a part of CCRC programmes in South Africa. Job creation projects can provide the necessary training, particularly for those offenders who will not qualify for the open labour market. This training should be appropriate to the current job market and the courses should be accredited. (Compare the New Dictionary of Social Work, 1995:1.) By having a job offenders can be held accountable for their own lives and needs. The researcher is of the opinion that tax breaks should be provided to private companies who employ offenders, which is in line with international trends.

-HIV/AIDS awareness programmes are relevant to all offenders in South Africa because of the AIDS pandemic. Beeld (22 November, 2002) reported that prison gangs punish co-prisoners by raping them and by so doing, infect them with the HIV/AIDS virus. This ritual is known in prison as a "*slow puncture*". This article further reported that deaths due to



natural causes increased in prisons by 528% since 1995 when 184 cases were reported as opposed to 1169 cases in 2001.

Carst (2000) comments that Tooley Hall requires the offenders at the CCRC to take part in HIV/AIDS awareness programmes, because this CCRC caters for drug abusers. The researcher proposes that HIV/AIDS awareness programmes should form part of each CCRC in South Africa because of its relevancy to all sectors of life.

-Life skills programmes are also of great importance for CCRCs in South Africa because of the vast numbers of illiterate offenders. Respondents (social workers) were convinced that orientation programmes for offenders at CCRCs are especially relevant in the beginning phase of residing at a CCRC. It is at this stage that Carst (2000) of Tooley Hall, reported that contacts with the outside world are limited. This CCRC provides many activities at the centre and for the first few months offenders do not go home on special passes.

Programmes at CCRCs in South Africa should be selected to fit the needs of offenders. Sullivan (2000) of Independence House, South Federal, is of the opinion that individual assessment is necessary to determine which programme fits which offender. (Compare Everett, (2000) of Independence

House, Fillmore Street.) Clear and Dammer (2000:361-365) agree that programmes for offenders with specific problems need to be handled differently, i.e. drug abusing, sex, mentally ill, low-intelligence and lifestyle offenders.

The researcher proposes that programmes for CCRCs in South Africa should range on a continuum of supportive to intervention programmes and should make provision for holistic one-stop services, that include the skills and expertise of agencies in the neighbouring community.

When CCRCs in South Africa plan their programmes, they should also plan for programme space in accordance with the warnings of the CCRCs in Denver, Colorado in this regard.

Although the researcher proposes that programmes should be provided at CCRCs as holistic one-stop agencies, there should be a balance with regard to networking with the surrounding community to find and utilise external programme expertise. Specialised programmes in the community are resources which should be utilised according to the researcher to avoid "*re-inventing the wheel*".

Programmes, as already indicated, should match the needs of offenders. Selection criteria are therefore relevant to programmes, since CCRCs should be clear on the criteria they



use to take in offenders. The mission and objectives of CCRCs should guide them in determining the selection criteria.

#### **6.4.2.7 Selection criteria**

In line with the findings of this research and international practice, CCRCs in South Africa should admit offenders on the basis of selection criteria. Selection criteria are of utmost importance to safeguard the safety of the community. Through selection criteria, the CCRC aims, on the one hand, to accommodate the offender, and on the other hand, to look after the community's safety.

The premise for this strategy is that CCRCs and therefore, the social worker should regard both the offender and the community as clients. (Compare Graycar, 2000:14.)

In South Africa CCRCs will have to decide which selection criteria are appropriate for their centres, taking into consideration their mission and stipulated contracts. The mission of the CCRC should, at all times, include the safety of the community, which the researcher regards as important. Selection criteria imply that certain offenders will not be selected at CCRCs, which is in line with international trends, as reflected in literature and observed in Denver, Colorado. Strict measures to ensure the careful selection of offenders



for CCRCs are very important because if the community experiences problems with offenders residing at the CCRC, it could result in losing the support of the surrounding community and consequently closure of the facility.

The researcher regards the age of the offender and the geographical area s/he resides in, as important selection criteria. In South Africa, the younger offender finds it difficult to get a job. At the same time, it is almost impossible for an older offender to find a job in South Africa, particularly against the background of the unstable economic climate. Accordingly, the older offender has no hope for job placement and would therefore be unable to pay for services received at the CCRC. For these older offenders, the Department of Correctional Services in partnership with other Departments must find a way to solve the problems of the older and unemployed offender. In a personal interview with Mr Coetzee, (Assistant Head, Community Corrections, Pretoria) (2001), the researcher was informed that the Department of Correctional Services does allow older offenders with no support systems to stay at missions in the community. This may be a partial of a solution to the older offender's problems.

With regards to the geographical area, the offender should work in the area closest to the community in which s/he

normally lives. The researcher is of the opinion that this principle is not only relevant for community corrections but also for prisoners. It should be standard practice to place offenders where they are closest to their home and employment. This practice would help to facilitate visits by the family which would not only promote the family life of offenders, but would also facilitate reintegration into society.

After having observed the problems Carst (2000) of Independence House South Federal had with mentally ill offenders at the CCRC, the researcher proposes that offenders who are mentally ill should not be selected for placement at CCRCs where they do not have the expertise to deal with psychiatric problems. Mentally ill offenders are special needs clients who must be served by agencies with specialised knowledge and skills. In this regard the researcher proposes that more CCRCs should be provided for by the Department of Health to serve these offenders. A limited range of *"halfway houses"* exists currently at psychiatric hospitals in the country and they do not have the capacity to serve all mentally ill offenders.

Whether CCRCs should serve genders separately or together, should be clearly directed by the mission and objectives. Although the findings of this study showed that both males



and females should be catered for at the same CCRC, the researcher proposes that males and females should not be mixed at CCRCs in South Africa. This premise is related to the associated rise in management problems, more problems of a sexual nature and the fact that it is more costly since it is expensive to monitor the rooms if males and females are served at the same centre. South Africa should, in this regard, take the experience of the programme directors at CCRCs in Denver, Colorado into consideration.

In summary, the researcher proposes that the CCRC and the offender sign a contractual agreement regarding their respective responsibilities and accountabilities as partners. The offender must know from the start that for certain actions there will be "*zero tolerance*" as suggested by Everett of Independence House, Fillmore Street and Maglia of BI Incorporated DRC. (2000). The researcher strongly agrees that offenders in South African CCRCs should be held accountable for their actions and should bear the consequences of any misbehaviour. The community must see and experience that CCRCs are not "*soft options*".

In order for this proposed model for CCRCs to be implemented effectively in South Africa, critical challenges lie ahead and must be addressed. These include, amongst others, political



commitment; the bureaucracy of State departments; the amendment of a section of the Criminal Procedure Act; and contracts with the private non-profit sector. Based on these challenges, specific recommendations can be made as an outcome of the research findings and conclusions of this study.

## 6.5 RECOMMENDATIONS

The primary recommendation of this study, is that the proposed model for CCRCs in South Africa should be adopted by policy makers and politicians and be implemented. Implementation should be carefully planned and the various components of the proposed model could gradually phase in until the complete model is implemented in an integrated manner.

The successful implementation of this recommendation relies on the implementation of the following recommendations:

- The marketing of the CCRC concept and the proposed model for CCRCs in South Africa by the Department of Community Corrections at ministerial and political levels in order to obtain political commitment and support for this model. This implies the dissemination of the research findings to the Minister and all other relevant stakeholders.

- The alteration of a section of the Criminal Procedure Act in order to enable magistrates to sentence an offender directly to a CCRC.
- The establishment of partnerships between the public sector (engaging all relevant departments) and the private sector to plan, establish and sustain CCRCs in South Africa as a sentencing option. These partnerships should include a community awareness campaign informing the community about what community corrections entail, the commitment to community safety, and how the community can become involved and support CCRCs as partners in fighting crime in South Africa.
- A start should be made with a few pilot projects in the various provinces, including CCRCs for drug abusers, mothers with infants and babies, pre-release centres which make provision for work release of offenders and sex offenders and lastly diversion CCRCs.
- Government should investigate substantial tax relief for employers who employ offenders and ex-offenders.
- Finally, it is recommended that the establishment of CCRCs in South Africa should be founded in action and evaluation research from the planning phase, through the



implementation and monitoring phases to the evaluation phases.



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