

# CHAPTER ONE

## GENERAL INTRODUCTION

### 1.1 INTRODUCTION

In South Africa, one of the most frequently discussed subjects is that of crime and the crippling effect it has on all South Africans in general. Murder, rape, high-jacking and armed robbery are the order of the day. The South African Crime Pages reflect that *"21 000 people were murdered in S.A. last year"*, whilst *"a woman is raped every 23 seconds"* ([www.hixnet.co.za/home/kel/sacp.html](http://www.hixnet.co.za/home/kel/sacp.html)).

These crime statistics depict South Africa as a very violent society. When innocent citizens personally experience the devastating effects of crime on their lives, they are left with emotional trauma, pain and hatred for the criminals who have a general disrespect for life and personal belongings. Against this background, the ordinary law-abiding citizen wants all criminals behind bars for as long as possible. The reality,

however, is that although offenders participate in pre-release programmes in prison before their being released on parole, this does not adequately prepare them for meaningful reintegration into society after having been in prison for a long time. To safeguard the community from further harm, these offenders need specialised programmes in a facility between prison and home so that effective rehabilitation can take its course. If this is true for the so-called "*hardened criminal*", then it becomes essential to find an appropriate punishment for the petty offender other than prison with its subsequent reintegration problems. The question is, whether the community can really expect petty offenders, first time offenders and non-violent offenders to receive the same type of punishment as violent and hardened criminals. The researcher is of the opinion that, in this context, "*one size does not fit all*". This is to say that the punishment should fit the crime and the individual offender. Therefore, by giving non-violent offenders the opportunity to serve their sentence in the community, rather than in prison, they will most probably have a better chance of being rehabilitated and, at the same time, to be proactively protected from becoming hardened criminals. This emphasis calls for clarity on the role of the

community with regard to crime and appropriate punishment and/or sentencing options.

Society expects the State to safeguard its citizens from criminal harm. If the crime statistics are taken into account, it is clear that solving crime cannot be the sole responsibility of the State, police, courts and the criminal justice system. To curb the violence and crime in South Africa, the community should not only be an important role-player in reporting and preventing crime, but also, along with other role-players, in taking co-responsibility for the rehabilitation and reintegration of the offender into society.

It is against this background that the focus of this study is on community corrections. The research study aims, as an outcome, to develop a South African model of community corrections residential centres, where, through specialised programmes in the form of alternative sentencing options, non-violent offenders can receive a second chance in life to rehabilitate themselves.

This chapter serves as a general introduction to the study. It contains the motivation for the study; the problem statement; a brief overview of the research methodology utilised for the study; the ethical issues; the definition of key concepts; the

limitations of the study; and finally, the contents of the research report.

## 1.2 MOTIVATION FOR THE CHOICE OF SUBJECT

Van der Westhuizen (1997:115) concluded in her study of *"Halfway house facilities for offenders in Gauteng Province: a social work perspective"*, that a definite need exists for the establishment of halfway houses for offenders. The present study is thus an extension of the earlier study.

Three factors contributed to the researcher's motivation to pursue this research study, namely:

- international trends;
- South African welfare policy; as well as
- personal motivation

### 1.2.1 International trends

The traditional *"halfway houses"* focussed on residential services without formal programmes. The scope of halfway houses, however, has developed over the years to include broader purposes than merely *"halfway-in"* and *"halfway-out"* houses. Likewise, the International Halfway House Association has changed its name to mirror the broader purposes, as well

as the clients served by residential programmes. Their present name is "*The International Association of Residential and Community Alternatives*" which paved the way for the concept of "*Community Corrections Residential Centres*" (CCRCs).

Latessa and Travis III (1992:177) highlight the following about the future of CCRCs that evolved from the traditional halfway houses:

- The development into *multiservice agencies*.
- Continuation in growth and programme development.
- The primary role of the private sector in the future growth and management of residential correctional programmes. The private sector's delivery of more cost-effective services is the reason for its adoption of the CCRC concept.

In 1990 the Federal Bureau of Prisons, U.S. Department of Justice, already had 279 contracts with private and public agencies, to deliver services at CCRCs. The use of CCRCs is, according to Quinlan (1990:79), in accordance with the Bureau of Prisons' policy, namely to send offenders to "*the least restrictive, yet accountable facility that is required*".

To verify this international trend, the researcher did an extensive search on the Internet. The web sites of Missouri

State Government, International Community Corrections Association, and St. Leonard's Society of London; Residential, confirmed that an expansion of CCRCs has taken place. It is against this background that this study adopted the concept "*community corrections residential centres*" (CCRCs) as opposed to the concept of "*halfway houses*". In the opinion of the researcher, CCRCs include centres managed by the private sector, as well as those managed by the Department of Correctional Services. The term "*community corrections*" identifies itself with a correctional mission because

- (a) only offender populations are served at the CCRC in the community, and
- (b) it includes specialised rehabilitation programmes and shows a partnership between corrections and the community.

### 1.2.2 Welfare Policy

A second motivation stems from welfare policy in South Africa.

The establishment of CCRCs is in accordance with the White Paper for Social Welfare (1997). Guidelines for a welfare

strategy address, amongst others, the following aspects relating to offenders and alleged offenders:

*"Employment programmes, skills training and retraining opportunities for ex-offenders will be developed, as well as halfway houses and community-based temporary shelter arrangements. Institutionalisation will be a last resort. Only offenders who pose a serious threat to society should be imprisoned. Alternative forms of sentencing will be considered"* (White Paper for Social Welfare, 1997:84).

Despite this intent, CCRCs are not yet in place in South Africa. In fact, institutionalisation is still very much a reality and is not utilised only as *"a last resort"*.

### **1.2.3 Personal Motivation**

The third factor stems from the researcher's personal motivation.

When the researcher was doing her honours degree in social work, her field placement for group work was at Pretoria Central Women's Prison. During the group work sessions the women discussed their anxiety about being released from prison with no money and no place to stay. It was at this point in time that the idea of establishing CCRCs for offenders was

born within the researcher. In addition, the researcher was also a religious worker in the Pretoria Central Women's Prison for four years. This further motivated her to do something to help this group of women with their special needs.

The researcher's Masters degree explored the subject of "*halfway houses*" as mentioned earlier, and the present study is a step forward in that direction with a focus on CCRCs. The research report is available in the library of the Department of Correctional Services in Pretoria and the results have already been utilised by various persons in the Department of Correctional Services. Mr H. Bruyn, the former Commissioner of the Department of Correctional Services, personally requested a copy of the research report. Mr E. Kriek (2002) informed the researcher telephonically that he was under the impression that certain officials in the Department of Correctional Services consulted the said report prior to the pre-release centre's establishment in Devon, Gauteng Province. The Department of Correctional Services regarded the establishment of CCRCs as a matter of priority in 1998. A letter dated 3 February 1999 was sent to the researcher by Dr. A.L Hlongwane, director of community corrections, in which he stated that the letter "*serves to confirm that the Department of Correctional Services is forging ahead with the*



*implementation of halfway houses in South Africa*". He also stated in the same letter that the Department of Correctional Services was sending an investigation team on a study tour to Georgia in the U.S.A. This was to "*observe the functioning and operation of the private/state halfway houses in order to obtain a model for the implementation of halfway houses in South Africa, as a matter of high priority*". (Appendix A contains a copy of the letter.) After their visit to Georgia certain documents were supplied to the researcher regarding the pre-release model which are managed in Georgia by the Department of Correctional Services. It is based on this model that the South African Department of Correctional Services is currently managing the first pre-release centre which was opened in South Africa early in 2002, in Devon, Gauteng Province.

### **1.3 FORMULATING THE PROBLEM**

During 1998 when the researcher submitted the proposal for this study, no systems were in place in South Africa catering solely for offenders who are without any support systems on their release from prison. However, in the early 1970s a few "*halfway houses*" operated under the auspices of the National Institute for Crime Prevention of offenders (NICRO). The researcher was unable to obtain more information on these

"*halfway houses*" from Mr L. Muntingh (Deputy Executive Director) of NICRO. He referred the researcher to Dr. Graser who is presently the co-ordinator of post-graduate programmes in Probation and Correctional Practice at the Department of Social Development, University of Cape Town.

In a telephonic interview with Dr. Graser (8 November, 2002), he confirmed the existence of "*halfway houses*" in the early 1970s in Durban, Port Elizabeth, Cape Town, Pretoria and Johannesburg and that he had been the National Director of NICRO at that time.

According to Graser, these "*halfway houses*" catered mainly for eight to ten ex-offenders or parolees at one centre. Social workers at NICRO counselled these offenders, helping them with employment, other accommodation and reintegration with their families.

Within the context of this study, it was important for the researcher to know why these centres were closed down. In addition, the researcher was surprised to realise that high profile officials of the current Department of Correctional Services (Community Corrections) had no knowledge of "*halfway houses*" ever having existed in South Africa.

In the absence of documentation, Graser shed some light on explaining why these "*halfway houses*" had closed down (telephonic interview, 8 November, 2002). He informed the researcher that although there had been a partnership between the Department of Correctional Services and NICRO, it was merely on paper. Secondly, Graser expressed his conviction that politics played a major role, in that the then Department of Correctional Services experienced NICRO as being too liberal and posing a threat. Consequently, the said Department made insufficient referrals (cases) to NICRO to keep the "*halfway houses*" open.

This information provides clear lessons to be noted, within the context of this study. The importance of partnerships and political commitment stand out as key elements for the establishment of sustainable CCRCs.

This same challenge is posed to the pre-release centre, which opened in Devon, Gauteng Province, on 7 March 2002 with accommodation for 600 sentenced offenders. The researcher requested to visit the centre but the project was in the initial phase and the Department of Correctional Services was not yet ready to receive visitors. This centre caters solely for pre-release offenders. The centre only receives offenders from prison and not from the courts or other referral

agencies, according to the Draft Policy Document of the Department of Correctional Services (undated: 2). This initiative is a very positive step towards the reintegration of offenders into the community. However, this centre is for sentenced offenders who are not yet released on parole. This constitutes only one alternative model of the reintegration model for CCRCs and what South Africa needs are more alternative sentencing options where qualifying offenders can serve their sentences in CCRCs in the community.

During 2001, Mr H.A. Coetzee (Assistant Head, Community Corrections, Pretoria) informed the researcher in a personal interview that a new centre, POPUP, was being utilised for offenders. POPUP functions under the auspices of the Doxa Deo church group in Pretoria. The researcher visited the POPUP centre and although it has various programmes, it caters primarily for homeless people from the streets. This centre is therefore not suitable for the specialised needs of the offender. In addition, supervision does not take place 24-hours per day.

Van der Westhuizen (1997:116) concluded in her study that the existing care centres, mostly for homeless people, neither fulfil the needs of offenders for various reasons nor are they willing to serve and promote offenders only. However, the

CCRC concept that is investigated in this study, does not focus solely on finding a home for the offender. As already indicated, CCRCs would serve as a sentencing option for offenders and, in addition, accommodate parolees for rehabilitation, especially in the case of parole violators, who, in South Africa, would normally be sent back to prison for technical violations. The need for such centres is even more critical if offenders are unexpectedly released because of the overcrowding of South African prisons.

Prisons are so overpopulated in South Africa that the Cabinet agreed in 2000 to set free 18 000 offenders. This process started on Monday 17 September 2000 when 11 000 awaiting-trial prisoners were released. The next group of 7 000 prisoners, who were due for early parole nine months before their parole date, were released at the beginning of October 2000 (Saturday Star, 2000). Society should be protected against such decisions, because offenders, who are not rehabilitated for reintegration into society, pose a threat to society. In a personal interview with Mr H. A. Coetzee (2001) (Assistant Head of Community Corrections, Pretoria), he stated that due to this early release, proper pre-release programmes with the offenders were not possible. The researcher agrees with Mr H.A. Coetzee who stated that this

is not sound policy and a wide range of CCRCs is urgently required in South Africa to counteract the problem of overpopulated prisons. In line with international research, the researcher affirms that incarceration should only be for the most violent type of offenders, in the interests of public safety. However, treatment of non-violent, first, and petty offenders can take place in the community, as already mentioned in this chapter, provided they are in need of a CCRC facility. In essence, this is to assert that more alternative measures are needed in the criminal justice system.

In the Annual Report of the Department of Correctional Services, (1999:vii) Mr T.E. Nxumalo is of the opinion that the overcrowding of prisons "*remains the single most important challenge facing the Department*". This is, however, not only a tendency in South Africa, but is also a world-wide phenomenon.

Msimang (2000) quoted the former president of the South African Prisoner's Organisation for Human Rights (SAPOHR) who stated that 50 000 prisoners could easily be dealt with by placing them under alternative forms of correctional supervision. The suggestion of this organisation included the following: "*placing petty offenders, most of whom are serving time for offences like theft, fraud and shoplifting, on support*

*structures like community service, house arrest and under a monitoring programme in a halfway house”.*

It is against this background that this study enquires into various options of alternative forms of sentencing in a community context. The researcher is of the opinion that more measures are needed in the criminal justice system to meet the individual needs of offenders. Consequently, the specific focus of the study is on CCRCs as -

- alternative sentencing options in the community as opposed to straight imprisonment
- pre-release centres where prisoners can be rehabilitated before they are paroled into the community.

It has already been mentioned that community corrections residential centres are necessary to bring relief to the overcrowded prisons. However, the primary reason should be rehabilitation and reintegration into society. Incarcerated offenders face many obstacles within themselves and in relation to their environment and if they are not rehabilitated within a caring, supportive environment, they will fall prey to crime again. The following discussion highlights the problems that parolees, as long-term offenders, could encounter.

When the release of the long-term offender takes place on the scheduled parole date, s/he carries a burden of uncertainty about the future. The released offender could experience some of the following problems:

- Alienation from family, friends as well as the community;
- no place of residence; and
- unemployment, with little hope of employment if the high unemployment rate of 29% (Morning Live, SABC 2, 27 March, 2002) in South Africa is taken into consideration.

In comparison to the U.S.A., and in particular Denver, Colorado which the researcher visited, the picture in South Africa is very bleak with regard to employment. At the time of the researcher's visit, the unemployment rate in Denver, Colorado, was less than 4 percent and the demand for jobs was lower than the availability of jobs. This meant that most offenders would find a job within a month of being released from prison.

In South Africa the national Growth, Employment and Redistribution Strategy (GEAR) will need to be more specifically challenged to find solutions for unemployment.

It can be concluded from the above discussion that both parolees and probationers experience certain problems when



released from prison into the community. However, the Department of Correctional Services also has its own problems with parolees and probationers absconding after they have been released into the community after a prison sentence.

The problem of parolees and probationers absconding is a serious cause for concern for the Department of Correctional Services. (Annual Report of the Department of Correctional Services, 1998:9).

When long-term offenders are released on parole and probationers are set free into the community, officers of the Department of Correctional Services, (Community Corrections) supervise them. The Annual Report of the Department of Correctional Services (1998:9) cites the following contributing factors to the absconding of parolees and probationers:

- *unemployment, illiteracy and lack of skills*
- *insufficient release preparation before placement*
- *ignorance and lack of responsibility on the part of the offenders*
- *lack of adequate support and care systems in the community*



- *almost daily change of place of residence of offenders in informal settlements”.*

The aspects discussed above lend evidence to the importance of preparation for release, as well as the need for adequate support systems in the community such as CCRCs. The researcher compiled the statistics regarding the community corrections population according to the Annual Reports of the Department of Correctional Services for the periods December 1998 and 1999 as well as 31 March 2001. It should be noted, however, that the statistics regarding absconders are not for a one year period, but are given as follows:

- For the 1998 period, the statistics are from 1 January 1992 to the end of December 1998.
- For the 1999 period the statistics are from 1 January 1992 to the end of December 1999 (Annual Reports 1998:8, 1999:15 and 2000/01:110).

**TABLE 1: COMMUNITY CORRECTIONS POPULATION AS AT 31 DECEMBER 1998, 31 DECEMBER 1999 AND 31 MARCH 2001**

Category	Under supervision		Absconders		Total
	Males	Females	Males	Females	
<b>Probationers</b>					
December 1998	9 431	1 399	4 747	363	15 940
December 1999	13 017	1 926	4 184	326	19 453
March 2001	15 317	2 439	4 158	336	22 250
<b>Parolees</b>					
December 1998	20 874	645	18 840	328	40 687
December 1999	22 904	753	18 178	318	42 153
March 2001	26 771	942	16 529	273	44 515

The above Table 1 clearly shows a decrease in the total number of absconders in both the categories of parolees and probationers. This may be due to the fact that absconding is now a punishable offence according to Section 117 (e) of the Correctional Services Act, Act 111 of 1998 (Annual Report of the Department of Correctional Services, 1999:13). Table 1 shows that the community corrections population has grown

tremendously over the past three years and therefore proper management of this population is essential. CCRCs may be one of the measures needed in the criminal justice system to counteract problems such as absconding.

During a personal interview (2001) with the Assistant Head of Community Corrections, Pretoria, Mr H.A. Coetzee stated that offenders are only allowed to stay in the community with close family members such as mothers, fathers, brothers, sisters, husbands or wives. They must have permanent addresses. However, they do allow older offenders without support systems to stay at missions. If offenders are unable to produce a permanent address with close family members, they have to complete their sentences inside prison without any parole. CCRCs, therefore, may also be the answer to this specific problem of parolees staying inside prison because they do not have permanent addresses.

Recent statistics were received in a letter from Mr J. Engelbrecht (2001) of the Branch Prison Services, regarding prisoners in custody. The figures indicate the total number of offenders incarcerated for a period of two years up to a life sentence, as indicated in Figure 1:

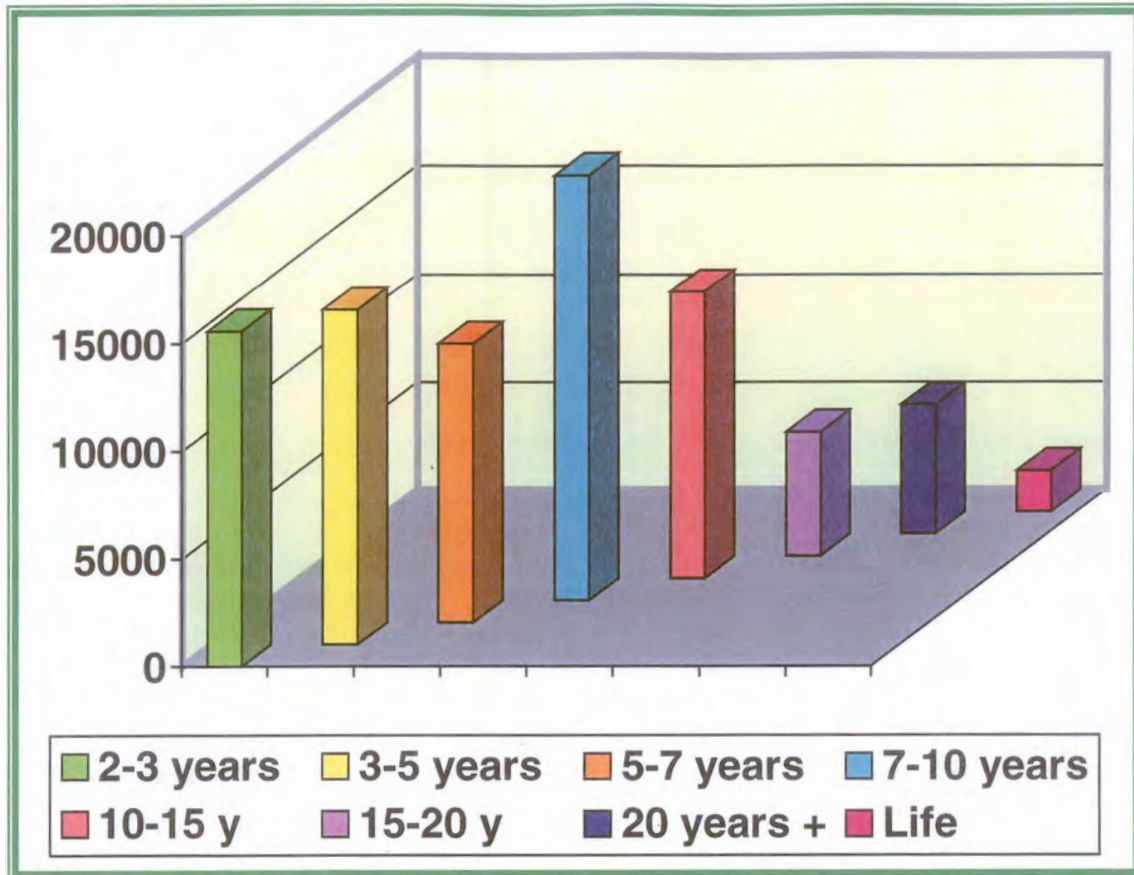


FIGURE 1: PRISON FIGURES: TWO YEARS - LIFE SENTENCE

The researcher would like to draw attention to the 7-10 year group which totals 19 697. Of this total number, Gauteng has the highest number of offenders of the nine regions in the R.S.A., namely 5 310, according to the statistics received from Mr J. Engelbrecht (2001).

It is these long-term sentenced offenders that would have a much better chance of rehabilitation if they could be accommodated in pre-release centres at least six months



before their due parole date, where their needs, problems and the challenges of successful reintegration into society are addressed. Sufficient planning should be proactively undertaken to accommodate the parolees to be released in the future into the community. The alarming statistics of the prison population on 31 March 2001, is reflected in Table 2.

TABLE 2: COMPOSITION OF THE PRISON POPULATION AS AT 31 MARCH 2001

Adults			Juveniles		
Category	Males	Females	Males	Females	Total
Sentenced	98 771	2 719	12 814	233	114 537
Unsen- tenced	41 714	1 067	13 390	251	56 422
Total	140 485	3 786	26 204	484	170 959
Percentage	82.17	2.21	15.33	0.28	100

Source: Annual Report of the Department of Correctional Services (2000/01:73).

These prisoners are kept in 238 prisons country-wide, namely:

- *"8 prisons for female prisoners only*
- *13 youth correctional facilities*
- *113 prisons for male prisoners only*
- *100 prisons accommodating both male and female prisoners"*  
(2000/01:73).

If sufficient support systems such as CCRCs are not in place, these persons will certainly fall prey to recidivism.

In summary, community corrections already play an important role in the sentencing of offenders in South Africa where offenders are placed under community supervision with various conditions to comply with. The pre-release centre at Devon in Gauteng Province is also a step in the right direction. However, these options are not, by any means, adequate to fulfil the total need. It is the premise of this research that CCRCs can play a vital role in accommodating all the various categories of needs and types of offenders. This study was aimed at investigating the various options and, as an outcome, developing a model for CCRCs in South Africa.

#### **1.4 AIM AND OBJECTIVES OF THE STUDY**

The aim and objectives of the study were as follows:

##### **1.4.1 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.



### 1.4.2 Objectives

- To explore public and private (for profit/ not for profit) international models of CCRCs in view of the limited models in South Africa.
- To identify new trends and developments in the field of community corrections internationally, as well as in South Africa.
- To determine a South African perspective of social workers employed by Community Corrections Offices, with regards to CCRCs.
- To explore programmes utilised by international CCRCs in relation to programmes in South Africa to make recommendations regarding possible programmes for CCRCs in South Africa.
- To develop a South African model of CCRCs as an outcome of the study.

### 1.5 HYPOTHESIS(ES) OR ASSUMPTIONS FOR THE STUDY

Mouton and Marais (1992:45) state that hypotheses should rather follow the exploratory study than being guided by it.

Hofmeyr (1996:4) agrees with this statement and states that the exploratory study does not make use of a hypothesis.

De Vos and Fouche (1998:78) refer to the exploratory designs as "*hypothesis-developing*". Therefore, this study is not guided by a hypothesis. The following research questions were formulated for this study:

- 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?

## 1.6 RESEARCH APPROACH

With regard to the study's research approach, the researcher had a choice between a quantitative, qualitative, or a combined approach as described by de Vos, Schurink and Strydom (1998:3). Neuman is of the opinion that exploratory research often uses qualitative data (1997:19,32). This study utilised both approaches and specifically the dominant-less dominant quantitative-qualitative approach of Creswell (1994:179). De Vos (1998:359) suggests that it is necessary for the researcher to define what is meant by triangulation. Guided by this triangulation approach the researcher utilised the quantitative phase as the dominant phase and the qualitative phase as the minor, less dominant phase of the study.

## 1.7 TYPE OF RESEARCH

Baker (1994:68) is of the opinion that applied research is applicable when "*practical use is an outcome*" of the research study.

De Vos, Schurink and Strydom (1998:9) refer to applied research by using the term "*intervention research*" as

developed by Rothman and Thomas as a type of research also with practical use as an outcome. Neuman (1997:22) also stresses the practical use of applied research where solutions are pursued for specific problems.

As the aim of this research study specifically intends practical use as an outcome, the type of research followed was applied research with specific developmental elements. Based on the research findings, the researcher, as an outcome of the study developed a model of CCRCs for the South African context.

## 1.8 RESEARCH DESIGN

An exploratory design was the choice for this research study for the following reasons:

- Research studies on CCRCs in South Africa are few. However, international research on this topic is traceable but is not always of a recent date. As already mentioned, this research study is an extension of the researcher's Masters degree with the title: "*Halfway house facilities for offenders in Gauteng Province: a social work perspective*".
- The establishment of CCRCs in South Africa is a new trend, as opposed to more extensive international utilisation.

In accordance with Rubin and Babbie (1989:86), exploratory studies take place to explore a topic where the subject is relatively new and unstudied. (Compare Neuman, 1997:19 and Mouton and Marais 1992:38.)

As already indicated, the exploratory design guided the research to develop hypotheses. (Compare Mouton and Marais, 1992:45 & De Vos and Fouche, 1998:78.)

## **1.9 RESEARCH PROCEDURE AND STRATEGY**

The research procedure and strategy for the study will subsequently be discussed.

### **1.9.1 Research procedure**

Specific research considerations are important when doing exploratory research. It is necessary to keep the research strategy flexible and open. In order to gain insight into data collection, certain methods may be utilised such as literature review, interviews, informants and case studies, according to Mouton and Marais (1992:45). In this study the researcher utilised literature review, interviews, informants, and studied case studies on the electronic media.

### 1.9.2 Strategy

In this study, triangulation was used in the data collection process in two phases. The first phase which was qualitative, entailed a visit to Denver, Colorado and the second quantitative phase was conducted with social workers employed by Community Corrections in the Department of Correctional Services.

The research process unfolded as follows:

- Interviews were conducted with various experts in the field of community corrections, from the Department of Correctional Services to gain a broader perspective on the research topic. These experts included Dr. A.L. Hlongwane, Director of Community Corrections, Pretoria, Mr. H.A. Coetzee, Assistant Head of Community Corrections, Pretoria and Advocate A.J Strydom, office of the Provincial Commissioner of Gauteng Province, Department of Correctional Services.
- The Internet was also used extensively to gain a comprehensive perspective on CCRCs.
- Due to a lack of information on the research topic in African and other developing countries' contexts, the researcher

had to explore international links with more developed countries. Mr H.A. Coetzee, Assistant Head of Community Corrections, Pretoria, supplied the researcher with the name of a Mr J. Thurston in Denver, Colorado. The researcher contacted him via the electronic media. This contact had a snowball effect and led the researcher to contact other people suggested by Mr J. Thurston. Personal interviews were arranged to take place during the researcher's visit to their facilities. This visit entailed the following:

- Non-scheduled, structured interviews (see Appendix B) were conducted with programme directors in Denver, Colorado, in order to gain an international perspective on the functioning of CCRCs. The CCRCs and DRCs visited, as well as the programme directors with whom the researcher had personal interviews with, were as follows:
  - Independence House, South Federal CCRC, combined with a DRC and serving both males and females. Programme Director: Ms L. Sullivan.
  - Independence House, Pecos centre, a CCRC serving males only. Programme Director: Mr D. Carrigan.

- Independence House, Fillmore Street, a CCRC facility which serves both males and females. Programme Director: Mr T. Everett.
- Tooley Hall, a CCRC serving females only, although the centre works closely with Williams Street, a CCRC that serves males and which is also combined with a DRC. Programme Director: Ms S. Carst.
- BI Incorporated who is serving as a DRC facility. Programme Director: Mr A. Maglia.

The qualitative data gathered from the above-mentioned programme directors was of paramount importance for the construction of the questionnaire in the second quantitative phase of the study. The findings of the qualitative study are reflected in an integrated manner with the literature and the findings of the quantitative study in the respective chapters of the research report.

- Finally, a questionnaire was administered to social workers employed by Community Corrections in the Department of Correctional Services within the nine regions of South Africa to gain their perspective on the possibility of establishing CCRCs in South Africa.



## 1.10 PILOT STUDY

Strydom (1998:179) states that the literature sources referring to a pilot study are few. He therefore supports the opinion of Cilliers (1970:132), stating that a pilot study should begin with a literature study, followed by the experience of experts. Thereafter a general outlook on the field of investigation is required and, if necessary, an intensive study of a few cases should follow.

As already mentioned above, the researcher's Masters degree examined the concept and functioning of "*halfway houses*" whilst the current research is an extension of the former study to a model for CCRCs in South Africa. The research for the Masters degree therefore, formed part of the pilot study of the current research. In addition however, the researcher extended the literature study for the sake of a broader orientation to the field of study. The researcher had also to establish contacts with experts who specialise in the field of community corrections. The pilot study thus consisted of the following elements: a literature study; interviews with experts; a preliminary exploratory study as well as a study of strategic units.

Strydom (1998:181) mentions the importance of preliminary exploratory studies with the practical planning of the research project in mind. He refers to aspects such as transport costs, the financing of the project as well as the importance of the time factor. The researcher took note of Strydom's view of possible problems that may arise later in the main investigation.

### **1.11 LITERATURE STUDY**

A thorough search was conducted both on the electronic media, such as the Internet, and communication with international experts via electronic mail. This search also extended into a literature study regarding the subject of CCRCs. To gain a broader perspective on the subject of CCRCs, complementary fields were searched for information.

### **1.12 CONSULTATION WITH EXPERTS**

Various experts in the field of community corrections and Criminology were consulted for a broader perspective regarding the research topic. These experts included both the internal team of the Department of Correctional Services who undertook a viability study during 1998 regarding the establishment of community-based care centres, to which the researcher was invited, as well as other important role-players.

All of these role-players confirmed that CCRCs are of the utmost importance to help offenders to reintegrate successfully into the community. The role-players were the following:

Mr H. A. Coetzee - Assistant Head, Community Corrections, Pretoria

Mr H. Makhubela - Head, Community Corrections, Boksburg

Mr C. Groenewald - Head, Social Work Services, Johannesburg

Mr L. Holtzhausen - Social Worker, Johannesburg Prison

Ms M. Siebert - Community Corrections, Pretoria

Adv. A.J. Strydom - Office of the Provincial Commissioner of Gauteng Province, Department of Correctional Services, Pretoria

Dr. A.L. Hlongwane - Director, Community Corrections, Department of Correctional Services, Pretoria

Dr. D. van der Berg, lecturer, Department of Criminology, University of Pretoria

The last two experts were not part of the internal team of the Department of Correctional Services who undertook the viability study on "*halfway houses*".

One of the recommendations of this internal team of the Department of Correctional Services (1998:11) in the viability study, was the following:

*"The research, planning and establishment of a Community-based Care Centre (Pilot project) for the accommodation, training and reintegration of the offender are hereby recommended".*

As a result of this viability study, the Department of Correctional Services sent a task group to Georgia in the United States of America to observe the functioning of CCRCs managed by the State. The researcher studied these documents which she received from the Department of Correctional Services regarding the Georgia model of CCRCs, managed by the "public sector". To obtain knowledge on the "private model", the researcher established contact via electronic mail with Denver, Colorado. As a follow-up the researcher paid a visit to CCRCs in Denver, Colorado during May 2000.

The affirmation of these experts that CCRCs are of the utmost importance to help the offender to reintegrate successfully into the community, confirmed the relevance of this research topic and study.

### 1.13 FEASIBILITY OF THE STUDY

Rubin and Babbie (1989:81) draw attention to the importance of the feasibility of a research study. Research problems should not be too narrow so that they are not worth doing, or too grandiose that they are not feasible.

Strydom and De Vos (1998:191) state that to study whole populations would be too costly and time consuming. This calls for the use of samples of populations. Time and cost are also important aspects to consider.

The cost of this study was very high due to the inclusion of all social workers employed by the Department of Correctional Services at all Community Corrections Offices in the nine South African provinces, as well as a visit to Denver in Colorado, U.S.A.

As the research study's aim was to develop a South African model of CCRCs it was necessary to include as many opinions as possible about the components and functioning of such a model. The researcher therefore concluded that although the cost aspect for this study was very high, it was necessary to include all the social workers in the nine regions in South Africa as respondents for this study. Although the visit to Denver in

Colorado was expensive, their expertise and experience of CCRCs made an invaluable contribution to this study.

#### **1.14 PILOT TEST OF QUESTIONNAIRE**

The researcher constructed the questionnaire with inputs received from various resources, including the following:

- CCRCs in Denver, Colorado.
- Officials at the Department of Correctional Services in South Africa, with an extensive knowledge of parole and community corrections.
- Literature review.

The researcher pre-tested the questionnaire for content validity and reliability in December 2001. Two social workers employed at the Community Corrections Offices pre-tested the questionnaire, which resulted in a few changes in the questionnaire.

#### **1.15 RESEARCH POPULATION, SAMPLE AND SAMPLING METHOD**

De Vos and Fouche (1998:100) state that the population in most cases differs from the study's sample, although in many cases it may be the same. Rubin and Babbie (1989:89) confirm

that in studies that have individuals as the unit of analysis, the individuals are the population.

De Vos and Fouche (1998:100) are of the opinion that it is necessary to describe both the study's sample as well as sampling strategy while the following aspects should be taken into consideration:

- It is necessary to specify the unit of analysis, for example what is going to be studied, namely persons or things.
- What are the precise procedures followed to select the sample?
- What were the reasons for choosing the specific procedures?
- The number of persons or things that will be included in the sample.

The research population for the quantitative study consisted of social workers employed by the Department of Correctional Services (Community Corrections), in all nine regions of South Africa:

1. Eastern Cape
2. Free State



3. Gauteng
4. Kwa Zulu Natal
5. Limpopo
6. Mpumalanga
7. Northern Cape
8. North West
9. Western Cape

In early March 2002, the researcher had established telephonically from Ms M. Venter (administrator) of the Department of Correctional Services' Head Office, the total number of social workers employed by the Community Corrections Offices in all nine regions of South Africa.

According to Ms M. Venter (2002), the social workers employed by the Department of Correctional Services at the time of the empirical study totalled 454. This number included both social workers employed at prisons, as well as those employed at Community Corrections Offices in the nine regions of South Africa. The total number of social workers employed at the nine regions' Community Corrections Offices at the time of the empirical study was 134. Accordingly, 134 self-



administered questionnaires were sent to the social workers at Community Corrections Offices.

Stoker, as quoted by Strydom and De Vos (1998:192), gives guidelines concerning the size of samples. According to this author, the sample percentage suggested for a population of 500, is 20 percent, and the number of respondents 100.

According to Neuman (1997:222), a larger sample size is necessary for populations under a thousand. This author suggests a 30 percent sampling ratio.

By means of purposive sampling, the researcher targeted all the social workers employed at the Community Corrections Offices in South Africa. However, those serving sentenced offenders were excluded. One hundred and thirty-four (134) social workers out of the population of 454 gave a sampling ratio of 29,5 percent, which falls within the range suggested by Stoker and Neuman, as discussed.

Bless and Higson-Smith (1995:95), describe purposive sampling as a type of non-probability sampling. It is also called judgmental sampling because it is the researcher who decides who will be included in the sample. The criteria for inclusion in the purposive sampling were as follows:

- Social workers (males/females).
- Employed by Community Corrections.
- Providing correctional supervision to parolees and probationers as clients under community corrections.

Barnett (1991:13) agrees with the above authors but draws attention to the "*deliberate subjective choice*" of the researcher in this regard. This author states that if the researcher is of sound judgement the results of this procedure may be good. However, Strydom and De Vos (1998:199) warn that the judgement of the researcher is too important in this type of sampling method.

The research approach for the qualitative study has already been described under paragraph 1.9.2. of this chapter.

The researcher agrees that probability-sampling procedure is by far the best where "*each element has an equal chance of selection independent of any other event in the selection process*" (Rubin and Babbie 1989:197-198). Yet, it is also true that under certain circumstances the non-probability sampling procedures are the best as is the case in the present research study. Non-probability sampling is defined by Rubin and Babbie (1989:65) as "*a sample selected in some fashion other than*

*those suggested by probability theory. Examples include judgmental (purposive), quota, and snowball samples”.*

## **1.16 ETHICAL ISSUES**

The researcher did not conduct any interviews with incarcerated offenders. However, the researcher signed an agreement with the Department of Correctional Services stipulating certain conditions by which the researcher must abide (see Appendix C). The Department appointed an internal guide to monitor the research study. One of the conditions was that the permission of the Department of Correctional Services is also required to publish the research findings.

## **1.17 DEFINITION OF KEY CONCEPTS**

Relevant concepts will be defined in subsequent chapters. In this chapter, the key concepts for the study are defined.

### **1.17.1 Community Corrections**

The South African Correctional Services Act, (1998:12) defines community corrections as *“all non-custodial measures and forms of supervision applicable to persons who are subject to such measures and supervision in the community and who are under the control of the Department”.*

Clear and Dammer (2000:414) define community corrections as "*non-incarcerative programmes for offenders who remain within the community while serving their sentences*".

According to Latessa and Allen (1997:3) community corrections refer "*to numerous and diverse types of supervision, treatment, reintegration, control and supportive programmes for criminal law violators*".

In South Africa, probationers, parolees and awaiting trial prisoners fall under the direct supervision of Community Corrections (Annual Report of the Department of Correctional Services, 2000/01:42). Offenders are placed under community supervision or parole supervision and they must then comply with certain "*conditions*", such as being placed under house detention; doing community work (only probationers); paying compensation to victims, attend programmes and are monitored regarding payment of maintenance where applicable. Monitoring is done physically and telephonically. The international community refers to "*intermediate sanctions*" where various options are included, as discussed in chapter two of this study.

### 1.17.2 CCRC - Community Corrections Residential Centre

The concept of CCRCs is defined differently by various authors, institutions as well as counties and states. The concept ranges from halfway houses, residential centres, community release centres, transitional facilities, to community corrections residential centres and others. The following table shows the various names adopted by various authors, counties and states, to name only a few:

TABLE 3: VARIOUS NAMES ADOPTED FOR CCRCs

REFERENCE	NAMES FOR CCRCs
Missouri State Government ( <a href="http://www.corrections.state.mo.us/">http://www.corrections.state.mo.us/</a> )	<i>Community Release Centres</i>
Georgia Department of Correctional Services. (Hand out document)	<i>Transitional facilities</i>
Quinlan (1990:75-76)	Various names developed over the years: <i>pre-release guidance centres</i> , followed by <i>community treatment centres</i> where extra services were included, such as drug counselling and support services for probationers and parolees. <i>Community corrections centres</i> when the Federal Bureau of Prisons contracted services to public and private agencies.

Latessa and Travis III (1992:167) and Latessa and Allen (1997:350).	<i>Community Corrections Residential Facilities</i>
McShane and Krause (1993:211)	Distinction between CCRC and halfway house. CCRC takes in pre-released offenders before due parole date. Halfway houses take in offenders who have already been released from prison.
Pennsylvania Department of Corrections <a href="http://www.cor.state.pa.us/ccrole.htm">http://www.cor.state.pa.us/ccrole.htm</a>	<i>Community Corrections Centres are state operated halfway houses.</i>
John Howard Society of Alberta (1998:6) <a href="http://www.johnhoward.ab.ca/PUB/C29.htm">http://www.johnhoward.ab.ca/PUB/C29.htm</a>	Distinction between privately owned residential facilities and those managed by the government known as <i>community correctional centres</i> .
The Department of Correctional Services in Missouri <a href="http://www.corrections.state.mo.us/">http://www.corrections.state.mo.us/</a>	<i>Residential treatment facilities.</i>
The New Dictionary of Social Work (1995:30)	<i>Temporary place of residence for people from residential facilities with a view to continued treatment and integration into the community.</i>
The Task Team of the Department of Correctional Services (1998:1)	<i>Community Educare Centre (CEC)</i>

Given the various concepts documented and used in practice, South Africa will have to decide on an appropriate term. As

indicated earlier in this chapter, it is the opinion of the researcher that South Africa should not revert to the old term of "*halfway-house*", but should rather use the more recent term namely, Community Corrections Residential Centres (CCRCs). This proposal is in agreement with Latessa and Travis III (1992:167), and Latessa and Allen (1997:350). CCRCs should be holistic, one-stop agencies in partnership with the Department of Correctional Services and other role-players who are constantly networking with each other. This term may include residential facilities for juveniles but in the present study it refers to residential facilities for adult offenders or the alleged offenders in court cases.

The task team of the Department of Correctional Services who did the viability study on "*halfway houses*" in 1998, preferred the term "*Community Educare Centre*" as already mentioned and referred to three different phases namely, the input-phase, the throughput-phase and the output-phase. The first phase is the input-phase where placement of offenders from different categories takes place at the CEC.

The throughput-phase is referred to as a "*bridging*" concept where the provision of one-stop services takes place at the CEC.

The output-phase is when reintegration of the offender into the community takes place.

### **1.17.3 One-stop services**

The White Paper for Social Welfare (1997:95) defines the above term as follows:

*"Centres which offer a range of generic social services with the focus on appropriateness".*

Within the context of CCRCs, a one-stop service can be regarded as what Latessa and Travis III (1992:177) refer to as *"multiservice agencies"*. According to these authors, multiservice agencies are residential facilities that evolved from traditional halfway houses.

It is the opinion of the researcher that a CCRC should function as a one-stop service with various services being provided by the community at the centre. These services could include specialised programmes for residents, day reporting centres, as well as job creation projects.

### **1.17.4 Offenders**

Latessa and Allen (1997:443) define a criminal offender as *"an adult who has been convicted of a criminal offence"*.



The New Dictionary of Social Work (1995:43) defines an offender as: "a *person who disrupts the order in society by misbehaviour or an act or omission punishable by law*". A client, according to the New Dictionary of Social Work (1995:10), refers to an "*individual, family, group or community to whom a social worker renders services*". Therefore, within the context of social work services a client can also include an offender in the criminal justice delivery system.

Both the offenders as well as the community are clients of the social worker, because the well being of the offender and the safety of the community are of equal importance. Social workers should thus be accountable to both (Graycar, 2000:14).

In this study, the researcher refers mostly to the terms "*offender*" and "*client*". However, variation will be used according to the offender context of the discussion. The researcher found that within the criminal justice system, offenders are referred to by various names, depending on the context in which they are. Some of these names include the following: *clients, daily parolees, parolees, probationers, sentenced offenders, inmates, prisoners, unsentenced offenders, awaiting-trial offenders, alleged offenders, defendants, diversion offenders, life-style offenders and*

*absconders*. When using some of these terms in this study, the researcher is referring to the offender. Mostly, however, the researcher will refer either to offenders or clients.

### **1.18 LIMITATIONS OF THE STUDY**

The major limitation of the study was the limited information on CCRC models in South Africa as well as within the context of Africa and other developing countries. As a result, the researcher had to reach out to Denver, Colorado as a first world country. Although there is a huge discrepancy between developed and developing countries, the researcher is nevertheless of the opinion that principle lessons can be learnt from the CCRCs she visited in the U.S.A.

### **1.19 CONTENTS OF THE RESEARCH REPORT**

The contents of this report are divided into six chapters. The outline of these chapters is as follows:

Chapter One provides a general introduction and orientation to the study.

Chapter Two conceptualises and contextualises the concept of community corrections.

Chapter Three discusses models and critical management aspects for community corrections residential centres.

Chapter Four focuses on programmes and partnerships for CCRCs.

Chapter Five reflects the presentation and interpretation of the findings of the empirical study.

Chapter Six presents the conclusions and recommendations of the study as well as a proposed South African model for CCRCs.