

**HALFWAY HOUSES AS A MECHANISM FOR THE  
REINTEGRATION OF OFFENDERS**

**by**

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“To follow knowledge, like a sinking star,  
Beyond the utmost bound of human thought.”

(Ulysses, The Living Tradition, An Anthropology of English Verse: 100, ln 31-32).

*He insisted that I should continue in school, although his health was deteriorating gradually and finance became a cause for concern. I then promised him that I would continue to study while working. This thought has served as a motivation.*

*I am happy that I have been able, with God's Grace, to succeed thus far.*

## **SUMMARY**

The Department of Correctional Services sees the need for intensive preparation of inmates for reintegration into the community after release. Presently the Department of Correctional Services conducts pre-release preparation programmes in larger institutions. The inmates are, however, detained in institutions where the influence from other inmates is not conducive to the effective preparation of inmates for adjustment in free society after release or placement on parole. The use of halfway houses can combat the latter problems and play an important role in providing educational and training programmes.

Specialised services such as social work; religious work, counselling, psychological treatment and psychiatry receive attention. Inmates who are merely released from prison without effective preparation are likely to resort to recidivism

## **TITLE OF DISSERTATION**

HALFWAY HOUSES AS A MECHANISM FOR THE REINTEGRATION OF OFFENDERS.

## **KEY TERMS**

Halfway houses; reintegration of offenders; safe custody; classification system; parole; management and its functions; treatment services; treatment programmes; pre-release programmes; volunteers programme operation.

# **THE RESEARCH METHOD**

## **CHAPTER 1**

### **THE STUDY FIELD**

#### **1 INTRODUCTION**

This research deals with halfway houses as a mechanism for the reintegration of offenders. The study is approached from a theoretical point of view. It is based on procedures that can be applied to establish facilities which should serve as a mechanism to bridge the gap between incarceration and the community life. The order of the chapters is designed in such a way as to promote the unfolding of the research in a logical sequence.

Since it is not possible for the researcher in any field of study to delve into all relevant aspects of the research, it is therefore necessary to delimit the investigation. As a result, the researcher has seen it convenient to delimit the research into **seven** chapters.

**Chapter 1** = Indicates and outlines the choice of the subject, description of key concepts, the aims and purpose of the study, the approach adopted to conduct the study and delimitation.

**Chapter 2** = The researcher looks at the safe custody of inmates where classification takes place after admission of an inmate into an institution. The parole preparation for the release of an inmate is also given attention. The classification endeavours to place an inmate at the right

institution and place him/her in suitable treatment programmes to prepare him/her for ultimate release.

**Chapter 3** = The *Halfway house* and its purpose and function is investigated. Halfway houses should be properly planned in advance to avoid problems that may occur such as objections by the community to the establishment of such facilities in their neighbourhood, a shortage of funds and personnel to manage these facilities. The benefit that the halfway house may have for all those who are concerned, such as the offender, the community and the criminal justice system are perused. The objections that the community may raise to avoid the establishment of halfway houses in their neighbourhood are considered and addressed.

**Chapter 4** =Attention is given to both the management and administration of the halfway house in order that its functions be conducted in an orderly and effective manner, suitable for the purposes for which the house is intended. The functions of management are studied to iron out problems that may lead to the failure of halfway houses. Proper planning plays a major role in ensuring the continued success of these facilities. The training of personnel employed by the halfway house is an important measure to ensure efficiency and to meet the objectives set by the halfway house to assist its clients.

**Chapter 5** = Deals with the treatment programmes which are offered to inmates who have been channelled into the facilities for specialised orientation and other remedial measures necessary for their reintegration into the community. The programmes should be aimed at the full

development of the inmates' potential before their release/placement. Specialised treatment services are offered such as social work, religious services, counselling, education and training

**Chapter 6** = Pre-release programmes offered in halfway houses are researched and the use of *volunteers*, who supplement the shortage of professional personnel receives attention. Specific attention is paid to work and study-release programmes which are aimed at preparing the inmate for proper adjustment in the free society. Furthermore the opportunity offered to inmates to visit their families and potential employers, is beneficial for the final release/placement of the inmate back into the community.

**Chapter 7** = This chapter deals with the summary of the study *in toto* as well as the findings and recommendations.

### 1.1            **The choice of the subject**

In South Africa, inmates who are due for release or placement on parole are grouped together, and in larger institutions they are placed in separate sections, where pre-release programmes are conducted to prepare the inmates for proper adjustment prior to release. They are given guidance on life skills and about the community life to which they will return after release or placement. Treatment programmes are conducted by various specialists such as social workers, religious workers, counsellors and psychologists for proper reintegration after release. This state of affairs, where inmates are grouped together within the prison environment, is not



conducive to proper orientation. This is due to the “*artificial milieu*” of the prison environment, and because of the negative attitude of hardened criminals, as well as gang influences, which have an adverse effect on inmates who are being prepared for reintegration. It is the researcher's submission that, in order to facilitate effective reintegration, proper community facilities known as *halfway houses* should be used where treatment programmes can be more effectively conducted. The selected group of inmates should be placed in halfway houses to keep them away from the contaminating effect of negative, hardened criminals and gang influences.

It is also important that inmates should be properly selected during classification to avoid sending unsuitable candidates to halfway houses, which are usually minimum security facilities. Inmates due for release or placement on parole should be prepared to face problems that are encountered in free society and their stay within these facilities should better equip them to cope with these problems.

## **1.2 Description of key concepts**

The main concepts used in this study are described below. These terms are defined because they are key concepts within this study and form the nucleus of the research.

### **1.2.1 Management**

Kreitner (1989:9) defines **management** as the process of working with and through others to achieve organisational objectives in the changing

environment. An important aspect here, is the effective and efficient use of limited resources to achieve the objectives. It is clear from the definition that management ensures the collection of individuals with a common goal without necessary abundant resources to be utilised. The individuals who become involved are most likely to be correctional officials who may be entrusted with the task of ensuring the security of residents, namely the inmates drawn from prisons. Since the halfway house is aimed at the application of treatment programmes, the minimum of custodial personnel are necessary. Management in halfway houses is directed at controlling all activities, such as counselling, psychological services, adjustment problems and pre-release preparation programmes.

### **1.2.2 The manager**

For this study a manager is any person in a leadership position who takes the lead in the execution of a task in a halfway house. A manager makes use of available resources whether limited or otherwise to make things happen by taking the lead (Bruyns, Gericke, Kriel, & Malan 1997:10). It is important for a manager to co-ordinate all activities in such a way that every individual within the system becomes involved. The manager's leadership style should be such that it is acceptable to every individual, namely personnel and inmates who are residents of the halfway house and specialists who conduct treatment programmes for the residents. Decisions should be taken by all stakeholders, rather than by the autocratic manager on his/her own accord.

Daft (1997:147) states that managers bring specific personality and behavioural traits, personal needs, family influence and religious

background to an institution. The halfway house is no exception in this regard. The managers of halfway houses should also strive to bring the characteristics mentioned above into the system so that residents of the halfway house may be acquainted with life skills. The inmates should adjust themselves to social activities and programmes that are followed in the community so that they do not become strangers after release or placement. This task should be emphasised by both management and the personnel in order to reach all the residents of the halfway house.

### **1.2.3 Supervisor**

A supervisor is a person who has the ability to check the work of other people diligently, patiently and accurately. The role of a supervisor is to guide and teach those placed under his/her supervision. An example of this role is that of a social worker or educator who is an expert in a specialised field. This type of supervision implies a relationship between two persons, one taking a leading role and the other being either a follower or a client (Bruyns et al 1997:10).

### **1.2.4 Reintegration**

According to Reid (1981:482), reintegration is a philosophy of punishment that focuses on returning an inmate to the community with restored educational, employment and family ties. It involves the preparation of an inmate for life with members of the opposite sex, outside the institution and on preventing backsliding in terms of those kinds of relationships (Reid 1981:304). It is well known that most inmates in prisons engage in homosexual relationships. It is, therefore, important that during the preparation for release/placement inmates

should be encouraged to resort to proper relationships like engaging in relationships with partners of the other sex (researcher's view).

### **1.2.5 Classification**

Jonker (1985:9) defines classification as a process whereby inmates are systematically divided into groups on the basis of variables that justify the difference in their detention and treatment.

Fox (1985:60) describes classification as an administrative function that tries to allocate available treatment resources to obtain the best results. A study of all newly admitted inmates is made and they are separated according to characteristics such as sex, age, and criminal history. Institutional classification takes into account whether an inmate is an escape risk or a dangerous person.

### **1.2.6 Parole**

Stojkovic and Lovell (1992:502) describe parole as “release from confinement after serving part of a sentence; conditional release from prison under supervision of a parole officer, who has the authority to recommend a return to prison if the conditions of parole are violated.”

From this definition it is clear that a person should have been sentenced to a term of imprisonment and that a part thereof must have been served. This form of release is conditional, in other words the parolee must observe certain restrictions imposed upon him/her as a part of the release agreement. The release is a partial freedom because somebody, a parole officer (*correctional official*) may demand that the inmate be reincarcerated if conditions of the release have not been observed. It is

also clear that the parole officer must constantly observe and or supervise the parolee to ensure that the inmate does not relapse back into crime. The release does not imply total freedom for an offender, since such freedom may be revoked and the inmate may be re-incarcerated for breaking the parole conditions. The period of parole terminates at a time determined by the remaining part of the sentence not yet served by the offender. The parolee is removed from the stigma of incarceration and is afforded the opportunity to rejoin his/her family while serving the remaining period in the community. This release enables the offender to adjust while under supervision and gives him/her a chance to find gainful employment and partly enjoy the community life outside the prison sub-culture.

### **1.2.7 Halfway Houses**

Halfway houses are described as residential facilities in the community to which inmates may be released in advance of parole eligibility or as a special condition of parole. Parolees may also be sent as a condition of, or an alternative to institutionalisation. Halfway houses are either publicly or privately operated, and designed to facilitate the offender's difficult transition from incarceration to the community living. They may also be used for housing a variety of people who have clashed with the law (Robin 1987:187). Juveniles who may not be detained in custody and where there are no places of safety available, may be referred to halfway houses. Persons who may not be released on bail or cannot be entrusted to certain individuals, may also be referred to halfway houses pending the decision as to where they can best be detained. (where the word "house(s)" is used, it refers to halfway house(s)).

### 1.2.8 Volunteer

A volunteer is someone who offers his/her services out of own free will without remuneration. The volunteers originally worked in correctional fields for the purpose of doing good. The volunteer provides supervisory services to probationers and parolees. Volunteers can be selected from the public, and also from final year university and technikon students. The volunteer enables professionals to pay attention to critical matters which require extensive skills in the various fields (Neser 1993:386). According to Swart (1992:18) a volunteer is “‘n person uit die gemeenskap wat sonder enige tasbare vergoeding betrokke is in dienslewering aan die gemeenskap ..... wat ingeskakel is by ..... gemeenskap instelling.”

Curtis & Noble (1988:9), in their definition of a volunteer, highlight three main points that concern the activities of volunteers, *namely*:

- \* of their own free will
- \* without payment
- \* for the benefit of the community.

*For the purpose of this research a volunteer is a person from the community who offers his/her services to the halfway house to facilitate/ conduct pre-release preparation programmes for the residents due for release/placement on parole.*

### 1.3 Aims and purpose of the study

*The aims of this **dissertation** are to highlight the process:*

- \* To prepare an offender, while in prison, for reintegration into the community. This is done by means of treatment services made available to inmates to prepare for their final release by means of educational and training programmes which enable them to acquire life and job skills
- \* To transfer an inmate to a halfway house for parole preparation and extensive treatment programmes
- \* To assist the parolee before release by means of a supportive system and to refer a parolee to parole supervision in the community upon release.

#### **1.4 Approach to the study**

A research design is the arrangement of conditions for the collection and analysis of information in such a way that aims to add relevance to the research. The research design is aligned to pursue a research goal with the practical considerations and limitations of this study. Research should therefore be planned (Mouton & Marais 1990:32). In the study, the researcher makes use of a documentary study from sources collected at the libraries of the University of South Africa and Technikon of Southern Africa and other available sources referred to by experts. Therefore this study is based on a documentary study which is an essential study of the literature on a specific problem.

Literature from the United States of America and South Africa, books, journals, articles, internet sources, magazines and newspapers were used. The researcher only conducted a literature study because there are,

presently, no halfway houses in South Africa which would allow an empirical study to be conducted.

## **1.5 Delimitation**

The research commenced in July 1997 and was completed in October 1998. The research is limited to the purpose and functions of halfway houses. The study concerns inmates who are due for release and or placement on parole to be referred to halfway houses to prepare them for final release/placement. The countries from which sources were obtained for the study are the United States of America, particularly concerning halfway houses, and the Republic of South Africa for integration programmes and management.

## **1.6 Summary**

The aim of this research is to explore the need for the establishment of halfway houses in South Africa, for the accommodation of inmates due for release or who need placement on parole. Halfway houses can be utilised to conduct pre-release programmes for the preparation of inmates for their final release or placement on parole. The establishment of halfway houses needs thorough planning in order to iron out problems which may hinder the objectives of the house and that may affect its successful functioning. An initial part of this planning includes safe custody and the preparation of the offender for his/her release. This preparation needs to take place from the onset of the offender's incarceration.



## 1.7

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## CHAPTER 2

### THE SAFE CUSTODY AND THE PREPARATION FOR RELEASE ON PAROLE

#### 2.1 Introduction

Safe custody has a very important role to play in maintaining law and order in the community by keeping law breakers in custody for the duration of the period of imprisonment imposed upon them by the criminal justice system. While an offender is incarcerated, he/she undergoes a process of classification to determine the type of custody as well as the training and type of treatment to which he/she will be subjected. The treatment offered in prisons should be aimed at releasing the offender as a law-abiding person. Most offenders return to crime immediately after their release from incarceration because of a lack of pre-release preparation programmes which are aimed at proper reintegration. This classification should be aimed at detaining the offender in an appropriate institution to his/her needs and the crime committed and to enable a system in which rehabilitation and treatment can take place in, *inter alia* a maximum, medium or minimum security prison.

As the release of the offender can be very traumatic, it may be effective to place an offender in a halfway house prior to the expiration of a period of incarceration. Here the inmate may be prepared for proper reintegration into society. The preparation makes provision for an inmate to be released on parole and placed under supervision by a correctional

official. This then means that an offender is not released from the prison without proper care, especially during the first stages of release. The period of preparation offers an inmate an opportunity to adjust in society while he/she is guided by the correctional officials under whose care he/she has been placed.

## **2.2 Safe custody**

The safe custody of all inmates is the main responsibility of the Department of Correctional Services. Although the responsibilities of the department cover a wide range of aspects, the ordinary removal of offenders from society and the safe custody are still regarded as the highest priority. The criminal justice system imposes a long term of incarceration in order to control persons who do not conform to the norms stipulated by society as a control measure.

The responsibility of the Department of Correctional Services to ensure the safe custody of offenders is based on preventing offenders from escaping from lawful custody and ensuring an orderly community life for its citizens. Safe custody is ensured by among other measures, locking inmates in cells and courtyards. These measures should be applied in such a way that they do not hinder the smooth running of treatment programmes aimed at the ultimate rehabilitation of offenders (Neser 1993:251-2).

According to Fox (1985:201), custody should be used as an integral part of the treatment of offenders while they are serving their sentences of

imprisonment. Custody has the primary task of securing and at the same time contributing to the treatment of offenders. This is ensured by the training of correctional officials as custodial officials in order to equip them to understand emotional and mental disturbances that may manifest among inmates. Therefore, treatment can take place and psychological problems of offenders can receive attention. Thus the role of the correctional official should change from that of merely guarding inmates to their joining the treatment team.

Fox and Stinchcomb (1994:277) support the view that custody and treatment should go hand in hand without one taking priority over the other. The correctional staff realise that programmes cannot exist in a disorderly and dangerous environment. Programmes, in fact, assist the custodial staff to manage an institution more effectively and efficiently. This ensures that the elements of custody and treatment need to take place simultaneously in order to succeed to achieve the objectives of incarceration.

Coetzee, Loubser and Kruger (1995:67-8) concur that the mission of the South African Department of Correctional Services is to render correctional services with a view to protect society against criminal activities. The purpose of the safe custody of inmates is clearly stated in *Section 2 of the Correctional Services Act 8 of 1959*. The *departmental orders (DOB (3)(a))* also emphasise that the function of safe custody is the most important responsibility of every correctional official, to ensure that inmates are lawfully detained, remain in safe custody, protected from injuries and prevented from endangering themselves against

avoidable actions such as deliberately injuring their bodies or their fellow inmates in actions like sports, gang activities and any other action in which they may be engaged.

According to Snarr (1996:95), a primary responsibility of jails is to secure the detention of inmates to ensure that both inmates and the public are safe as a result of keeping inmates in safe custody. The correctional officials have an enormous task to ensure that inmates are protected from assaults, violence and sexual attacks by direct staff intervention with proper planning and facility design.

Coetzee, et al (1995:67-8) further state that the Commissioner determines the measures to guard all categories of prisoners at all times. The importance of the functions of safe custody is even prioritised above the treatment of offenders. This practice is, however, detrimental to the society to which an inmate should return as a better person. It is preferable that these functions supplement each other, namely *safe custody and treatment*. The safe custody and guarding of prisoners should also involve the following, *namely*:

- dignified care of prisoners by satisfying their basic needs
- paying attention to hygienic aspects such as nutritious food, clothing, medical and dental needs
- the upliftment of prisoners as individuals in their own right should receive attention
- the creation of a favourable psychological and physical climate in the prison is regarded as a prerequisite for successful treatment.

According to Adler, Mueller and Laufer (1994:406-7), most correctional institutions regard the security of inmates as their first priority. The safety of inmates is highly regarded in all degrees of security institutions (maximum, medium and minimum security prisons). According to Adler, et al (1994:406), in 1990 about 2583 inmates out of a total population of one million universally escaped from locked institutions. Critics claim that correctional officials regard escapes as a blemish on the correctional system. The concern over security can be observed from the construction of prisons with security perimeters: high walls, guard towers, TV scanners and electronic signals and alarms. The harsh communal punishment of inmates, after an escape has taken place, signals the concern about security. The training of correctional officials based on security also signals the concern about safe custody of prisoners.

New correctional officials in America receive about 120 hours of additional training during their first year of employment. This is to equip them with the necessary skills to ensure the safe custody of inmates. Their training covers the following areas:

- security procedures
- supervision of inmates
- use of force regulations and tactics
- report writing
- rights and responsibilities of inmates
- rules and regulations for inmates
- fire and emergency procedures
- firearms training
- key control

- interpersonal relations
- social/cultural life styles of inmate populations
- communication skills.

The prisons are run by the rule, within a strictly hierarchical system. Inmates are expected to obey these rules. Coetzee, et al (1995:69-78), support the concerns regarding security of prisoners. The heads of prisons and area managers ensure that further written instructions in the form of institutional orders are issued to make provision for local requirements. These instructions must be clear to every correctional official, so that they know exactly what duties should be performed regarding safe custody of prisoners, actions during escapes, unrest, rebellion, fire, and bomb threats. These orders/instructions are regularly revised regarding the responsibilities of prisons to meet changing circumstances.

Important aspects in the training of correctional officials in South Africa also aim at equipping them with skills necessary for safe custody of inmates are, *inter alia*:

- involvement in an emergency plan
- access control to prison property
- checking at front gates
- identification
- firearms
- records of work teams
- searching
- control over keys

- arming of officials
- selection of prisoners for work teams
- guarding of prisoners in work teams.

Fox and Stinchcomb (1994:276-7) are of the opinion that custodial procedures in correctional facilities are designed to control individual behaviour for the total institution, with more specific objectives of custody to:

- prevent escapes
- maintain order and safety
- promote the efficient functioning of the overall institution.

Institutions designed for the highest level of security also require control procedures such as separation, restricted movement, counts, searches and the regulation of the above aspects. It is important that the rules and regulations governing institutions concerning security should be strictly observed. The emphasis involving safe custody is given priority by all correctional services officials as is seen in the training offered throughout the world.

### **2.3 Physical security**

According to the modern day international practice, prisons are often divided into three categories:

- \* maximum security prisons
- \* medium security prisons
- \* minimum security prisons (Neser 1993:252).



Fox and Stinchcomb (1994:235-6) describe the characteristics of security prisons as follows:

**Maximum security prisons:** are characterised by walled outside perimeters, armed guard towers, searchlights, alarms, electronic detection devices and high-security measures. These facilities are mostly erected outside towns/cities. The cells are built inside cell-blocks with each facing the wall. External security is physically obvious and internal security is tight. All movements and visits are limited and controlled. The aim of these facilities is the total prevention of escapes, and virtually excludes rehabilitation.

**Medium security prisons:** this type of prison also makes use of towers with armed guards maintaining security. Wire fences are used outside instead of walls, which does not restrict the view of prisoners. There is a relaxed movement of prisoners inside the prison.

**Minimum security prisons:** In these prisons security restrictions and limitations are not observed, armed guards and watch-towers are absent. The inmates are allocated to these categories according to their custody classification (Nkosi 1996: 6).

## **2.4 Classification**

Classification refers to the process whereby inmates are systematically divided into groups on the basis of variables that justify the difference in detention and treatment. Classification is not a labelling process, but an indicator of where it is best to detain an offender to ensure a better

treatment process It is a method by which diagnosis, treatment planning and the execution of the treatment programmes are co-ordinated for each individual case (Reid 1981:237).

reintegration process

Classification plays an important role in the allocation and detention of prisoners. During classification, it is determined whether an inmate should be detained in a maximum, medium or minimum security prison. The treatment programmes in which an inmate is placed, are determined during the classification process. These treatment programmes are aimed at preparing inmates for their ultimate reintegration into the community life after release. It is therefore imperative that classification be dealt with immediately after the admission of inmates into prisons in order to place them in treatment programmes as soon as it is practically possible. The historical development of classification follows almost the same general pattern throughout the various states in America. It began and continued in the following patterns (Inciardi 1987:552).

\* **Paraprofessional classification**

This classification was conducted by staff members without assistance by professional personnel.

\* **Traditional classification**

In traditional classification professionals became involved with the addition of psychologists, sociologists and social workers to prepare admission summaries and social histories for the newly admitted inmates in a prison. The staff members were, however,

still involved in the classification process. This approach still exists in many states.

\* **The integrated classification**

The integrated classification system developed effectiveness within prisons. This approach facilitated the functioning of the classification committee. This committee makes recommendations in their findings after interviewing an offender. In this approach a copy of the proceedings was submitted to head office for record purposes. Co-ordination was maintained.

\* **The professional classification**

The large number of classification committees were reduced to the residents' counsellor, the director of classification and a high ranking custodial official. This three member committee was much more efficient than the previous form of committee.

\* **Treatment Team**

This approach was developed at the federal correctional institution. It reduced the central committee to a team for each inmate, usually consisting of a counsellor, a correctional official, and a staff member. This team made the classification decisions, handled counselling for the inmate (resident) and dealt with minor behavioural procedures.

\* **Functional Unit Management**

This is the most recent development approach in classification. It functions under the unit management system. Each domiciliary unit, cell block or dormitory functions autonomously and independently of the whole institution. It is designed to decentralise treatment services. The staff consists of a unit manager, one or two case workers, two counsellors, an administrative assistant and a secretary. The number of personnel in the unit is determined by the size of the unit. All problems and classification procedures are handled within the unit. This therefore, means that the services and classification services and procedures come closer to the residents (inmates), hence problems are handled more promptly.

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Classification was first practised by separating the sentenced group from the unsentenced group; those accused of criminal offences from the civil debtors; men from women; juveniles from adults and first offenders from recidivists. Classification now goes beyond ordinary separation of inmates and includes diagnostic evaluation and treatment planning by placing inmates into recommended institutional programmes (Inciardi 1987:552).

The classification system in South Africa has undergone various changes since 1910. Horizontal and in-depth classifications were introduced in 1958 and 1971 respectively. Both systems were based on the traditional subjective model and have various shortcomings. In the eighties the safe custody classification was introduced. It highlighted the fact that safety

circumstances differed according to prisoners' privilege classifications.

The classification of prisoners has three basic dimensions, namely:

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- safe custody
- need assessment
- programme allocation (Neser 1990:28-9).

#### 2.4.1 The safe custody classification system

According to Nkosi

Research has revealed that variables which play an important role in the classification of inmates are derived from information from the present crime committed, the effective sentence imposed upon an inmate, previous records of criminality, and so on. The effective sentence which the inmate serves is regarded as the single predictor according to which an inmate should be classified. Other predictors that are considered to determine the safe custody are *inter alia* the number of escapes committed by a prisoner and the use of dangerous weapons when the crime was committed. The second most important predictor to determine the safe custody classification is the type of crime committed, weighted according to the security risk. This includes crimes such as murder, culpable homicide, armed robbery, escape, serious assault, and rape. According to Luyt (1996:149-150), the classification of prisoners is aimed at allocating prisoners to treatment programmes and thorough planning for future projects such as the erection of new prisons and utilisation of personnel. The main objective of the classification of prisoners is seen as the determining of risks related to the custody of prisoners as well as their security. A prisoner's progress as indicated by his/her reclassification serves as a measure for the recommendation of

placement. Effective classification makes provisions for the implementation of treatment programmes. Smith and Berlin (1988:42) state that classification systems may enhance decision-making and help in the allocation of resources of staff and meeting the needs of clients. The objectives of the classification systems are:

**Risk assessment** covers the areas of employment, alcohol and drug abuse, attitude and present and past criminal behaviour. The assessment of the client helps to determine the level of supervision required. The system enables the supervision of inmates in the community to concentrate on those areas where the client is likely to revert to criminal tendencies. The assessment of needs is concerned with the needs of supervision. The areas that are revealed include the emotional instability of the client. Other areas covered here are academic skills, employment, financial management, marital and family relationships and other behavioural tendencies. Once the risk and needs assessment have been determined, the levels of supervision are decided upon are either maximum, medium and/or minimum level. All new prisoners pass through a diagnostic centre where specialised personnel such as social workers, psychologists, and educationists make decisions about treatment and custodial needs (Adler et al. 1994:410). The correctional personnel obtain information in order to classify inmates from various sources, *inter alia* observations, interviews, by reviewing reports from court and inmates' personal records as well as medical and psychological records. This information assists correctional officials to know and understand the person they are dealing with. The officials are then placed in a better position to handle individual inmates in matters such as

supervision, eligibility for various work release programmes and treatment programmes (Fox & Stinchcomb 1994:220).

Hlongwane (1994:71), states that the purposes of classification are accomplished by the following aspects, *inter alia*:

- analysing the problems of the individual offender through social investigation; psychiatric, psychological examinations, educational and religious studies
- deciding during personnel meetings the programmes of treatment and training
- putting the programme into operation
- observing the progress of the inmates under this programme and by changing it when indicated.

#### **2.4.2 The functions of a classification system**

A classification system has three functions:

**\* Classification as a treatment function:**

Most prison systems make provision for the treatment function. Treatment includes training, while classification makes it possible to integrate a prisoner's treatment programme with those of other prisoners. The benefit that a prisoner could derive from the treatment process should be determined.

**\* The management function:**

Classification can be aimed at providing an orderly, safe, rational and cost-effective prison system. Prisoners are classified with the purpose of keeping internal personal conflict to the minimum.

\* **The planning function:**

Effective classification makes provisions for the need for future prisons, use of staff and the implementation of programmes.

**2.4.3 The requirements for a good classification system**

Duffee (1989:332) outlines the following guidelines for good classification systems:

- \* the system should be able to accurately classify most offenders
- \* it should use clear categories without overlapping
- \* *it should be reliable* - the same procedures should attain the same results
- \* *it should be valid* - the predictions made about the future behaviour must be accurate
- \* *it must allow for changes* that have occurred
- \* *it must have implications* for the treatment or management of offenders in reclassification
- \* *it should be economical* - inmates should be classified at minimum costs.

Duckitt and Du Toit (1986:5) outline the following additional aspects:

- \* the system must be understandable so that the rationale behind it could be obvious to all parties
- \* it should be reasonable, impartial and fair to all parties (inmates and personnel).



The most important determinant of a classification system's effectiveness is its validity which can reflect change in the attributes predicted to be diagnosed. The validity criterion implies that offenders should respond differently in predictable ways to different treatment or environmental characteristics (Duckitt & Du Toit 1986:5-6).

#### **2.4.4 Subjective and objective classification systems**

According to Duckitt and Du Toit (1986:7-8) classification systems for offenders may be divided into two systems, namely: subjective and objective systems. The characteristics of these systems are as follows:

##### **2.4.4.1 The subjective classification system**

Subjective classification systems tend to be expensive and wasteful and rest upon an unnecessary amount of data. Beside the extensive amount of information collected, the eventual decision on the classification category rests solely on the experience, judgement and prejudice of classification personnel. It lends itself to inconsistency, arbitrary and unfair decisions. Classification personnel may differ on important factors. Inmates can thus not be given clear and reasonable explanations concerning decisions that are taken.

This system is regarded as subjective because each specialist bases his/her conclusions on his/her personal experience, judgement and preconception. Different specialists can thus possibly reach different conclusions about the same inmate.

**Subjective classification systems have the following shortcomings, namely:**

- \* they are expensive and require an unnecessary amount of data; staff find it difficult to grasp the specialised opinions and the grounds on which the opinions were based
- \* they are inconsistent, arbitrary and unfair; different staff can reach different conclusions when the same facts are used; different members of the classification team may have different opinions regarding what is important, an explanation would therefore be difficult for the inmate as to how certain decisions were made and an inmate may lose confidence in the whole system
- \* the systems' validity has been questioned by researchers because of the vague and diverse criteria which are difficult for scientific researchers to access
- \* the systems tend to over-classify; members of the classification team must guard against unnecessary criticism as a result of mistakes; inmates are often referred to maximum security institutions while they do not belong to such institutions (Neser 1993:255-6).

#### **2.4.4.2 The objective classification systems**

According to Duckitt and du Toit (1986: 13-6), the characteristics of these systems are validity, consistency, fairness, and intelligibility for effective and acceptable classification. The classification category is determined by a fixed set of clearly, specified factors.

**It can be distinguished by three developmental strategies, *namely*:**

**\* The Actuarial Models**

These models are characterised by the application of statistically derived tables using individual data to predict future behaviour.

This approach is used extensively in many fields. It has been used to predict parole and probation outcomes and risks of future criminal behaviour in the community.

**\* The Consensus Models**

These models determine the criteria for decision-making. They are consistent, fair and equitable by establishing the criteria which are used by classification experts. These models are, however, not based on prediction of risks and their validity remains an issue requiring empirical resolutions.

**\* The Typological Models**

These models are general and constructed without reference to particular criteria. Individuals are sorted into categories according to their similarities on a particular profile or variables. The variables employed may be those empirically available for the purpose which are derived from a theory. These models can be based on any set of data about individuals. They tend to be based on personality-motivational behaviour to criminal history data. They have multiple predictive implications and use. It is clear that objective classification systems are more scientific and relevant. They work more reliably because of their consistency,

intelligibility, fairness and clarity. These systems are not expensive and wasteful.

#### **2.4.4.3 Advantages of objective classification systems**

These systems provide *consistent* and *reliable* outcomes. Decisions are generally experienced as fair and the incidence of dissatisfaction among prisoners is reduced drastically. A short and simple questionnaire which can be completed by any staff member is used as a means for the classification. The staff member obtains information from legal documents such as warrant of detention. These systems are cost effective (Neser 1993:257-8).

Inciardi (1987:552) states that an inmate gains the knowledge about prison activities during the classification process where educational, vocational, custodial and treatment needs of an individual inmate are determined. The correctional institution decides upon differential handling and care and fits the treatment and security programmes to meet the needs of an individual offender. Classification enables professionals such as social workers, psychologists, chaplains, medical officers, educationists and administrative personnel to come into contact with offenders and influence them positively with the aim of their ultimate reintegration.

These systems of classification, no matter how good they may be, have, however, **disadvantages**. These are *inter alia*:

- \* These systems sometimes experience a degree of resistance from the staff members because they deprive the members of their discretion and decision-making powers
- \* These systems depend upon accurate and complete data in their functioning and as such incorrect data can lead to incorrect classification with destructive outcomes
- \* These systems have been mathematically formulated and their correct usage depends on avoidance of human error
- \* The determination of a cut-off point that differentiates the various custodial categories, is based purely on practical policy decisions of practical considerations. When the cut-off point between maximum and medium custody is too high, it can lead to incorrect classification where inmates who are in fact maximum categories end in medium security facilities and medium categories end up in maximum security facilities.

#### **2.4.5 The classification process**

The intensity of classification is always determined by factors that influence its work, and the availability of personnel to do the work thoroughly. The classification committee often encounters a high workload of inmates and as such the committee cannot pay much attention to individual inmates. This is particularly so when extensive work such as a series of psychiatric, psychological tests and physical examinations must be conducted as well as where individual interviews must take place.

The compilation of reports which include among others family background, work history, criminal record and, past and present institutionalisation is very important and must be as comprehensive as possible and placed in an inmate's case file (Inciardi 1987 :555).

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When classification systems have been applied objectively, the inmate is placed in the correct security facility, treatment programmes and correct training ensures that an inmate is correctly selected for placement on parole and the ultimate reintegration in the community. An inmate is carefully observed during the incarceration period to determine whether this individual is a suitable candidate to be released on parole and that the chances are good for the inmate to uphold the parole conditions.


## **2.5 Parole**

According to Callison (1983:233) "parole is a reintegration program in which an offender is conditionally released under supervision of and assistance by a parole officer." The offender is release from a penal institution after he/she has served a portion of his/her sentence under conditions which permit his/her re-incarceration in the event of misbehaviour.

There are basically, two forms of release for inmates who have been incarcerated in prisons, namely conditional and unconditional release.

*Unconditional release* implies that the inmate has fully served the sentence or completed the maximum term laid down for the specific sentence.

*Conditional release* implies that an inmate is released before the period of incarceration has expired. The inmate must serve a portion of the unexpired period in the community under specific conditions and supervision by a correctional official. This type of release is linked to the treatment programme offered within the institution. The importance of parole is that the offender serves a period of transition under supervision/guidance before the final reintegration into the community. Where transitional facilities like halfway houses are available, parolees are offered the opportunity to undergo treatment programmes in these facilities. This type of release is known as placement on parole. A study of the origin, philosophy and historical development of parole lays a good foundation for the reintegration of offenders.



### **2.5.1 Historical development of parole**

The origin of parole dates as far back as the 1840's when inmates were allowed to earn **marks** for hard work and good behaviour in order to obtain earlier freedom. This endeavour however, met with resistance from higher authorities in England. Maconochie, the pioneer of the marks system, was stripped of his responsibilities because the system was regarded to be a lenient attitude towards offenders. The 1840 Maconochie "marks system" which originated in the British penal colony of Northfolk Island became the foundation of parole. The British Parliament enacted a Bill in 1853 to make it possible for inmates to be released back to the community prior to the expiration of the sentence and to be placed under supervision of the police (Stojkovic & Lovell 1992:508).

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In America the system of parole was introduced by Brockway. Although his ideas regarded the reform of the selection of who should be released on parole, it was widely challenged. His ideas of early conditional release later gained support (Fox & Stinchcomb 1994:421).

The establishment of parole in America was a gradual process and there was general uncertainty regarding its continued existence. The Maconochie "marks system" was, however, borrowed and expanded upon by Crofton in the United States in the 1870's and was influential in shaping the reformatory movement and parole system gained momentum (Rhine, Smith & Jackson 1991:5).

Inmates who responded positively to the endeavours of the reformatory principles were released to private reform groups before the expiration of their period of incarceration. Correctional officers were appointed to supervise the parolees. The parole system was extended to various states in America by 1900 (Adler et. al 1994:445 & 448).

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Today

Today parole is granted to inmates by a legally constituted parole board when they have served a prescribed minimum portion of their sentence and have met certain behavioural criteria while in prison. Parole fits well into the rehabilitation and reintegration models of corrections. Successful participation in programmes and good behaviour are pre-requisites for parole consideration and there is a natural relationship to rehabilitation and reintegration in the community where inmates serve a portion of their sentences (Silverman & Vega 1996: 501).



### **2.5.2 The philosophy of parole**

Maconochie set the philosophy of punishment based on reformation of the individual offender. An offender was to be punished for criminal behaviour committed in the past and to train him/her in preparation for the future. These offenders who were sentenced to long-term imprisonment, such as indeterminate sentences, were earmarked for training and preparation for their future. A number of marks were set to be earned by the inmates (Abadinsky 1997:210).

Keve (1995:193-4) states that when an inmate is expected to return to the community as a result of parole, both part-time and non-professional people should be involved, as representatives of the community, in the decision to release inmates after serving a portion of their sentences in prisons. The increase in the parole workload necessitates work on a full-time basis and people with professional qualifications are employed to serve on the parole board.

Sometimes the philosophy of a particular programme is precise and clearly understood and receives unreserved support but sometimes the opposite is true and conflict is experienced. Conflicting philosophies sometimes bring various people together to discuss the differences. There is often a lack of consensus when it comes to correctional efforts between the community as a whole and many professionals. There are people who maintain that vengeance is important and that punishment should be severe. This is often the view of those who are ignorant about

the failure of the old feudal system where *lex talionis* could not achieve the desired effects of punishment.

There are those who feel that punishment should be swift and just, and the trend in contemporary thinking in corrections is to develop a punishment model which is based on justice. This is a sound philosophy for parole and must be committed to the concept of justice while still maintaining the dignity of the client (Nkosi 1996:8-9).

### **2.5.3 The objectives of parole**

The ever-changing practice of parole in various countries makes it difficult to identify the objectives of parole. Some basic objectives however, are identified as followed:

- \* reduction of recidivism**

This goal is shared by the majority of correctional systems. The relapse back into crime by a parolee is addressed by the parole release decision-making authority and the parole supervision process where risk candidates are screened. The supervising official is responsible for controlling offender behaviour and providing social services and assistance.

- \* achieving of fairness and property**

This is concerned with providing procedural rights to parolees and equalising some of the perceived injustices where disparities occur

in the imposition of sentences. The parole board attempts to minimise such disparities

**\* imposition of appropriate sanctions reflecting public expectations**

This objective reflects public expectations which require parole authorities to be responsive to the community. The community reaction may lead to a reduction in the release rate due to offenders' tendencies to commit similar crimes. The community also has the role of welcoming the parolee back to the community life. The community's rejection or hostility towards the parolee may contribute to the problems of reintegration. These problems can be addressed by treatment programmes conducted in halfway houses.

**\* maintenance of the justice system**

*The National Advisory Commission on Standards and Goals* concluded that parole boards act as a kind of "system regulator" because parole boards control the flow of ex-prisoners into their community and they influence all other parts of the justice system. Parole board policy influences the length of time inmates will serve. The parole boards' actions also influence the types of programmes in which inmates should participate (McCarthy & McCarthy 1991:243).

#### **2.5.4 Parole as a release mechanism**

In the United States, most offenders are released to the community under the general idea of parole as a release mechanism. Very few inmates are released unconditionally but a large majority are released under **two categories**, namely “discretionary” parole and “mandatory” release. “Discretionary parole” describes release after a decision by a parole board or commission. Mandatory release does not result from decisions made by the parole board but is the period deducted from the total sentence for good behaviour by the correctional authorities. This category of inmates, however, also enters the community supervision for a specified period of time. Discretionary release has, however, diminished remarkably in the United States while mandatory release has increased fivefold (Stojkovic & Lovell 1992: 505-7)

In South Africa, parole was opposed and regarded as an interference in the judicial system. It was felt that inmates do not serve their full sentences as imposed by judicial officers as a result of parole or remission of sentence. The system where inmates are expected to serve their sentences in entirety was seen as irreconcilable with the objectives of rehabilitation. The treasury can also not afford to finance such a system as it would be expensive to maintain inmates for the full period of incarceration. The overcrowding that is experienced in prisons in itself is an insurmountable problem.

It is not true that the sentence imposed by a court of law is violated owing to the placement of inmates on parole. The sentence of the court remains valid until it has been served in its totality. The sentence is, however, not served in prison until it expires, but a portion of the

sentence is served in prison and the rest in the community under supervision by a correctional official. This system is applied internationally and has numerous advantages (see later in this chapter). Contact with the parolee is maintained throughout the remaining portion of sentence by the parole supervisor of the Department of Correctional Services until the remaining portion has been served in full (Nexus 1995:15 & 18).

The former Commissioner of the Department of Correctional Services, General H.Bruyn, stated that the parole system is an internationally recognised system. It is dynamic and subject to amendment whenever necessary. *The National Advisory Board* is a statutory body which is composed of people of high profile status, *inter alia*:

- appeal court judge as a chairperson
- senior police officers
- senior correctional officials,
- an attorney general
- regional magistrates and
- members of the private sector/public.

The composition of the board, which looks into every case due for release on parole, makes the parole system a well represented body in a wider spectrum. It is thus not a sole decision from the Department of Correctional Services (Van Zyl 1995:11).

Placement on parole is considered in terms of *section 67 of the Correctional Services Act 8 of 1959*, where the Commissioner may, with

the approval of the State President or the Minister, release an inmate on parole. An inmate is placed on parole for a determined period and under specific conditions which should be observed by the parolee (Nkosi 1996:9-10).

According to the *Parole and Correctional Supervision Amendment Bill, no. B57B/97, section 5C of the Correctional Services Act 8 of 1959*, is amended to accommodate the composition of the **parole board** and includes a wide variety of persons representing many sectors in the community. The board is appointed by the Minister and **is composed of:**

- a chairperson
- a vice chairperson
- a secretary
- an official of the South African Police Services
- an official of the Department of Justice with a legal background
- two officials from the Department of Correctional Services
- two members of the community.

Release on parole should not be viewed as a violation of the authority of courts. The Department of Correctional Services submitted a White Paper in March 1993 which resulted in the amendment of the Act in March 1994. The remission of sentence was done away with and the inmate had to serve the whole sentence, not necessarily in prison but within the community under certain conditions and supervision. Some of these conditions are among others, house arrest, regular reporting to a correctional supervision official and maintaining employment. Legislation, therefore, makes provision for the placement of inmates on

parole after completion of a stipulated period in prison. The Department of Correctional Services approaches the question of parole for all prisoners with the utmost care. Certain factors are taken into account in every decision when parole is considered, *inter alia* recommmendations/remarks by the sentencing judicial officer, previous convictions, the frequency of the type of crime, support systems available in the community, risks for the community, the length of sentence and interests of the victim.

The policy of parole placement of inmates sentenced to life imprisonment is clearly defined. The Minister may carry out this responsibility. The placing of an inmate on parole is not a departmental decision. Legislation has instituted the *National Advisory Board* to advise the Minister before an inmate can be placed on parole (Nexus, 1995:10-11). The release of offenders on parole is imperative in order to minimise the problem of overcrowded prisons. Parole in itself is a sound policy which only needs to be improved to make it more effective so that people released on parole are ready to deal with the outside world once released. The Minister of Correctional Services also stated that problems are experienced with parole because of overcrowding in prisons. Overcrowding impedes the efforts of providing programmes which should equip inmates with skills to find jobs after release.

From the above statements, it is clear that a great need exists for inmates earmarked for release on parole to be referred to halfway houses where intensive programmes could be conducted to prepare them for placement on parole.

### **2.5.5 The parole board**

Adler et al (1994:448), state that the authority to release an inmate on parole is vested in a parole board. The parole board is composed of professionals of various status, *inter alia*: doctors, lawyers, educators, psychologists etc. who represent the general public. The functions of the parole board, in this regard, are:

- \* to determine which inmates are eligible for parole and to place them on parole
- \* to provide for the control of parolees in the community
- \* to determine the term of parole termination
- \* to determine whether parole revocation should take place in case of the violation of parole conditions.

In South Africa, a parole board is appointed by the Commissioner of Correctional Services as an autonomous body with certain recommendation and decision-making powers. It focuses on the consideration of prisoners for parole placement. The board should always consider the protection of society. The community should in turn fulfil its responsibility and involvement in the reintegration of the offender into society (Coetzee et al 1995:149).

The parole board must consist of qualified members in order to fulfil the responsibilities of their office. The responsibilities entrusted upon the board members include amongst other matters, the following aspects (McCarthy & McCarthy 1991:252):



**General policy-making** - which includes interpreting parole to the public and promoting sound parole legislation as well as the formulation of regulations and guidelines which will serve as standard procedure for placement of inmates on parole.

**Parole decision-making functions:** it involves the review of cases to fix parole eligibility dates, granting and revoking parole, discharging inmates from parole conditions when supervision is no longer desirable and determining the parole conditions.

#### **2.5.6 Parole officers**

Parole officers are mainly assigned to area field offices (correctional facilities). The officers provide supervision, guidance and control over caseload of parolees. Parole officers in the correctional facilities assist in counselling and preparing inmates for release back to the community. They help inmates to develop positive attitudes and behaviour and encourage participation in prison programmes. The officers help inmates to prepare for their appearance before the parole board. The officers prepare inmates, parole records, make evaluations and submit recommendations to the parole board. The information provided by these officers proves to be valuable to the decisions made by the parole board concerning the granting/refusal of parole for inmates. In temporary release programmes, the officers combine both field and institutional functions. The officers guide and direct parolees during the period of adjustment from incarceration to normal community life (Abadinsky 1997:249 & 251).

Lindquist and Whitehead (1986:198-9) are of the opinion that the use of correctional officers as parole officers makes the parole system an indicator of success. The employment of correctional officers in the community seems justified for the following reasons:

- \* it can pinpoint problematic areas for the officers and ameliorating actions can be put forward
- \* such information can assist other administrators in other places
- \* the information can be of direct benefit to correctional clients crime-victims and the public at large and
- \* the workers and managers of corrections and the community leaders may be interested in the perceptions of these officers.

### **2.5.7 The parole selection process**

Researchers have found very little concrete evidence which can be used as a reasonable criterion to determine which/when inmates qualify for placement on parole. Earlier studies have shown that the seriousness of an offence for which an inmate was convicted, was considered as a criterion to determine the suitability for release on parole. In about 1979, a national study of parole boards outlined specific factors which were considered as evidence that an inmate was ready for placement on parole. They are (Allen & Simonsen 1995:273):

- \* successful participation in prison programmes
- \* good prison behaviour
- \* change in attitude
- \* increased maturity
- \* development of insight.

The most commonly used process by the majority of parole boards is the assignment of inmates to individual board members who review their cases in detail and make recommendations to the rest of the board. Inmates are often called to the sitting of the board to obtain any additional aspects which the board deems to be outstanding. An inmate and a staff member may, however, be interviewed by a board member in the section in order to get further information about the inmate.

Inmates who do not meet the criteria set up for placement on parole, continue serving their sentences and are interviewed regularly to determine any progress of change. It is important that the criteria to determine parole readiness should be known by the inmates. This knowledge may enhance inmates' chances towards rehabilitation and proper reintegration. A lack of knowledge of the standards set up by the board affects both inmates and the staff members adversely. The lack of an appeal process when standards are not clearly specified, is a great concern for inmates and society at large (Allen & Simonsen 1995:274).

According to Callison (1983:240) parole is not granted merely as a reward for good behaviour and efficient work performance. Many other factors are taken into account for the decision by the board including the reasonable probability that an inmate will not violate the parole conditions. Among the factors considered by the board's panel in the parole decision process are *inter alia*:

- \* the nature and circumstances of the inmate's offence and his/her current attitude
- \* whether the inmate has been paroled on a previous occasion

- \* the inmate's attitude toward family members, the victim, and the authorities
- \* the inmate's institutional adjustment including participation in the treatment programmes and self-improvement
- \* the inmate's employment history, occupational skills and employment stability
- \* the inmate's physical, mental and emotional health
- \* the inmate's insight into the causes of his/her past criminal conduct
- \* the inmate's efforts to find solutions to personal problems and
- \* the adequacy of the inmate's parole plan, including the environment to which he/she will return, the character of those with whom he/she will associate and the residence employment programme.

#### **2.5.8 Preparations for placement on parole**

According to Bartollas and Miller (1978:207), preparation for release begins the moment an inmate is admitted into an institution to serve his/her sentence. The inmate should be informed in advance about the purpose and intention of the pre-release programmes. The pre-release programmes should be part of the treatment process. The counselling programmes should be geared towards dealing with the problems of adjustment. The individual requirements set for an inmate should be carefully decided upon by the staff. The participation of the community and support for the community pre-release programmes should receive priority.

McCarthy and McCarthy (1991:254) state that preparation activities include:

- \* Education - where inmates are informed about their chances of earning parole and what will be expected of them.
- \* Planning and preparation involves both staff and inmates.

Inmates are assisted by the staff members and institutional programmes are implemented to prepare the inmates for parole release. As stated above, the programmes start the day an inmate enters the facility. Problems which are encountered are that the staff members tend to concentrate on the present adjustment of offenders rather than the future. These problems have, therefore, necessitated the use of short-term, intensive institutional pre-parole preparation programmes. These programmes are often conducted for the duration of about 2-3 months prior to placement on parole. While the use of halfway houses can, thus, play a vital role in the final preparation of inmates for reintegration, a period of 2-3 months may be too short to cover the required orientation for pre-parole preparations.

During the parole planning process, a case file on every inmate is prepared by the institutional parole official. This file is called the pre-parole report, which is given to the parole board prior to the parole hearing. This report should provide sufficient information to the board to enable it to reach a reasonable decision regarding the chances for an inmate being placed on parole. The report must include relevant and pertinent information about the offender together with the prospects of his/her future plans.

The most important information contained in the report include the following elements (McCarthy & McCarthy 1991:256):

- \* the offender's present crime, arrest and conviction
- \* the offender's individual and social characteristics
- \* the offender's pre-sentence investigation report
- \* the institutional reports regarding the offender's adjustment in prison
- \* the offender's parole plan.

The above statement of preparation for release is accepted, in that it should begin after admission and continues throughout the period of incarceration. Three phases are outlined through which the process of preparation receives attention, namely:

\* **The orientation phase**

This phase starts immediately after admission especially for long-term prisoners. Short-term prisoners can, however, not be accommodated due to the little time available for proper orientation. The orientation phase is a more balanced process over a long period where inmates are motivated for full co-operation and participation in the treatment programmes.

During this phase, the head of the prison or his/her delegate must address all newly admitted prisoners on matters such as

- prison rules pertaining to daily routines
- operation of privileges system
- consequences of escapes
- gang activities

- classification as well as any aspects in which inmates may have an interest *inter alia* functioning of institutional committees, parole boards, placement on parole/release etc.

\* **The treatment phase**

During this phase, the treatment programmes, care and training are dealt with to the best advantage of inmates. The aim here is to enable a chance for the rehabilitation and reformation of inmates with a view to proper reintegration.

\* **The concluding phase**

This phase precedes the release of inmates and sets specific demands. It is intended to round off the treatment programmes conducted in the middle phase for long-term inmates.

Neser (1993:360-1) supports the idea that preparation for release starts when an inmate is admitted into an institution. The author is further of the opinion that such preparations can even start before an offender is convicted. The author outlines the following components of the pre-release processes as, *inter alia*:

- \* the reconstruction services for family members of unsentenced and sentenced offenders
- \* contact with potential employers
- \* collection of relevant background information
- \* planning and implementing needs-directed development programmes

- \* repair and maintenance of relationships that connect prisoners' network to support systems and
- \* special attention to the prisoners' training and social skills.

### **2.5.9 The parole plan**

The parole plan is developed before any parole hearing takes place. A pre-parole interview is conducted a few months before an inmate's fixed eligibility date. The interview is conducted by the institutional parole official before the release consideration process starts. The parole official briefly reviews the steps and answer any questions that the inmate may have.

The institutional staff members are afforded the opportunity to give valuable guidance to inmates who are completing forms for parole plans. These forms are returned to the parole official. The important aspects of the parole plan are a place of residence and employment. Problems in regard to places of residence and employment are mostly encountered by inmates who have been incarcerated for many years (Snarr 1996:280-1).

### **2.5.10 Parole hearing**

A parole hearing takes place when members of the parole board meet to decide which prisoners should be granted parole. These meetings are held in camera. The board reviews information from various sources, and reviews an inmate's file thoroughly. The files usually include work reports from correctional officials, psychiatrists, and social workers,



which indicate whether an inmate is ready for placement on parole or not. The remarks made by a sentencing officer during trial are important. Statements submitted by victims may also be included (Adler Mueller & Laufer 1996:322-3).

#### **2.5.11 Parole ideals**

If parole is to fulfil its ideals as an effective correctional endeavour, it must have more highly qualified and well trained professionals implementing the parole services. The success of parole is not the sole responsibility of the correctional agencies, but involves the community obligations to support reasonable parole activities to co-operate and accept the returning inmate during re-entry into society (Nkosi 1996:9).

#### **2.5.12 Readiness for parole**

According to Doeren and Hageman (1982:99), the practice of parole rests firmly upon several underlying assumptions, *inter alia*:

- \* that offenders can be classified into certain diagnostic categories
- \* that appropriate halfway house treatment programmes can be designed and employed which will result in the necessary attitudinal and behavioural changes for ultimate successful adjustment in the community by offenders
- \* that there is a need to evaluate an offender on a continual basis to determine whether the offender is ready for release or not

- \* that the paroling authority is capable of making an objective release decision. It can determine an offender's optimal time for release within the original sentence imposed by the court of law.

### **2.5.13 Advantages and disadvantages of parole**

The following advantages and disadvantages of parole are outlined, *namely*:

#### **2.5.13.1 Advantages**

- \* an inmate who has been released on parole is placed under supervision and guidance for the duration while on parole. The chances of relapsing into criminal activities are minimised. The community is protected through supervision, guidance and assistance to the parolees
- \* an inmate who breaks the parole conditions may be recommitted without being prosecuted to get an additional sentence, but only referred for trial if he/she commits another offence
- \* it is expected that the parole board which is responsible to carefully study the offender's attitude, adaptation, discipline, adjustment probabilities etc. will be able to decide on the best date for release, rather than the date of expiry of sentence as imposed by the sentencing officer
- \* parole may assist to prevent the loss of personality traits such as loss of self-confidence, initiative etc. or may restore lost traits

\* an inmate is released when he/she is spiritually and emotionally ready to return to the community and further imprisonment may do more harm than good to an inmate

\* parolees are given the opportunity to maintain themselves and their families and also compensate the victims, if so required, while serving an un-expired portion of their sentences and

\* the state spends less money for parolees than inmates serving their sentences in institutions.

#### **2.5.13.2 Disadvantages**

\* an inmate who has been released unconditionally is left to fend for him-/herself. He is left outside an institution gate to find his/her way of life and encounters many adjustment problems and may not be accepted by society. The chances of relapsing back into crime are great

\* an inmate who relapses into crime is immediately prosecuted since there are no options of dealing with him/her such as recommittal

\* the study of an inmate's adaptation, attitude, adjustment probabilities etc. has no effect in determining the release date because it is already an expiry date of the sentence



\* there are no incentives to assist an inmate regain lost personality traits because the inmate knows he/she has served the sentence in full as imposed by the court of law

\* an inmate must be released when the period of incarceration expires, irrespective of whether he/she is spiritually and emotionally motivated

\* unconditionally released inmates are only able to maintain themselves and their families once they have served their sentences in full and

\* the state maintains inmates until their sentences have been fully served.

#### **2.5.14 Effectiveness of parole**

According to Adler et al (1996:324), parole in America has never produced great results. In 1990, there was only a successful percentage of 45. The high failure is due to the fact that parole is not considered as an alternative to rehabilitation in prisons. The validity of the criteria used by parole boards in making parole decisions is questionable and criticised by the majority of people. The parole boards may sometimes be pressurised by political bodies to place more inmates on parole to alleviate overcrowding in prisons. The community may express opposition when hardened criminals are placed on parole and possibly return to criminal activities within the community. Criminals such as rapists and murderers are detested by the community.

The high parole failure rate could be attributed to insufficient pre-parole preparations for the placement of an inmate. In South Africa pre-release preparation programmes are conducted within the prison milieu with its contaminating influences on the parole candidates. The prison sub-cultures affect all preparations that may be beneficial to offenders who are earmarked for release on parole. Very few offenders are incorporated into treatment programmes, especially in smaller institutions where facilities are limited.

This state of affairs, therefore, makes it imperative to establish halfway houses for proper pre-release preparation programmes for all offenders who are serving their sentences in prisons. While inmates are in halfway houses undergoing preparation for release, the chances become favourable to make constant contact with the community and re-acquaint themselves with current developments in society and offer chances to obtain employment.

The transfer of a large number of offenders to pre-release facilities assist in alleviating the most problematic situation of overcrowding in prisons. Inmates become spiritually and emotionally prepared to cope with the demands and expectations of society. Constant contact with the community creates trust among members of the community that offenders will become assets after their release. Reintegration is better facilitated in halfway houses than in the prison environment.

## 2.6 SUMMARY

Offenders who commit crimes are regarded as enemies of society because they (offenders) broke the laws which are intended to protect society from criminal activities. These offenders are then lawfully removed from society and incarcerated. The security of such offenders must be ensured while they are kept in institutions. These institutions, however, are not meant for the punishment of the offenders, but for their safe custody. For this purpose institutions are classified into various categories, *namely* - maximum, medium and minimum security.

The classification of offenders starts immediately once offenders are admitted into prisons. The aim of classification is to determine in which institution each inmate should be detained, to determine the allocation of inmates to treatment programmes and the training to which each inmate should be allocated as well as planning for the ultimate release of an inmate. This classification facilitates the reintegration of an offender into the community as a better person, one who has been rehabilitated and reformed and to abstain from criminal activities.

During the period of incarceration an offender is afforded an opportunity to make contact with various professionals, *inter alia* social workers, religious workers, psychologists and counsellors, who assist the offender to change his/her attitude and assist him/her with adjustment problems. The classification process plays a vital role in this regard.

When the classification process and the treatment programmes are conducted, parole boards evaluate each offender with the purpose of selecting suitable candidates for placement on parole. Placement on parole offers an opportunity to inmates to be released prior to the expiration of the period of incarceration.

An inmate who meets the criteria set for placement on parole could be better placed in a halfway house for treatment programmes, to be conducted outside the prison environment. While an inmate is detained in a halfway house, he/she has an opportunity to acquaint himself/herself with current social developments and to obtain employment. The accommodation of pre-parole inmates in halfway houses, alleviates the overcrowding problems in prisons. The programmes, therefore, are better conducted outside the prison environment, due to the contamination experienced in the prison milieu.

The importance of pre-parole preparation programmes in halfway houses cannot be overemphasised. Placement on parole is an international practice and should be conducted with care and dignity to avoid any malpractice of this system. The purpose and function of halfway houses will be closely studied in the next chapter.



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## GENERAL CIRCULARS

Correctional Services Amendment Bill B57B/97.

## CHAPTER 3

### THE PURPOSE AND FUNCTION OF HALFWAY HOUSES

#### 3.1 Introduction

Halfway houses act as a mechanism which accommodates inmates earmarked for removal from correctional institutions, where contact with contaminating effects are the order of the day. These facilities offer pre-release preparation programmes to prepare inmates for proper reintegration into society. The residents of the house come into contact with the realities posed by the community when treatment programmes are conducted by persons from free community life. They also come into contact with other members of the community, especially those who are employed, while residing in the halfway house.

Most programmes are conducted by members of the community, *inter alia* social workers, psychologists, counsellors, religious workers, and volunteers from various fields. Residents (inmates in the halfway house) of these facilities are enabled opportunities to contact the community on a daily basis and acquaint themselves with current developments in society. The residents get the opportunity and assistance to obtain employment, accommodation and to acquaint themselves with family matters while still serving their sentences. The community develops confidence in the inmates as they see them while serving their sentences and residing in the community. The community may offer necessary assistance, for example: accommodation, job opportunities, education and training. Although the use of halfway houses has many positive

features, problems may, however, be encountered when the community rejects the existence of halfway houses in their neighbourhood, especially those inmates who have committed serious crimes like murder, armed robbery, sexual offences and child abuse.

The importance of the community-based facilities can, therefore, not be overemphasised. Specialised halfway houses are developed to serve a variety of categories of persons, for example mentally ill/retarded persons, drug addicts, alcoholics, juvenile delinquents, pre-releasees and pre-parolees. This research concerns itself with the role of halfway houses in reparation programmes for placement on parole(pre-parolees).

### **3.2 Historical perspective**

McCarthy and McCarthy (1991:211-3) contend that some researchers state that the exact origin of halfway houses is not clearly known, except perhaps that the religious charity started providing accommodation and boarding for released convicts during the first century. Religious communities often provided ex-prisoners with food and shelter upon their release from correctional institutions. The Irish System founded by *Sir W. Crofton* in 1854 was designed to train men to a state of reformation, to make them acceptable to the public after release, is seen to be responsible for the development of halfway houses.

The convicts were engaged in work which closely resembled work done by free men in the community. Security for this category of convicts was minimal since they worked in the community. This work served as filters

between incarceration and placement on parole. Convicts were trained to handle responsibility and prove their abilities. The community was allowed to witness the trustworthiness of this category of convicts. Lessons concerning morality and the benefits of regular employment were conducted in the houses by staff. Work placement of inmates in the community was intended to prepare them for reintegration. This system created residences designed to facilitate the offender's transition from incarceration to freedom.

Various homes were developed at a number of states in America aimed at housing inmates after their release. In 1961 Robert F. Kennedy strongly supported the development of houses and this led to the establishment of experimental pre-release guidance centres for juveniles and later for adults. The halfway houses began to expand the functions for probationers and other categories of offenders. The International Halfway Houses Association influenced the growth of halfway house programmes in 1964 in the United States of America.

During the 18th century, concern for neglected and delinquent children led to the development of different types of shelter-care facilities for vagrant children in England. The growth of halfway houses or shelter-care facilities resulted from the concern for the neglected, institutionalised, brutalised children and inevitably led to the concern for adult ex-offenders.

The extraordinary growth in the development of the community-based correctional programmes for criminal offenders was seen in the last

twenty years of the 18th century. The increased interest in the use of halfway houses since the 1950's is remarkable. Several factors such as dissatisfaction with the use of the traditional penal halfway house which emerged from commonly acknowledged inhuman conditions within prisons, as well as from research findings which illustrated the ineffectiveness of institutional corrections in achieving the rehabilitation of convicted offenders, encouraged the acceptance of the community-based programmes as important components in the correctional process (Nkosi 1996:26).

Doeren and Hagemann (1982:198) state that the Massachusetts Prison Commission realised the formidable barriers facing offenders upon their release from prison, such as being destitute, the natural prejudice against ex-offenders, difficulty in obtaining employment and the need for shelter, and the Commission recommended the establishment of halfway houses in 1817. There was great hope that such facilities would reduce the high rate of recidivism regarding released inmates. This recommendation was, however, only implemented in 1864 because legislation did not take heed of the recommendation.

### **3.2.1 Norman House**

The Norman House in London was established in 1954 as a small family home for 12 recidivists by a sensitive and delicate former prison visitor named **Turner**. He was not very impressed with prison diagnosis and became aware that very little was done for recidivists. Turner established

a halfway house in the Victorian House in which he and his wife resided (Carney 1977:136-7).

The programmes offered at Norman House were operated in a group setting and strong ties developed between the residents and the staff members. The changes in correctional theory to the community-based programmes contributed to the acceptable treatment of the residents of the house. The emerging concept of corrections has been the reintegration model. This model outlined the harmful effects of isolation from the community and encouraged the use of transitional house facilities to provide basic needs and lessen the pressures on the offender to return to independent community living (Allen, Carlson, Parks & Seiter 1978:1).

### **3.2.2 The Dismas House**

The *Dismas* House was founded by the hoodlum priest named *Father Charles Dismas*, in 1959. It was the best known halfway house in the United States of America. This tireless priest personally assumed responsibility for men who were released from prison. The Dismas House acted as a non-denominational, racially integrated facility approved by the Federal Bureau of Prisons as a pre-release community centre. The Dismas House represented the resurgence of the halfway house as a correctional residence for inmates in the United State of America. This facility accommodated about 4,363 ex-convicts as residential participants of the house. The house offered programmes of assistance and assisted with residence and job acquisition. The house



developed into a complete the community correctional centre. The professional staff made efforts to meet the total needs of the residents - and social, vocational and emotional needs were addressed (Nkosi 1996:28-9). According to Carney (1980:218), the Dismas House became a complete community centre manned by a staff of professionals that was efficient and capable of meeting the needs of residents. It was widely used. This facility provided a wide range of services. The assistance in helping residents to secure employment were major objectives of this facility.

In the same token Bartollas and Conrad (1992:274) state that Dismas House provided services to about 7,700 ex-offenders in 1991. The services offered were among others, individual and group counselling, especially in the areas of alcohol and drug abuse, family life and securing of employment. Halfway houses focus on pre-parolees from correctional institutions.

### **3.2.3 Position in the Republic of South Africa**

In South Africa, prisoners whose release dates have been determined, are given the opportunity to be included in release preparation programmes conducted by the Department of Correctional Services. Lessons are also conducted by external professionals such as social workers, counsellors, psychologists, and religious workers. General problems are discussed by homogeneous groups within therapy groups. These programmes take place within the prison milieu which is an artificial environment and has more disadvantages than advantages for the inmates due to

contaminating factors perpetrated by hardened criminals and gang influences. This type of environment does not offer the realities which exist in the community. The professionals who conduct the various lessons, are negatively influenced by the prison environment, hence, they do not perform to the best of their ability. The release preparation programmes are, therefore, greatly impaired and as such the aims of proper reintegration are not achieved (Bothma 1993: 30 & 32).

It is therefore clear that the proper facilities established within the community where the inmates belong and will ultimately reside after release, are the ideal places where inmates should be prepared for placement on parole and proper reintegration to be ensured. The need for halfway houses in the Republic of South Africa is thus apparent.

### **3.3 Characteristics of halfway houses**

Robin and Anson (1990:519) are of the opinion that halfway houses are intended to serve as a bridge between the institution and the community for inmates who have been selected for placement on parole (pre-parolees). It is during this period of residence in halfway houses, that they (inmates) are assisted to find both jobs and accommodation. The residents are offered support to adjust to the environment in the community. The houses serve as a kind of decompression chamber in the reintegration of inmates into society.

In the same token Vogt, Thornton, Barrile and Seaman (1994:556-7) contend that halfway houses stand in a position that is halfway-in and

halfway out between the community and the institution where inmates are incarcerated. Persons received in halfway houses may include those referred directly from the courts. These houses may serve as residential centres for inmates who are due for placement on parole or may serve as day treatment centres. The majority of the houses are privately operated and serve as non-profit agencies. The residents are mostly referred by the state, courts, correctional systems or private people. Halfway houses are privately operated because most correctional systems were strongly opposed to their (houses) existence and objectives. It was felt that organised groups of ex-offenders would be a danger to the neighbourhood in which they were situated. The existence of halfway houses were viewed as a continuation of institutional sub-cultures and organised gangs within society.

*Halfway houses share certain characteristics:*

- \* are related to corrections through court orders, administrative authority or legislative mandate
- \* resemble a small family-like group with personal responsibility, and facilitate work and educational ethic
- \* teach residents to make decisions while they are staying in halfway houses
- \* provide opportunities and prepare the residents to make contact with the community in order to facilitate reintegration
- \* do not contain the trappings found in prisons
- \* propagate rules, regulations and give supervision, direction and structure to the programmes

\* offer the parolees a short, intensive and transitional experience on the road to freedom (Robin & Anson 1990:520).

Allen and Simonsen (1995:652-3) state that halfway houses or the community residential centres were developed as places where offenders could benefit from work and education while residing in the community. Attention has been given to halfway houses as the nuclei of the community-based network of residential treatment centres or pre-release guidance centres. The inmates are referred to these facilities from correctional institutions several months before their eligibility for placement on parole.

The inmates are allowed to work and attend school in the community without supervision, while participating in programmes conducted by the halfway house. The houses constitute a real alternative to institutionalisation in the community, in order to neutralise culture shock which inmates suffer from when they are suddenly returned to their places of origin in the community.

Halfway houses generally develop an individualised treatment plan to suit each resident, through formal contract and informal understanding. Interpersonal counselling is of great importance and vocational guidance follows suit. Job placement is highly regarded. The residents of the house are expected to observe minimum security requirements; perform house duties; attend counselling and therapy sessions; locate and maintain employment; develop positive attitudes; avoid socially undesirable behaviour; and contribute to their board and lodging where possible (Nkosi 1996:25).

Carney (1990:217) listed five basic principles to be put into practice to ensure the success of a halfway house, namely:

- \* the residents must have ready access to the community's resources, including job opportunities, educational programmes, professional services and public acceptance
- \* the welfare and safety of the community cannot be neglected, which implies that there must be careful selection of residents
- \* there should be no favouritism or exploitation of residents
- \* they must participate with the community members on an equitable basis
- \* the residents with a pre-release/pre-parole status are still regarded as if in custody, and if they abscond from the programme, they are treated as escapees
- \* any responsibility for decisions regarding admission and removal from the facility, should be vested in an official of the halfway house. This person should be accountable for the house's operation, close collaboration with public agencies and officials.

These residential or the community correctional centres mostly meet a wide range of human needs, including the inmates' clinical needs. They are not a curative way-stop, but an instrument of re-integration. The success of halfway houses depends upon a carefully conceived programme, which is resolutely and skilfully administered.

According to Abadinsky (1987:469) halfway houses may be operated by private or public agencies, which function independently in the community and provide room, boarding and assistance with finding

employment for the residents/pre-parolees. Carter, Glaser and Wilkins (1985:457) are of the opinion that halfway houses, whether operating privately or publicly, should maintain a good relationship with the agencies referring pre-parolees, in order to ensure that the physical and treatment transition to the facilities are not disjointed. The facilities need the support of the community agencies. Facilities which are publicly operated and maintain ties with the correctional system, enjoy important advantages over private facilities that do not rely on support from a public body which has the power to collect tax from individuals in the public sector. Privately operated facilities also have advantages of increased funding opportunities.

### **3.4 The objectives of halfway houses**

McCarthy and McCarthy (1991:208) are of the opinion that the principal goal of halfway houses is to assist pre-parolees during their reintegration by enabling them to function in a socially acceptable manner and to reduce their reliance on criminal behaviour. The house accepts pre-releasees/pre-parolees from prison and helps them with the basic necessities of board and lodging. The individual needs of each inmate receives attention in order to establish what adjustment problems may hamper the particular inmate's integration. A programme to remedy existing problems should be planned. To achieve its objectives, supportive staff are required to assist the residents in resolving problems that may hamper the goals of the house. The primary objective is to return ex-offenders to society as law-abiding citizens.

**Various objectives of halfway houses are that:**

- \* It is expected that positive results may be achieved if the offender's treatment can take place in the community where treatment is expected to be more humane than in prison. This treatment takes place under the supervision of efficient personnel
- \* The reintegration of the offender into the community may be dealt with successfully by halfway houses where pre-parolees/pre-releasees may be exposed to everyday events
- \* It is much cheaper to maintain social halfway houses than the state houses, especially when an inmate is referred to a house before being granted parole (Nkosi 1996:29).

The objectives of halfway houses are supported because treatment in halfway houses is more humane and natural than in an institutional context. They further contend that in an institution, treatment is hampered by factors such as over-population, shortage of personnel, poor facilities and the contaminating influence by hardened criminals, which exert a negative effect. Several penologists contend that a situation should be created in which long-term offenders must not be released into the community immediately but that they should be given partial freedom first in order to adapt. Social halfway houses enable offenders to make contact with daily occurrences long before they are released to freedom. The low costs of social facilities as compared to the state institutions are supported.

Carter, Glaser and Wilkins (1984:319) state that halfway houses offer a gradual re-entry into the community rather than just releasing an inmate

into society to face the problems of readjustment without any assistance. Problems which are encountered by released inmates are amongst others: lack of accommodation, finance, employment, as well as the return to a hostile community. The house's facilities can provide basic support services and relieve pressure exerted on the offender to fend for himself/herself in society. The re-integrative services also prepare the inmate for finding work, upliftment of educational level and improving his/her attitude towards himself/herself and other members of the community. It contributes to their effective functioning and makes them socially acceptable.

#### **3.4.1 Benefits of the use of halfway houses:**

The use of halfway houses has certain benefits, especially to the offenders, the community and the criminal justice system. These benefits are:

- Benefits to the offender
- Benefits to the community
- Benefits to the criminal justice system

##### **3.4.1.1 Benefits to the offender**

It is well known that, when an offender is immediately released from prison, he/she has basic needs. It is imperative for every human being to have food, shelter and clothes. Returning an inmate to the community without these basic necessities would be an inhumane action. The availability of a place to live and a job are also imperative. The



reintegration process would be meaningless if inmates returned to their families with problems that existed prior to their incarceration. These would only aggravate the stress of imprisonment. Monotonous employment with poor working conditions should be avoided. These should be suitable and acceptable to any human being, even if an individual is an ex-offender. The halfway house staff should therefore provide emotional support to inmates' needs and manage the demands and pressures of readjustment. The counsellors in the halfway house should give proper guidance to inmates in order to overcome the dilemmas faced by inmates during the period of reintegration.

Halfway houses can thus offer more structured therapeutic programmes to pre-parolees and family counselling enables inmates to develop their skills and resources in order to meet the demands placed by the community on inmates who are due for placement on parole. The house provides support, security, training, employment services, financial assistance and counselling from the community agencies which are developed and implemented. The houses provide a humane and supportive environment for pre-parolees by using the community resources to facilitate readjustment for inmates.

#### **3.4.1.2 Benefits to the community**

There are two ways in which halfway houses can serve the community, namely:

- \* They provide a secure, adequate environment by protecting society. Society is protected by conducting programmes which are

aimed at rehabilitating offenders and preparing their return to the community as law-abiding citizens. The facilities in the community enable inmates to acquaint themselves with current events in the environment to which they will be returned. The residents of halfway houses are constantly monitored in their activities, associations and support services by the staff. These supervised activities are to discourage residents from involvement in deviant behaviour.

- \* They facilitate proper adjustment into the community and reduce recidivism.

The residents are provided with the opportunity to stand firmly on their own feet, to negotiate routine distresses successfully, and overcome temptations in their lives and work. The residents are given assistance to develop and implement realistic plans for their future existence within the community.

### **3.4 1.3 Benefits to the criminal justice system**

The accommodation of inmates in the community treatment centres provides low cost housing as compared to incarceration within a prison system. Halfway houses alleviate the problems of overcrowding in prisons, and endeavour, in their treatment programmes, to improve the lives of residents and make reintegration into society more acceptable. The problems which existed in society for inmates prior to imprisonment are resolved and recidivism is reduced through education, training and treating offenders so that they become law-abiding citizens after their release (McCarthy & McCarthy 1991:209-210).

### 3.4.2 Need assessment and goal setting

The most important task of halfway house administrators is the assessment of the halfway house facility's needs and the setting of goals and objectives. These tasks determine whether the proposed house can be viably operational, what the target population of that house will be and what programmes and services will be offered by the house. The importance of a preliminary need assessment, particularly for planning of a private halfway house, cannot be overlooked.

A private agency contemplating the establishment of a halfway house must carefully study whether there is an actual need for such a facility before extensive plans are developed. A need assessment will indicate the potential number of clients within the house's target population who may be available for referral to the house and the types of problems which can be addressed by the programmes offered. The problem is not relevant for public houses operated by government agencies, because the public agency will know the exact extent to which the clients are in need of the services which the proposed house can offer (Nkosi 1996:31-2).

**The *National Advisory Commission on Criminal Justice Standards and Goal Report*** on corrections outlines three aspects of the community-based corrections that need further analysis. These aspects are: humanitarianism, reintegration and the protection of the community.

- \* *Humanitarianism*: humanitarian aspects of the community-based correctional efforts include the removal of an individual from

prison to a more humane place rather than keeping him/her in the institutional setting. The removal of an inmate to the community setting should increase his/her access to personal satisfaction and improve his/her self esteem. An individual in the halfway house is allowed to make decisions and choose the way he/she wishes to lead his/her life. The individual is also exposed to developments and changes taking place in the community.

\* Reintegration: is probably the major goal of corrections. Halfway houses fulfil an important role in this regard since they introduce an individual to a law-abiding status through the treatment programmes conducted by experts in the community atmosphere.

\* The protection of the community: is an important component of any treatment programme. The community is protected while an offender is in safe custody. It is, however, imperative that an offender should be influenced to live a crime-free life to ensure the permanent protection of society even upon his/her release. The successful functioning of a halfway house can perhaps be measured when it successfully protects the community from criminal activities. For this reason it is necessary that the community gives its support to make halfway house processes a meaningful project (Alpert 1984:129-30).

### **3.5 The purpose of halfway houses**

According to Doeren and Hageman (1982:200-1) inmates who are released from incarceration encounter various problems in their endeavour to readjust in society. Some of the fundamental problems encountered are *inter alia*: *finding employment* - most potential employers are reluctant to employ ex-offenders due to their records. Many employers do not trust ex-offenders, especially those with criminal records of dishonesty. The residents of halfway houses who possess the necessary skills, require assistance to be placed in jobs, while others require job training skills in order to be marketable. Halfway houses in conjunction with the community social services provide vocational testing, vocational counselling, vocational training, job counselling, job seeking and interview skills and job placement assistance.

*Obtaining money to meet basic necessities* - money is required to enable an individual to rent accommodation. An ex-offender may find himself/herself without a place to stay or sleep when there is no accommodation. This is particularly the problem with ex-offenders who have no families/relatives/friends who are willing to accommodate them. An ex-offender also needs money to purchase necessities such as food; no person can survive without food. Most causes of recidivism result from crimes committed to get food. It is also imperative that every person have clothes and transport to and from work or places where work is sought, looking for a place to live, money to repay debts, and other requirements for proper reintegration such as gaining social acceptance, acquiring and companionship in society.

The numerous problems encountered by ex-offenders immediately after release are contributory factors to recidivism. The failures of ex-offenders after release are therefore not mysterious, but causes can be pinpointed. Ex-offenders who have good intentions after release often find themselves confronted by problems and are thus unable to cope in society due to lack of necessities. It is imperative that an inmate endeavours to make a success of his/her readjustment back into the community after release. Halfway houses offer assistance to inmates in various counselling services to ex-offenders such as individual or group counselling to assist inmates in identifying and developing responsibility for dealing with problems, coping with tension and meeting basic physical, material, social and psychological needs. Halfway houses should be established in residential settings in the community close to schools and places of employment with, social and cultural activities which are all needed to assist with readjustment. These houses serve as a base of operation during the critical period of readjustment for ex-offenders.

Traditional halfway houses are designed to provide offenders with the essential supportive services needed during the critical re-entry period into the community. The houses endeavour to ease the ex-offenders' transition from incarceration into free community life. The aim of support services for residents is to afford them more advantages and opportunities in re-establishing themselves successfully in society. Halfway houses provide assistance in finding accommodation, training, employment, financial support, educational, vocational and counselling opportunities, psychological and emotional support, the community

activities/recreational opportunities and provide referral services (Nkosi 1996:25).

### **3.6 Types of facilities**

It is imperative to locate a physical facility which will facilitate programmes and activities offered by the halfway house. In the smaller communities where suitable facilities may be limited, the availability of a physical facility may override other considerations such as neighbourhood. Halfway houses are mostly located in a conceivable type of facility, from a house to old hotels or motels. A structure which was built as a halfway house will likely make the achievement of a homelike setting less difficult (Nkosi 1996:37).

### **3.7 Programme planning and operations**

The planning and operation of halfway houses is not an easy task to perform. If planning is not properly done, programmes may suffer as a result of poor planning and administration. The National Institute of Law Enforcement and Criminal Justice in America instituted a fund to conduct research of halfway house programme models in an endeavour to counter the problems. The target of the research project was focused on identifying critical issues in halfway house planning and operation. It was intended to adopt guidelines which would address the critical issues concerning halfway house programmes (McCarthy & McCarthy 1991:217-8).

### **3.7.1 Systematic planning**

The efficient management of any social programme such as a halfway house facility requires systematic planning in which the total problem is analysed and where all solutions are examined. The objective hierarchy constructed for the halfway house programmes, combined with systematic planning, can aid the administrator in both the pre-operational and operational phases of the house establishment. The construction of a hierarchy of objectives is certainly not a total solution to the management problems faced by administrators yet it can be useful in the development of the structure of the halfway house in any phase of management (Nkosi 1996: 33-4).

#### ***The following steps take place in systematic planning:***

- \* definition of the problem and the planning task
- \* formulation of policies on the basis of value analysis of alternative solutions
- \* assessment of operational resources and constraints, funding legislative factors, and the community preferences
- \* consideration of priorities, including the extent of funding necessary, and the identification of services that have to be established to meet programme objectives
- \* development of a programme structure that includes such activities as administration, manpower assignment, budgeting and feedback for policy review
- \* establishment of specific projects with long and short range objectives and



- \* establish a system of reporting and evaluating and provide a formal feedback to the planning system (Nkosi,1996:34).

Farbstein (1986:63-4) contends that the authorities responsible for establishing halfway houses stand to benefit from ideas, beliefs and values of interest groups or the influential community leaders. This form of wide consultation is known as participatory planning. This participatory planning stands a good chance of being accepted since the community where the facility will be established will contribute towards its existence and purposes. *The importance of citizen participation in planning is that:*

- \* It is a valued goal in a democratic state where individuals and interest groups have influence over social policies that affect them
- \* It provides a practical and viable opportunity to educate the community to accept and take part in programmes designed for the reintegration of offenders
- \* It enhances the likelihood that decisions are effectively carried out since they are owned by everybody in the community.

When planning the establishment of halfway house programmes, the whole community should be involved. Doeren and Hageman (1982:208) are of the opinion that the success of halfway house programmes is dependent upon the support offered by the community and by neutralising the opposition and/or hostility towards the existence and functioning of these facilities. Steps have been identified which could be followed in an endeavour to establish the community relations, to

promote and encourage the establishment, existence and functioning of the halfway house.

***The following are steps to establish the community relations:***

- \* It is important that individuals and groups should meet to discuss programmes and determine reactions to the programmes. The individuals and groups may include *inter alia* local leaders of the government, planning boards, public/private social health and welfare agencies, church and neighbourhood improvement groups and local police.
- \* A steering committee, consisting of the community leaders, should be established and meet regularly to promote recognition and assurance for the establishment and functioning of halfway houses.
- \* The programmes envisaged for halfway houses should be thoroughly explained in order to gain recognition and support from the concerned individuals and groups. The problems and difficulties as well as envisaged benefits and advantages should be discussed with those concerned.
- \* The involvement of neighbourhood leaders should assist in reducing or neutralising the negative attitude, hostility and opposition of the community in establishment and the functioning of halfway houses.
- \* Meetings which are aimed at achieving the community support, should be convened during the planning stages and regularly after the programmes have been operationalised to ensure that the process of establishing and operating halfway houses do not become derailed and also to prevent any polarisation of activities.

It is important that the houses be visited by interest persons and groups to acquaint themselves with the progress, problems and needs of halfway houses. Other important requirements for the successful operation of halfway houses is sufficient funding which constitutes the main administrative problem. It is, therefore imperative that planning should include funding, an indispensable factor in the successful operation of halfway houses.

Nkosi (1996:33) states that it is important that the operation of halfway houses be done in an efficient way in order to accomplish the purposes of the halfway house. It is assumed that an efficiently operated house will be effective in providing both programme services and security activities and should produce an environment conducive to client reintegration. The effectiveness of a house can be determined by evaluating its objectives. When the objectives such as fiscal problem solving and utilising qualified staff are met, these support operations become more effective and their purpose is accomplished.

According to McCarthy & McCarthy (1991:218-224) the following **critical issues** in the planning and operation of halfway houses are outlined:

### **3.7.2 Target population selection**

Critical issues must be identified by the planner such as which clients should be served by the halfway house. Once the needy clients have been identified, programmes should be developed to meet these specific

needs. The planning efforts should start with the “need assessment” designed to identify the inmates in that particular area who may benefit from the services of the halfway house. According to the National Council on Crime and Delinquency, six factors which can assist in the selection of a target population are identified; and these are:

\* ***Geographic location***

It is important that those persons who are residents of the community or those who intend residing in that the community should be selected as residents of the halfway house. This can facilitate the reintegration of inmates into their community.

The problem of non-availability of suitable facilities to be used as halfway houses can be solved by making *old homes or unused public building or church buildings* available to the administrators to be used as halfway houses, virtually rent free.

The attitude of the community also determines the location of halfway houses. The prevailing community attitude should be taken into account, but a good neighbourhood should be an ideal place to establish a halfway house, taking the community's permission of such an establishment into account.

\* ***Age***

Persons who are suitable for selection for halfway house programmes should be between the ages of 17½ and 60 years in order to be able to utilise all services offered by the houses.

The importance of this age limit is that residents of the house should be suitable for placement in employment, and should be neither too young nor too old to enter the work force.

\* ***Sex***

It is necessary to ensure that there are enough people in the target population to merit a halfway house. A halfway house may be single sex, thus both male and female residents may not be accommodated in such single sex facilities. There are often too few females to merit halfway house accommodation. Females and males can normally not be accommodated together.

\* ***The length of stay in the halfway house***

It is imperative that an inmate's sentence be equated to the programmes conducted in the halfway house. Inmates who are placed on pre-releasee/pre-parolee status for the last three months of their sentences, cannot be expected to stay the full period in the halfway house to benefit from the advantages of residency of six to 12 months.

\* ***Offender characteristics***

High risk inmates should not be selected as residents of halfway houses if they have minimum security facilities. These include *inter alia* dangerous, hostile or, emotionally disturbed inmates, as well as child molesters, rapists, armed robbers or any inmate who could disturb the smooth running of programmes or disturb the peace in the community.

\* ***Drug dependent and alcoholic offenders***

This category of persons can only be admitted into the halfway house when there are professionals to treat them accordingly. They need treatment and programmes to address their specialised needs.

**3.7.3 Location and site selection**

Halfway houses established within the community create better chances for the residents to be reintegrated because the facilities are where the residents should adjust. The availability of various facilities such as employment, schools, recreation and social order is the cornerstone to offer better chances to adjust. The neighbourhood is often concerned about the danger posed by halfway house residents. They regard their lives and property to be placed at risk as a result of ex-offenders in their environment.

Zehr (1995 ) – from the U.S. Office of Crime and Justice and the MCC Peace Office, is of the opinion that :

- \* Halfway houses have no effect on the value of neighbouring property
- \* They have no effect on neighbourhood safety
- \* They do not generate adverse impacts on the surrounding community.

The community rejection is one of the serious problems faced by halfway houses. The houses should be located in a good neighbourhood if the residents of such a neighbourhood permit the establishment of a halfway

house in their environment. The environment should preferably be similar to the one to which residents of halfway houses will return after release or on parole in order to make them feel part of that community.

The location of halfway houses must facilitate access to the essential community resources, such as public transport, employment and educational opportunities. Other community resources which must be conveniently located include medical and social services as well as recreational activities (Zehr 1995).

Bartollas and Conrad (1992:276) support the idea of establishing the community-based assistance programmes where the community resources exist, especially those designed to find jobs for the residents of halfway houses. This is intended to help ease the transition from incarceration to free community living.

#### **3.7 4          Personnel and training**

The planning of halfway houses should include focus on personnel to man the houses and further training of available personnel. Originally halfway houses used *volunteers* as personnel, but gradually the system changed to include a variety of personnel, such as professionals, paraprofessionals, and student interns. The professionals and experienced employees fill central positions of responsibility as programme directors and treatment staff. The paraprofessionals, and persons with experience such as former residents of halfway houses assist professionals. Specially trained paraprofessionals provide links with the community resources

and facilitate group or individual counselling. Those persons with backgrounds similar to the residents may serve as role models. Volunteers can play a major role in the clients' re-entry into the community. Student interns may be utilised similarly to volunteers and paraprofessionals and their roles depend upon their educational proficiency and the experience they have acquired. Ex-offenders may, like student interns and paraprofessionals, similarly be employed in halfway houses to bring a special knowledge and understanding of inmates' problems and needs and contribute to the success of programmes.

### **3.7.5 Treatment services**

Halfway houses have many services for pre-parolees/pre-releasees which are provided either directly or through referrals to the community resources. This type of services should be designed to meet the needs of the residents and address the problems faced by ex-offenders. Treatment programmes include both work and educational release. It is expected that all residents should secure employment. They are assisted in this task by full-time work-release co-ordinators who test their vocational aptitude and also arrange interviews with potential employers. Counselling in this regard is done regularly and is designed to enable residents to improve decision-making and problem-solving abilities.

Services such as group/individual counselling are imperative for inmates. Interpersonal counselling provides the core of the special support and understanding necessary to facilitate the ex-offenders' adjustment to



society. Employment and educational counselling are viewed as principal goals for the houses. Services which may be obtained from the community resources include amongst others: vocational and educational testing and placement. Recently, resident counselling received great attention in treatment efforts by houses. Family counselling is also offered, though to a lesser degree.

### **3.7.6 Resident security and the community protection**

Major emphasis is often placed on programmes rather than on the security elements in the operations of halfway houses. The variety of activities offered in the house lead to the perception that security is an entirely ignored variable. One of the main factors used in justifying the community-based corrections to the public is that clients reside in a more structured and supervised environment than the environment where the ex-offenders came from and where their movement and activities are not supervised by anybody. The ex-offenders move and mix with criminal perpetrators who influence them negatively.

The provision of a secure environment linked to the halfway house's purpose of providing supervision of clients lessens the opportunity and temptation for criminal activity by ex-offenders. The staff will be able to foresee possible critical incidents and prevent them where necessary. It is expected that halfway houses should offer sufficient programme structures and normal living conditions, although they are minimum security facilities. Institutional surveillance with bars, locks, and locking doors is totally inappropriate in halfway houses. The halfway house

programme that provides external controls over residents can protect them from injuring themselves, one another and the community at large. Halfway houses employ house rules of behaviour, curfews, night security, supervision and logs of resident activities for basic control. This control encourages the development of a sense of personal responsibility. The house rules should be more or less the same as those applicable in society in general. Residents should be informed of the consequences of both good and bad behaviour. Rules should be clearly specified to each resident when he/she enters the programme. When the rules are strictly adhered to, the residents are ensured of security and the community is protected from criminal activities.

Programme planning plays a vital role in the halfway house designed to prepare pre-parolees for proper adjustment into the community. Proper planning is the corner-stone of successful reintegration through the use of halfway houses.

### **3.7.7 Theoretical issues regarding halfway house development**

In spite of critical issues regarding halfway houses, there are also theoretical premises on which the programmes are based, namely:

- that the treatment of offenders in the community is more humane than institutional treatment
- that gradual reintegration in the realistic setting of the community reduces recidivism more effectively than the prison ideology of rehabilitation

- that the cost of reintegration is much less in the community than in prison (Carter et al 1984:318).

### **3.8 Problems encountered by inmates in prisons**

Offenders encounter numerous problems while serving their sentences in prisons. These problems in correctional institutions hinder the positive rehabilitation of inmates. This is due to the contaminating effect of an artificial environment, commonly found in correctional institutions. These problems make the existence, functioning and objectives of halfway houses indispensable in the endeavour to strive for proper reintegration of offenders into the community. These problems can be properly and effectively addressed through the programmes conducted in halfway houses. *Some of the problems encountered by offenders in prisons are as follows:*

#### **3.8.1 Bread and butter problems**

According to Coetzee, Kruger and Loubser (1995:122) bread and butter problems refer to problems which develop due to lack of physical facilities in prisons. Most prison structures are old and dilapidated and were established when guarding functions enjoyed prominence. Treatment, therefore, suffers as a result of a lack of physical facilities. Over-crowding is also a major problem in these correctional institutions. The shortage of staff is another problem often encountered in prisons. The case load for professionals is large and this further affects the treatment programmes.

### **3.8.2 The artificial prison environment**

Most problems in institutional treatment are caused by the peculiarities of the prison community as compared with normal life in society. Inmates are removed from society and placed in an artificial prison community with its own sub-cultures, values and norms which merely perpetrate negative influences, especially among the newly admitted inmates. The inmates become completely de-socialised and institutionalised during detention in an environment that is unsuitable for reformation and rehabilitation of inmates. Incarceration entails an almost total absence of a sense of responsibility. The routine way of life in prisons leaves inmates with little chance or incentive to take responsibility for daily activities.

### **3.8.3 The attitude of the external community**

Coetzee et al (1995:123-5) are of the opinion that the attitude of those in authority further contributes to the problems which affect the life of inmates in prisons. The community develops a misconception regarding institutional treatment, that rehabilitation is a magic formula whereby inmates are transformed into law-abiding citizens. Society, therefore, distances itself from its responsibility towards the released inmates, thus causing problems for their reintegration into the community.

### **3.8.4           The attitude of the offender**

The inmates' voluntary participation in programmes is a pre-requisite for the success of treatment. Voluntary participation is hindered by negative reactions and feelings on the part of inmates towards incarceration. Inmates find it difficult to strive towards the long-term objectives of treatment, if the requirements of treatment become too much to be tolerated.

### **3.8.5           The attitude of personnel towards treatment**

The different points of view of the disciplinary and expert personnel also create conflict regarding safe custody and treatment functions. Personnel should always guard against these differences and defuse them because they cause confusion among inmates and as such result in the development of negative attitudes. It is imperative that personnel work hand in hand in order to gain the confidence of inmates.

### **3.8.6           Inmate-personnel relationships**

The relationship between the inmate and the therapist is affected by the whole prison system of bars, keys and locked doors, which creates the impression that the inmate is not trusted. The inmates also believe that the experts work together with the disciplinary personnel and that the therapists cannot distance themselves from the safe custody function of the prison. The therapists do not trust the genuineness of the prisoners' co-operation in the treatment programmes. Inmates may co-operate in the

treatment programmes simply to gain earlier freedom, if that may be a requirement for their release.

The importance of halfway houses in comparison to the institutional treatment of inmates is thus imperative in view of the problems which are encountered by inmates while in detention. The benefits which are achieved in halfway houses have already been discussed in this chapter. The researcher now focuses on halfway houses "fitting into the community" and the "effectiveness of halfway houses in the community."

### **3.9            Adapting in the community**

Nkosi (1996:41-3) is of the opinion that halfway houses should find a suitable position in the larger community within which it is located, regardless of whether it is a publicly or privately operated facility. The house will do itself good service by developing relationship with agencies which are already in existence. The house should be mainly involved with referral and service agencies. The referral agencies are likely to be state corrections, parole boards, parole departments, local prisons, prosecutors and courts. It is critical for the survival of the halfway house that it develops the support of referral agencies. The relationships should already be established when plans are made for establishing a halfway house. Strong contacts with referral agencies should be made during the original assessment of the need to establish a halfway house. Formal service agreements should be the best way to cement relationships.

A service agreement can probably be the result of a great deal of hard work and preparations by the halfway house staff. It is imperative that the house director/manager should visit as many potential referral agencies as possible, in order to explain the objectives/purposes for which the house programmes are designed. The programmes of the house should be presented in their best light to the potential agencies without making promises which cannot be met. Regular meetings between the halfway house staff and agencies can be used to iron out problems which may frequently arise and to serve as a constant reminder to the agencies of the presence of the house and its services. Relationships with potential agencies are critical to the operation of halfway houses. Formal service agreements with service agencies which may be achieved in the process of establishing the house, are a good idea in order to avoid problems which may accrue. Problems may arise when some of the community service agencies are reluctant to deal with offenders. This situation can be avoided by more careful preparations on the part of the halfway house staff. Service agency support, like the support of referral agencies, occurs through contact between the service agencies and the house staff. A number of halfway houses handle the community relations by attempting to ensure that the immediate neighbourhood remains indifferent to the existence of the house and its programmes.

In the same token Carter et al (1985:458) contend that the halfway house can deal with a variety of individuals, groups and organisations whose purpose is to provide neither referrals nor assistance. The community apathy is often fostered by the house staff in the belief that maintaining a low profile is the best method of avoiding complaints and proving the

house does not threaten the neighbourhood. The management of halfway houses believe that by engaging the community in public addresses before civil, social and church organisations, they familiarise the community with the goals of programmes conducted by the halfway house. These engagements help to encourage support and donations that may be received by the house.

### **3.10 Effectiveness of halfway houses**

According to Doeren and Hageman (1982:212) there are several factors which make it difficult to assess the effectiveness of halfway houses.

*They give the following factors:*

- \* there is a paucity of evaluative research conducted on the proliferation of halfway house programmes
- \* most of the research conducted is of questionable validity when judged by social science standards
- \* it is extremely difficult to generalise from the results of available studies, due to the heterogeneity of halfway houses, the diversity of research designs used and the variety of definitions of outcomes
- \* there are often mixed and inconclusive findings which are reported and as a result prevent the declaration of a final judgement on the effectiveness of halfway houses.

A study conducted by the researchers (Doeren & Hageman 19982:212), revealed that the effectiveness of halfway houses showed 15% of the house residents were unemployed as against 29% who were employed. The same figures were reached for probationers and offenders from a jail



regarding recidivism. In another study, it was concluded that community residential programmes are more effective than the institutional parole cycle where parolees are thrown out of the prison gate to supervise themselves while in the community.

According to Latessa and Allen (1997:364 & 6), the effectiveness of halfway houses should be considered across three dimensions, *namely in* humaneness, recidivism and cost of studies. The authors outline the effectiveness of halfway houses as follows: They

- \* are more humanitarian than imprisonment
- \* address the devastating economic and psychological effects of imprisonment
- \* address over-crowding, gross idleness of inmates, absence of meaningful work and vocational training, unhealthy and unsafe physical plants and gang conflicts which make prisons less than the pinnacle of humanitarianism
- \* are more humane
- \* are more cost-effective than imprisonment
- \* halfway houses' programmes achieve most, if not all, their stated objectives such as maintenance of inmates and or the community ties and making the community resources available to inmates
- \* recidivism studies indicate a 71% success rate and in the programme re-arrest rate is 2-17%
- \* show success rates of between 70-80% of alcohol abusing clients
- \* indicate a reduction in driving under the influence of intoxicating liquor and achieve a success of as high as 92%.

In the same token Robin and Anson (1990:522) are of the opinion that halfway houses have experienced failure of their residents with regard to recidivism, escapes, and termination of the programme due to disciplinary offences. They further state that a survey shows that the halfway houses are similarly as effective in preventing recidivism as the institutional parole release. The residents of the halfway house pose no extraordinary threat to the community. There is no reliable evidence that halfway houses can reduce or increase recidivism.

### **3.11 Problems and critical issues in halfway houses**

The planning and preparations for the establishment of halfway houses should be undertaken with great care and deliberation. Hastily undertaking plans may result in operations plagued with multi-problems which may escalate to the point of jeopardising the existence of halfway houses. *Some of the problems which may be encountered are:*

- Funding and resources
- Employment problems.

#### **3.11.1 Funding and resources**

Halfway houses are often plagued by a lack of funds for their operation. Funding was cited by most halfway house operators as the administrative problem of providing the necessary services. The scarcity of funds may result from fewer than the anticipated grants. The manager/ director of a privately operated house may approach a number of sources, both public and private for funding and encounter negative results. Donations of

items other than money should not be overlooked, as they have particularly high value in meeting the physical needs of the halfway house. The availability of volunteers may also contribute greatly to the house, since they supplement the paid staff of the house. Staff are thus cut and other financial needs can be met (Nkosi 1996:34-5).

In the same token Doeren and Hageman (1982:203) are of the opinion that funding is a crucial function in the operation of halfway houses, whether they are privately or publicly operated. Where funds are misappropriated by the manager, the house may experience failure in its operations. The managers must constantly be concerned with obtaining resources for both the short and long term operations of the halfway house programmes. Funding is an indispensable ingredient for effective operation of halfway houses.

### **3.11.2 Employment problems**

According to McCarthy and McCarthy (1991:226-7) halfway house residents are often plagued by the problems of acquiring and maintaining employment. The long periods spent by offenders looking for employment, often result in their returning to prison and a higher rate of recidivism. The lack of employment opportunities within the community cause ex-offenders to be demoralised. Residents are embarrassed by the unsuitable jobs that are offered because of the situation in which they find themselves, *inter alia*, intolerably hard labour, unskilled work, a job below an offender's level of ability, cheap work, low wages and so on.

### **3.12 Halfway house facilities**

Problems are often caused by the facilities in which programmes are conducted. The structures may be dilapidated buildings with small rooms, peeling paint, dirty and torn carpets or floors smelling of disinfectant. This state of affairs creates a bad impression for people who are visiting. This results in employers being reluctant to employ inmates who come out of such deplorable facilities (McCarthy & McCarthy 1991:227).

In the same token Robin and Anson (1990:521) contend that it is always a problem to locate suitable facilities in a good neighbourhood where residents can model their behaviour on that of law-abiding citizens. An environment which is suitable for its citizens, which does not have a high crime rate and where the law is respected to the word with good resources can be an advantage for the residents who have been placed on parole. The residents can be reintegrated into legitimate society. This implies that facilities established in ghettos, or poorer areas where criminal activities are the order of the day, is a recipe for encouraging residents to adopt the criminal culture of the environment which may be worse than in their previous lifestyle. Citizens of good neighbourhoods often refuse the establishment of halfway houses in their vicinity, fearing that these facilities will spread criminality and result in a drop in property values.

Adler et al (1996:331) concur that halfway houses often face objections from the community because no one wants "ex-cons" in their

neighbourhood. This is called a nimble attitude, short of saying "we do not need group houses, not in my back yard." Researchers, however, oppose this attitude and they feel that "no research has indicated that the establishment of a halfway house in any way reduces neighbourhood security or leads to higher crime rates" (McCarthy & McCarthy 1991:229).

### **3.13            Fluctuations in size of resident populations**

Halfway houses are often faced with large numbers of residents to be accommodated, more than is dictated by the programme's optimal operational size. This is sometimes caused by the lack of availability of houses in the vicinity, while a large number of clients need accommodation, and the prisons which endeavour to reduce their overcrowding are referring inmates to available community-based residential facilities. The large number of clients in these facilities may impede the goals of the house. This may result in the placement of an undesirable staff/client ratio (Doeren & Hageman 1982:209).

### **3.14            Labelling of the ex-offender**

This problem is encountered by the residents of the halfway house in which society rejects these ex-offenders. Society labels/stigmatises the ex-offender and this can damage the self-image of the ex-offender. Society hosts negative social expectations like expecting that such ex-offenders will be completely rehabilitated and behave differently than they did prior to their incarceration. This makes it extremely difficult for

the residents of the group house to shed the new identity. It becomes difficult to secure employment. The labelled ex-offenders find themselves re-organising their behaviour in accordance with societal reactions and extend deviant behaviour (Abadinsky 1997:325).

Adler et al (1994:70-1) concur that society is responsible for the deviant behaviour of ex-offenders when they label them as criminals through the criminal justice system by arresting, prosecuting, sentencing and ostracising the offenders, they are labelled as bad elements and undesirable in society. Individuals, who are known to have committed offences, are segregated from the community and incarcerated and who are considered as outcasts or outsiders from society. These individuals identify themselves with similar labelled persons and start behaving as expected.

Vogt, Thornton, Barrile and Seaman (1994:408) state that the labelling/social reactions model maintains that prohibitionists who advocate legislation against and strict penalties for vice, literally manufacture criminals by advocating legal regulations of personal morality. The authors contend that the prohibitionists are upper-class individuals who condescendingly believe that the less fortunate fellow beings could improve their social status if they avoided their criminality. The upper-class is thus labelling their fellow beings as unacceptable in their environment.

According to Schmallegger (1995:97) a person becomes the thing that he is described as being, a delinquent becomes bad because he is defined as

bad and he/she is not believed to be good. This type of classifying of individuals as outcasts makes them rebel against society and regroup as bad persons.

Magwaza (1988:23) is of the opinion that the label which is attached to an inmate by incarceration can ostracise the inmate socially. The inmate feels humiliated, frustrated and inferior until he/she develops anti-social behaviour. As a result of incarceration, the inmates find it difficult to secure employment and employers tend to hesitate to re-employ them in their previous jobs. This state of affairs create a negative attitude among the inmates by feeling that they are being discriminated by their fellow beings.

The attitude of the community should thus be changed to become constructive and facilitate the reintegration of offenders into the community. Society can thus greatly contribute to either the success or failure of an endeavour to change criminal attitude and make inmates law-abiding citizens. Treating inmates with suspicion, by not re-employing them, denying them accommodation in certain parts of neighbourhood, denying them participation in social activities and recreational facilities and denying simple social acceptability, is a recipe for preventing their proper and effective reintegration into the community.

### **3.15 SUMMARY**

The establishment of a halfway house should be properly planned in collaboration with those concerned. This includes the community surrounding the facility. The halfway house must receive the approval and support of the community before it is built in the neighbourhood.

The importance of a halfway house is to accommodate pre-parolees/pre-releasees where they can be prepared for their eventual release through the various programmes conducted in the house. The orientation is aimed at teaching inmates life skills and how to fit into the community and perhaps to remedy factors which were the cause of their lapse into criminal activities. Programmes should be made available to prepare the inmates for a smooth reintegration into the community rather than returning them to a hostile community, unyielding employers and all the unfavourable conditions that may have resulted in their recidivism. Various professionals such as social workers, psychologists, educationists, religious workers and counsellors may play important roles in conducting programmes.

Research shows that problems encountered in correctional institutions are better addressed in the community facilities. Although halfway houses encounter problems, they are better managed than in prisons. The programmes conducted in the community facilities are more humane than those in prisons. The costs of running the community facilities are much less than correctional institutions.



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## **CHAPTER 4**

### **THE MANAGEMENT AND ADMINISTRATION OF HALFWAY HOUSES**

#### **4.1 Introduction**

The purpose of this chapter is to highlight the importance of effective management of halfway houses. This chapter emphasises that although halfway houses are not yet functioning in South Africa, it is recommended that halfway houses be established in South Africa and that they be managed effectively and efficiently. Good management is essential in every human activity in order to reach the objectives intended. The objectives should be clearly stated that the house intends conducting programmes for pre-parolees/pre-releasees. Management should perform four main functions, namely: planning, organising, leading and controlling. For halfway houses to succeed, the first requirement is efficient management.

A successful manager/administrator should possess management skills, conceptual skills, human skills, and technical skills for better performance in running a halfway house. These skills enable the manager/administrator to communicate, train, plan, organise, lead and control all those under his/her management. The halfway house can only be efficiently and effectively managed by a skilful manager.

## **4.2 Management of halfway house operations**

Management control concerns the process and techniques adopted to ensure the accountability, effective and efficient pursuit of halfway houses' objectives (Gates 1980:73). The objectives of halfway houses are concerned with pre-release preparation programmes. The treatment programmes should be aimed at orientating the residents to the habits of the community life to which they will be returned after their release. These objectives are aimed at minimising the stereotyped institutional way of life with all its contaminating characteristics.

### **4.2.1 Effectiveness and efficiency of management**

Management control within the halfway house concerns the process and techniques adopted to ensure the accountable, effective and efficient pursuit of halfway house objectives. Effectiveness is most generally described as the degree to which a halfway house activity or decision contributes to the achievement of the halfway house goals. Management control of halfway house activities implies an understanding of halfway houses' goals and the relationship between the goals and the possible activities that might be undertaken in pursuit of their achievement. Efficient management controls over efficiency requires knowledge and the ability to control costs and the quality of goods produced (Gates 1980:175).

From a management control standpoint, halfway houses and agencies differ in two important respects, *namely that*, for the most part, they are

not profit making establishments, and they are engaged in the provision of services rather than the production of goods. The combined effect of both differences makes social programmes far less susceptible to traditional methods of understanding internal operation, much less achieving management control over those operations (Gates 1980:322).

#### 4.2.2 Management roles

A role is an organised set of behaviours for managers which may fall into the category of interpersonal, informational and decisional roles (Hellriegel & Slocum 1992:12). According to De Beer, Roussouw, Moolman, Le Roux and Labuschagne (1998:15), the role of management is to utilise the resources available through planning, organising, leading and controlling to create prosperity in the halfway house. The roles aim at achieving the objectives of the house. The ability of the manager to make decisions can assist to achieve the objectives. Decision-making is the process of identifying problems, alternative solutions, evaluating the solutions and to choose the best solutions before implementing them.

Bruyns, Gericke, Kriel and Malan (1997:11-12) outline ten roles of management. The roles may, however, differ from one organisation to another. In the halfway house, management plays the role of **figurehead** where priority is given to attending major functions such as handing over certificates and representing the halfway house at the community forums. Management plays a leading role for its personnel as well as the residents of the halfway house who have achieved certificates in their studies and in the training they underwent during the period while in institutional

custody. The community contact is very important to prepare for reintegration of residents (inmates).

Management also plays a **leading** role as mentors, trainers and guides. When personnel is trained for effective job performance, management takes the lead and guides the activities which take place. With trained personnel, work performance becomes much easier and clearer and the objectives are more easily achieved, since personnel understand the requirements of good service. Management serves a **liaison** function between interest groups.

The most important interest group includes the specialists such as educationists, social workers, counsellors, psychologists and religious workers who conduct valuable lessons during the treatment programme lessons of the halfway house residents. The members of the community must also be educated and be prepared to accept those who are released from incarceration into the care of society where the inmates belong.

Management **monitors** and analyses the activities of the halfway house and its surroundings and stimulates growth and development. It is important that management observe all the activities of the halfway house as well as the response of the outside world to which the residents of halfway houses will be released. The chances of reintegration succeeding should be monitored by observing the reaction and preparedness of the community to accept the inmates.

Management **disseminates** information to staff and residents in the halfway house through letters, technology such as internet and information sessions. All relevant information should be made known and discussed with all the stake-holders (custodial staff and residents) in order to reach a decision that has been created by everybody rather than by management only. Such decisions are always binding on everybody since everyone is responsible for their creation or joint creation. Where differences or unclear information are encountered, solutions should be sought by all role players. Management serves as a **spokesperson** to transmit information to external role-players regarding policy, actions and results that take place in the halfway house, leading to effective and efficient preparation release policy. Management should therefore not only be spokespersons for its autocratic decisions and ideas but also for decisions and ideas of partnership of all role players.

Management **searches** for opportunities in the halfway house and in the surrounding community. It initiates new projects, methods and work procedures. The search for opportunities should also be inclusive of all the interest groups. All new projects, methods and procedures should first be agreed upon by all the partners looking for solutions to the problems.

Management is also responsible for **corrective actions** to be taken when halfway houses encounter important and unexpected crises/situations such as unrest and/or strikes. It also deals with conflict amongst members and residents and between the two parties. All corrective actions taken should be acceptable to all concerned partners in the halfway house. A



one-man decision-making practice is no longer an acceptable process in South Africa, as it was the case in the past. It may also aggravate a crisis that exists. Resistance may escalate amongst the residents and employees of the halfway house as well as members of the community.

Management is accountable for all **allocation of resources** and must approve certain decisions which should be made for the halfway house. All the allocations should be done in such a way that nobody is placed at a disadvantage. This can only be done by involving all parties concerned in the decision-making process for the allocation of resources. A halfway house cannot afford to conduct actions which may be unfavourable and resulting in rebellious actions by employees and residents and the community as a whole. This may hamper the process of reintegration.

Management is **responsible** for staff members who represent the halfway house during important negotiations with organisations such as unions. Management should **control, co-ordinate** and take **leadership** in deliberations with organisations such as unions. It is important that personnel should not take personal grievances against residents of the house, but must do what has been jointly decided upon and meet the needs of halfway houses. This should be done on behalf of all stakeholders.

Daft (1995:23) concurs with regard to the role of management that three categories of roles which resembles a manager's behaviour are found. These roles are:

- \* ***Interpersonal roles*** which pertain to relationships with others and are related to the human skills. These roles are concerned with the handling of ceremonial and symbolic activities within the halfway house. The leadership role involves relationships with junior staff and includes motivation, communication and influencing. This role also pertains to the development of information resources inside and outside the halfway houses.
  
- \* ***Informational roles*** maintain and develop the information network. Current information is sought from many other sources and it is the responsibility of management to keep abreast of new developments and information concerning the halfway house.
  
- \* ***Decisional roles*** management is expected to make decisions by applying both conceptual and human skills. Conflicts among subordinates should receive attention and be resolved. Decisions are also made to allocate staff of the halfway house, time, equipment, budget and other resources with a view to achieve effective and efficient objectives of the halfway house.

#### **4.2.3 Management skills**

Management skills refer to the ability to convert knowledge into actions which will lead to the required performance. It is , therefore, important for managers to possess various skills to be able to deal with all challenging situations in halfway houses (Bruyns et al. 1997:13). According to Daft (1997:15-17) management skills should be applied in

halfway houses in order to achieve the desired objectives. Management skills are grouped into five categories, namely:

\* **Conceptual skills**

These skills refer to the ability of management to see the halfway house as a whole and the ability to think, possess information and plan. They also involve the ability to know where the halfway house fits into the industry, the environment and the community and to take a long term view.

\* **Human skills**

These entail a manager's ability to work with and through other people and to work effectively as a member of the halfway house. These skills include the manager's ability to motivate, facilitate, co-ordinate, lead, communicate and solve conflicts. The subordinates should be allowed to express their problems, shortcomings etc. without fear of being ridiculed.

\* **Technical skills**

These skills refer to the understanding of and proficiency in performing specific tasks. They include mastering methods, techniques and equipment in specific functions as well as specialised knowledge and the competent use of tools and techniques to solve problems in halfway houses.

\* **Communication skills**

According to Hellriegel and Slocum (1992:26), communication skills refer to the ability to send and receive information, thoughts, feelings and attitudes. These skills enable the manager to communicate effectively with the staff. Communication skills demonstrate the ability to listen attentively, report what you have heard accurately and speak clearly, directly and logically.

\* **Decision-making skills**

These refer to the ability to formulate a plan of action to solve problems. These skills are important at all levels such as top management, middle management and the lower levels (De Beer et al 1998:23).

#### **4.2.4 Learning Management skills**

Management is regarded as both an art and a science. It is an art because many skills cannot be learned from any source. It takes place like a sport game where someone develops skills by merely practising the sport. Studying a book helps to develop skills. Many skills such as leadership, acting as a spokesperson or negotiator are often developed by practice. Skills can also be learned through experience. These scientific skills can be utilised to achieve the objectives of the halfway house. Knowledge is acquired through systematic research. Systematic knowledge about planning, organising, and control system design helps managers to understand the skills and techniques required to manage halfway houses (Daft 1994:27).

### **4.3            The basic Management Functions**

The process of management consists of **four** functions, namely *planning*, *organising*, *leading* and *controlling*.

#### **4.3.1           Planning**

Phillips and McConnell (1996:42) describe planning as a process of determining what, why, where, by whom, when and how the process should be done. De Beer et al (1998:50-1) contend that planning gives guidance to the management of the halfway house and reduces the impact of changing circumstances. Management sets objectives during the planning process. Planning promotes co-ordination between all the stake holders so that they can work together. Planning reduces uncertainty and enables managers to identify changes, threats or problems. This enables the managers to get the vision of the future in order to take timely steps to avoid crises.

##### **4.3.1.1        The Planning Process**

McCarthy and McCarthy (1991:406) are of the opinion that *planning* starts when the planners ask: “What are we trying to accomplish?” An answer to this question determines what should be done and why. The planners’ values, philosophies and judgements play a critical role. This planning effort is known as policy planning. Specific tasks are allocated to the plan participants and the required information is identified. A description of the current situation is formulated. In our South African

situation, the present state of affairs concerning *pre-release programmes* is that they are conducted within the prison environment and contamination becomes a problem. The assessment of halfway houses is thus imperative.

Kroon (1995:121-4) states that planning in the halfway house must be executed by means of a systematic procedure. The planning process is broken down into various steps in order to ensure that the manager plans as effectively as possible. These steps form an integral whole. The planning process applies mainly to planning where an overall plan exists. The steps into which the planning process is broken down are:

- Strategic inputs and situation analysis: which entails the acquisition of applicable information from the strategic plan for/from the tactical plan. Co-ordination between different plans must be ensured.
- Alternatives and the choice of the best alternative: it is important to develop various alternatives so that the best one can be chosen. The various alternatives must be analysed and evaluated so that the most suitable alternative can be implemented.
- The formulation of goals and objectives: goals and objectives must be formulated after the best alternative has been chosen. Goals and objectives describe the results that should be achieved over the long and short term. Standards must be set to ensure that objectives are achieved. Objectives must be formulated within the

framework of the goals and integrated into the management by objective process.

- Programming, scheduling and budgeting: The elements of the plan must be in writing and consist of programmes schedules and budgets. *Programming* involves the step-by-step exposition of the activities and the order in which these must take place in order to achieve the objectives. *Scheduling* refers to the allocation of time for the different activities. A *budget* makes it possible for management to exercise control by determining expected income and expenditure in advance. The budget gives expression to the plan in financial terms.
- Implementation of the plan: the implementation phase of planning involves putting the final plan into operation.
- Evaluation and control of the plan: a plan, which has been brought into operation, must be evaluated continually by feedback. The actual performance must be determined and compared with the planned or performance. If the actual performance deviates from the planned performance, management must take corrective action.

According to Kreitner (1989:148), planning is an ever-present feature of modern life where changes and developments are indispensable. Planning gives purpose to everyone's life. Planning happens whenever people try to look ahead and predetermine a possible action envisaged

for the future. The period to start such action is **not** necessarily important; it can take years, months, weeks or days to be implemented. Planning may be high-level and far-reaching, as it may involve local administration and the agency or staff develops a long-range plan, calling for growth and expansion of major changes.

On the **planning sheet**: the objective is stated and a list of the activities is made when each activity will start and be completed, mentioning those who will be responsible for completing each activity. The time factor to complete the activity should be determined. There must be checkpoints to monitor the process. It is important to list the sequence of steps starting with what, where, how resources are needed. (Lussier 1997:185).

Bruyns et al (1997:81) are of the opinion that the fast pace of change in halfway houses is the most important factor which makes planning imperative. The necessity is experienced as a result of over-population in correctional institutions. The planning and implementation of halfway houses can alleviate overcrowding of prisons especially when accommodation makes provision for awaiting-trial inmates as well as those due to be released on parole.

Kroon (1990:322) outlines the importance of planning as a process according to which halfway houses will have enough resources such as the right number and type of employees who can be active in the most economic way and make a contribution to the effectiveness and efficiency of the halfway house. Planning is regarded as an organic function which precedes the complementary functions of organising,



motivating and controlling. It places more emphasis on scientific manpower planning as an important facet of the staffing process. Planning for the halfway houses is an important factor that contributes to some of the following aspects:

- \* work and demands change very fast. The rate of technological development increases constantly and it is imperative for the halfway house to develop programmes to estimate labour requirements
- \* careers requires that people should have skills in the field of work and more people should be trained in order to cope up with current technology
- \* increased job requirements necessitate the retraining of present job-holders
- \* manpower planning creates the opportunity for training and development and replacement of personnel
- \* manpower planning provides important information for activities that arise from it, for example recruitment, training, transfer and promotion (Nkosi 1996:49-50).

According to Kreitner (1995:172-3), there are three types of planning, namely:

- Strategic planning
- Intermediate planning
- Operational planning

**Strategic planning**, is the process whereby it is determined how to pursue the halfway house's long-term goals, after taking the resources which will be available into account.

**Intermediate planning**, is a process of determining the contributions sub-units can make with available resources.

**Operational planning**, is a process of determining how specific tasks can best be accomplished at an expected time with available resources. Every level of planning is important to a halfway house's success and cannot stand alone. It must be supported by the other two levels.

Bruyns et al (1997:81-2) **outline the following as important aspects of planning:**

- \* The various changes that take place in the community make it imperative for managers to plan all activities in advance. The great numbers of criminals who are incarcerated due to serious offences such as armed robbery, rapes, child abuse etc, make the planning for halfway houses indispensable in order to accommodate all categories of inmates with a view to preparing them for reintegration. The training of personnel, availability of professionals as well as volunteers to assist in the release preparation programmes, needs to be planned well in advance.
- \* Planning shows direction for every individual who has been allocated a task. Such individuals must know which direction halfway houses are intended to move in and their objectives must be clearly understood by all employees of the halfway house. If all

employees of halfway houses strive towards one goal, co-ordination, co-operation and teamwork have a better chance of succeeding and achieving the objectives set by management.

- \* Planning assists in promoting co-operation among various teams in sections, e.g. guarding staff and professionals, who deal with the treatment programmes, towards working as a team in order to achieve the objectives of the halfway house. Where planning has been properly done, there is little chance of misunderstanding and differences among the employees and professionals in the halfway house.
- \* Where planning has been properly done, the effective and efficient utilisation of available resources is ensured. Activities are carried out in a more structured way, performance is improved and the high costs are kept at lower rates. Formal planning enables the tasks of halfway houses to be performed more efficiently and effectively.
- \* It is imperative that the tasks in the halfway house, in their entirety, be reviewed from time to time to ensure that the tasks are performed as planned. No specific sections should deviate from the plans, lest the objectives cannot be achieved. The constant supervision and control of tasks keep management informed of developments.
- \* When planning has been properly done, it reflects improvement and facilitates the work of management since it promotes participation by the various employees and professionals of the halfway house. It contributes to personnel development and encourages delegation to subordinates, and by so doing, it

facilitates the control of work in the halfway house and ensures the achievement of objectives.

It is important that planning must be stressed so that even if it did not go according to the original planning, experience will have been gained and future planning for halfway houses may be more accurate and direct (Phillips & McConnell 1996:44).

According to Jackson and Frigon (1994:102) the success of planning is implemented at real levels *namely*:

- executive plans which provide for the establishment of policies
- management plans which provide for the mechanisms to implement the policies
- operating plans which use these mechanisms to implement the policies.

#### **4.3.1.2 Basic steps developed for systematic planning**

The following steps have been developed for systematic planning,

- \* define the problem and the planning tasks. This includes preliminary research on the desirable target population and their needs and identifying individuals who will assist in planning
- \* formulate policies on the basis of value and analysis of alternative solutions
- \* assess operational resources and constraints, funding, legislative factors and the community preferences

- \* consider priorities, including the extent of funding necessary and identify what services have to be established to meet programme objectives
- \* develop a programme structure that includes activities such as administration, manpower assignment, budgeting and feedback for policy review
- \* establish specific projects with long and short range objectives
- \* design a system of reporting and evaluating and provide a formal feedback to the planning system.

Planning is therefore, the function of deciding on the goals and objectives of the agency. It includes the development of policies, programmes and procedures for goal achievement. Planning is the process which evaluates alternative methods of goal achievement and settles on a preferred method to be followed until further evaluation indicates that better alternatives may be considered (Allen, Carlson, Parks, & Seiter 1978:18).

The above mentioned steps cannot be avoided when planning for the halfway house.

#### **4.3.1.3 Requirements for planning**

Bruyns et al (1997:84) set the following as requirements for good planning:

- \* planning should start at top level management and be communicated through to the lowest level of management, to enable planning to take place in a logical sequence
- \* the availability of sufficient, correct and reliable information from the internal and external environment reduces uncertainty
- \* since everything depends on planning, it must be done before any activity
- \* the halfway houses' main objectives and policy should be kept in mind at all times during the planning process to prevent deviations from happening
- \* communication plays an entirely important role in planning, so that personnel understand the purpose of planning
- \* plans should be drawn up in writing and be formulated as simply and clearly as possible. They must be revised constantly to keep up to date with new developments.

#### **4.3.1.4 Policies**

According to Nkosi (1996:52) policies are described as broad guidelines for plans of actions. Every supervisor should develop a policy which will enable an employee to take action in respect of certain issues without having to first consult the supervisor regarding such actions. The policy provides guidelines within which individual employees exercise their discretion. This enables employees to increase the probability of making acceptable decisions. With properly developed policies, the halfway houses can function in an orderly manner and enable employees to function within the guidelines.

#### **4.3.1.5 Implementation of policies**

According to Heffernan (1992:42-43) the implementation of the policy is very important. In the implementation phase of the policy, the focus is on the interrelated behaviours that translate a legislative decision into government action. There are two aspects regarding planning implementation, namely:

- \* policy planning is the design of a sequence of events incorporating the required task and having clear statements of objectives, performance standards and requirements
- \* programme planning is the design of requirements for mobilising resources and staff and the accurate reporting of accomplishment of the various tasks.

#### **4.3.1.6 Requirements for policy formulation**

Policy formulation must meet the following requirements:

- The policy must be based on well known principles and support the objectives of the system
- Subordinate policy must support the higher levels of the policy
- The policy of various functional areas must be formulated in a co-ordinated way to prevent inconsistencies
- The policy must be flexible in order to provide for changing circumstances
- The policy must be comprehensive so that routine activities can be delegated
- The policy must state the limits of decision-making and

- The policy must be reasonable and feasible (Bruyns et al. 1997:72).

#### **4.3.1.7 The advantages of an effective policy**

According to Marx and Van Aswegen (1983:11) the policy indicates the decision-making powers of managers and thus lowers the risk of uninformed decisions. The policy promotes uniformed action since every employee must act in accordance with the set guidelines. Van Niekerk (1987:36) outlines the following advantages of an effective policy:

- It indicates direction, eliminates repetitive thought and saves time
- It brings about co-ordination since all the managers are guided by the same policy
- It promotes stability and eliminates frustration
- It ensures agreement between decisions by subordinates and seniors
- It helps management to delegate tasks to enable them a chance to concentrate on managerial tasks.

#### **4.3.1.8 Staffing, procedures and methods**

The objective of staffing procedures is to identify people willing and able to do a job well. The important points that should be followed are that:

- \* The staffing procedures of halfway houses contribute the first contract most people have.
- \* The staffing processes are carried out by the important determinants of people's attitudes towards halfway houses.



- \* It should be remembered that the issue is to identify how well a person will do in a particular halfway house context.

The long range design of the staffing process is to identify attributes of people but the process itself is based on the context of the working environment which includes the characteristics of the halfway house (Nkosi 1996:54).

#### **4.3.2 Organising**

De Beer et al (1998:138) state that organising is the task of management which concerns itself with arranging the activities and resources of the halfway house through the allocation of duties, responsibilities and authority to persons. It determines the relationships between employees of the halfway house in order to promote co-operation, the systematic performance of the work and the achievement of objectives in the most effective way possible.

According to Daft (1995:238), organising refers to the deployment of organisational resources to achieve strategic objectives. Organising explains how the job should be done to achieve its objectives. Organising within the halfway house is a process which entails grouping of the various activities into separate units to carry out the work of the halfway house. It takes place at high levels in the halfway house and may not occur very often. It involves when decisions are made concerning division of labour or separation of skills (Phillips & McConnell 1996:44).

Daft (1997:9) states that organising follows planning and reflects how halfway houses try to accomplish the plan. It is the management function concerned with assigning tasks, grouping tasks into departments and allocating resources to departments. Employees set their own work and organise themselves to complete the various tasks assigned to them.

#### **4.3.2.1 The importance of organising**

Bruyns et al.(1997:104), outline the following important functions of effective organising:

- \* it involves a comprehensive analysis of the work which must be done and of the resources which are required to achieve the objectives of the halfway house. This analysis assists in systematising various tasks, resources and procedures. Rather teamwork plays an important part to achieve better results than individual efforts
- \* the total work load is divided into activities which can be carried out by individuals and groups. The tasks are allocated to employees according to abilities and qualifications for individuals
- \* it promotes the efficient utilisation of all resources and activities are grouped into specialised sections
- \* the development of halfway house structures provides a mechanism through which the activities can be co-ordinated as a harmonious whole
- \* it places halfway houses in a position where it can achieve its objectives.

The activities of managers and the whole staff are carried out in such a way that misunderstanding and conflict are eliminated.

Kroon (1990:231) is of the opinion that organising is generally used in spoken and written language to mean enterprise, society, halfway houses and as such causing misunderstanding. The concrete expression of organising as a process is found in halfway house structures. In order to visualise halfway house structures, an aid like a halfway house chart, scheme or plan or organigram can be used. The halfway house chart is a typical way of representing halfway house structures.

#### **4.3.2.2 Organisation structure**

The function of any system or structure is to keep its components together in a particular form and relationship to give it stability and substance, while reflecting the whole.

#### **4.3.2.3 Organising in halfway houses**

The organisation structure is related to the way in which halfway houses are organised and is represented by an organigram. The organisation structure attempts to co-ordinate the strategies, systems, processes, people and the resources in a specific environment. The organising process leads to the development of halfway house structures (Bruyns et al (1997:113).

#### **4.3.2.4 Organising goals**

The organising goals are derived from the halfway house's broad and general goals and mission. The halfway house is determined within the framework of the goals about the policy. The halfway house is structured around predetermined goals. The extent and content of the network of goals determine the manner in which the enterprise is structured. A hierarchy of goals is necessary in the design of the halfway house structure. Goals and objectives should therefore be linked to time (Nkosi 1996:55).

#### **4.3.2.5 Line of organisation structure**

The line structure can be described as that part of the halfway house where primary functions which contribute directly to the halfway house's primary goals are performed. The halfway house is established around the functions necessary to manufacture and distribute primary consumable resources so that the survival and the realisation of goals are ensured. The important characteristic of the line structure is the authority line that runs from top to bottom in the hierarchy (Kroon 1995:245) which consists of the following:

- \* **authority** - which is the formal and legitimate right of a manager to make decisions, issue orders and allocate resources to achieve halfway house's results and this includes:
  - authority which is vested in halfway house's position and not people

- authority that is accepted by subordinates
  - authority that flows down the vertical hierarchy.
- 
- \* **responsibility** - which is the performance of tasks or activities assigned to an employee
  - \* **accountability** - this refers to people vested with authority and responsibility to report to those who are above them in the hierarchy.

#### **4.3.2.6 Unity of command**

According to Phillips and McConnell (1996:44), the unity of command requires the manager to provide assurance for all the activities within his/her responsibility so that specific employees are held responsible for specific results on a one-to-one basis. Employees should know exactly which person is responsible for any given task.

#### **4.3.2.7 Delegation**

Kreitner (1995:316-7) states that delegation is the process of assigning various degrees of decision-making authority to subordinates. Delegation cannot be done endlessly, but managers who delegate must bear in mind that not all responsibility can be passed to subordinates. Authority is shared rather than responsibility abdicated to subordinates. Delegation stands to afford the managers the opportunity to attend to more important tasks if delegation is well-defined and tasks passed to the lower levels.

When delegation is done effectively, it assures that employees are capable of taking care of some of the tasks, problems and requests that a manager has to handle. It is also imperative that a manager/supervisor delegates the authorities vested upon junior personnel for effective running of halfway houses (Phillips & McConnell 1996:59) (De Beer et al 1998:146).

#### **4.3.2.8 Principles of improving delegation**

The following principles may improve delegation within an organisation:

- \* subordinates should participate in developing objectives and should agree to the standards
- \* managers should always motivate subordinates by involving them in decision making
- \* managers should encourage subordinates to carry a task to completion
- \* managers should continually appraise delegated responsibilities and provide training aimed at building strengths and
- \* managers should provide accurate reports that enable subordinates to compare their performance to agreed-on standards (Hellriegel & Slocum 1992:341).

According to Snarr (1996:186), participative style makes a different set of assumptions about human nature. The approach concentrates on developing assumptions according to a human resources perspective. External control and the threat of punishment are not the only means for

bringing about effort towards objectives of halfway houses. Employees will exercise self-directed effort and self-control in the service of objectives to which they are committed. Employees learn under proper conditions to seek responsibility.

#### **4.3.2.9      Developing administrative goals**

Administrative goals are defined as an employee's goals for meeting the demands, needs or desires necessary to fulfil the establishment goals for the supervisor/administrator of the halfway house. Administrative goals may relate to the employee's job description, or the reintegration of clients. Realistically, job security and the potential for the advancement require the employee to have goals that relate to meeting administrative concerns. The goals are related to the survival or growth of the halfway house (Cohen et al. 1980:19)

#### **4.3.3          Leadership**

Leadership relates to motivation of employees to enable them to do their job treating employees fairly and maintaining morale, meeting employees' needs for recognition. It also makes suggestions for improvement through communication by managers, and provide opportunities for growth (Snarr 1996:181).

Daft (1997:10) defines leading as the use of influence to motivate employees to achieve goals set by the halfway house. It refers to the creation of shared culture and values, communicating goals to employees

and infusing employees with the desire to perform at a high level. It involves motivating the entire departments and divisions of halfway houses as well as those individuals working immediately with the manager.

Jackson and Frigon (1994:45) are of the opinion that *leadership* is an art and a science of getting others to perform what needs to be accomplished. A leader challenges, encourages, enables and provides a model for employees. Leadership is a personal relationship between the leader and the followers. A leader should be honest, look forward to achieve the goals set for the halfway house, and be competent and inspiring.

#### **4.3 3.1      Types of leadership**

Daft (1995:279) outlines two types of leadership, namely *autocratic* and *democratic*.

##### **\*      *Autocratic leader***

This leader is characterised by the fact that he/she takes most of the decisions (centralised authority) on him-/herself and implements these decisions through his/her decisions.

Bruyns et al.(1997:131) outline the following outcomes for an *autocratic leader*:

- it improves productivity
- it is helpful in high pressure situations
- it speeds up decision-making process.



**The disadvantages of an autocratic leader are:**

- he/she does not make use of the most employees' ideas or skills,
- he/she reduces employees' job satisfaction.

\* ***Democratic leader***

This is the type of a leader who delegates authority to others, encourages participation and relies on expert and referent power to influence subordinates.

According to Bruyns et al.(1997:131), both advantages and disadvantages for *democratic leadership* exist:

**advantages**

- value placed on reaching consensus ensures complete discussion of decisions
- the best ideas usually win.

**disadvantages**

- least efficient;
- begs the question, "whose decision is this?"
- group process can be manipulative.

Bruyns et al (1997:138) bring forth a third leadership style, namely:

*"participative"* leaders. The people under this leadership have the ability to carry out their leader's instructions but are unwilling to accept responsibility for the task.

**The following advantages are named for this type of leaders**

- raise employee job satisfaction;
- foster strong commitment to the halfway house;
- these leaders are preferred by most employees

**The disadvantages of participative leaders are:**

- slow decision-making process;
- raises doubts about the leader's competence and/or strength

Participative leaders appear to be more acceptable to the majority of employees in the changing times than the autocratic approach (Phillips & McConnell 1996:167).

#### **4.3.3.2 Leadership training**

When the training of leaders is considered, the focus should be on improving the person's adaptability. It should be considered whether the training programmes add value to the leader's skills. Any programme that does not lead to better leadership should not be ventured into. It is therefore necessary that programmes should be implemented and undertaken only when they lead to improvement, efficiency and effective running of halfway houses, to cope with the latest changes and transformational leadership. Such training is, however, a life-long process (Bruyns et al. 1997:141-2).

#### 4.3.3.3 Communication

Neser (1993:149) defines communication as the transfer of verbal or non-verbal messages by the sender to the recipient, who in turn must make sense of the message. This message must be understood. This definition makes it clear that two parties are involved in the communication process, namely the sender of the message and its recipient (De Beer et al 1998:216). Communication is a two-way process through which information is sent and received and also correctly understood by means of different types of communication activities. Communication activities are amongst others listening, reading, speaking and writing.

Van Voorhis, Braswell and Lester (1997:26) outline six elements of communication which every person contributes to the communication process, *namely*:

- \* The body as an element of communication that moves and has form and shape. A person's movement and physical appearance provide significant information.
- \* Values are other elements of communication which are reflected in a person's behavioural habits and verbal communication.
- \* The expectations a person brings into an experience which are based upon experiences and are inclined to influence the way a person perceives his/her own and others' communication.
- \* The sense organs such as ears, eyes, nose mouth and skin, enable a person to see, smell, taste, touch and be touched.

- \* Words and a person's voice combine to provide an individual with the ability to talk, which is essential to all verbal communication.
- \* The brain stores the knowledge a person has acquired from past experience.

All these elements work together in each person's communication process. To be an effective and helpful communicator, a person must be skilled at listening, interpreting and expressing oneself.

Bruyns et al (1997:239) name the importance of communication with halfway houses as follows:

- to know the problems which are encountered
- to know how management is dealing with problems
- to know where the halfway house is heading
- to know what is expected of the employees
- to know how they can be empowered to assume more responsibility
- to experience a free exchange of information among themselves and management. It is clear from the above that management must communicate policies to all employees and clients in order to achieve the objectives of halfway houses. Management also needs to know the views, feelings, complaints, requests, desires, etc. of employees and the clients.

Peak (1995:30) is of the opinion that “ of all the skills needed to be an effective manager/leader/supervisor, skill in communication is the most vital.” Managers/supervisors spend most of their time communicating with senior management and subordinates.

#### 4.3.3.4 Teamwork

A team can be viewed as a unit of two or more people who interact and co-ordinate their work to accomplish a specific goal. *The elements of teamwork* are that there are two or more people who work together. Teams can be large, as many as 75 people, although most have fewer than 15 people. People in the team interact regularly. The team share a performance goal. Students can be seen as an example of teamwork. They discuss class-work in order to perform an assignment. Teamwork allows a group of people to work together to consider solutions, make decisions, implement a plan as a group, strive for the same goals and objectives and work effectively together.

**Teamwork** has many benefits because many organisations are becoming more complex, it becomes difficult for top management to understand all the factors when restructuring an organisation, developing improvement programmes, creating strategies and setting objectives and goals. This can, however, be successfully achieved through teamwork. Kreitner (1989:573) quotes the following reasons for team building, namely:

- to set goals or priorities
- to analyse or allocate work performance
- to examine the way such as norms, decision-making and communication
- to examine relationships among the people doing the work.

It is therefore clear that for a large organisation like a halfway house to function effectively, teamwork is imperative. Management needs

employees who function effectively to ensure that treatment programmes are properly co-ordinated. The guarding team combined with professionals have better chances of success in the treatment programmes in halfway houses. These teams can further form teams with the community members in order to succeed in their fight to change the attitude of inmates before reintegration can be ensured.

#### **4.3.4 Controlling**

Neser (1993:141) defines controlling as the process that ensures the efficient use of the resources of the halfway house and the attainment of its objectives. This definition makes it clear that there is close relationship between controlling and the functions in the management wheel and planning. Controlling ensures that actions take place according to arranged plans about the objectives. The first step in the control process takes place during the planning phase. The manager finds him-/herself caught up between planning and controlling.

According to Daft (1994:12), controlling is described as the means of monitoring employees' activities, determining whether the halfway house is on target towards its goals and making corrections/amendments where necessary. Controlling helps managers to ensure that the halfway house is moving towards its goals. It uses the information system to advise managers on performance and a reward system for recognising employees whose performance deserves such reward.

Kreitner (1989:587) is of the opinion that controlling involves monitoring halfway house performance so that plans are carried out as intended and corrective actions taken when necessary. It ensures that the halfway house's mission and objectives are accomplished as effectively as possible. Objectives are yardsticks against which actual performance is measured (Kreitner 1989:593)

In the controlling function of management, progress against objectives is evaluated and adjustments or new decisions are made during such progress (Phillips & McConnell 1996:47). Controlling is every manager's responsibility because halfway houses seldom function according to proposed plans. Managers are, therefore, obliged to monitor all activities on a permanent basis in order to identify deviations and to bring about the necessary modifications. It is intended to make co-ordination and effective functioning of all halfway houses' activities so that formulated objectives are implemented and pursued according to plans (Nkosi 1996:63-4).

#### **4.3.4.1 The importance of controlling**

The following are important reasons for striving for control in halfway houses:

- it leads to standardised quality control actions to increase efficiency
- it evaluates top management's effectiveness regarding planning
- it prevents malpractice, theft and waste

- it encourages delegation since subordinates can be controlled better
- it brings about performance appraisal to all employees
- environmental changes result in activities not being carried out according to plan, continuous monitoring and revision of plan is thus essential (Kroon 1990:481-2).

According to De Beer et al (1998:104), a control system enables managers to:

- \* determine whether the activities are proceeding according to plan and whether to continue with the present plan
- \* correct deviations and adjust the plan, if things go wrong
- \* draw up new plans to adapt to the new situations, if the situations for which the manager had planned change drastically.

#### **4.3.4.2 The relationship between planning and controlling**

Planning is the formal process of decision-making about objectives, strategies, tactics, and resource allocation, while control entails measures that help ensure that behaviour and result are consistent with those plans, objectives and standards. Planning and control therefore go together. Planning prescribes desired behaviours and results and control helps to maintain or direct actual behaviours and results. Managers and teams cannot effectively control without plans to be served by the control processes. Thus planning and control complement and support each other. Managers and teams cannot effectively control without accurate



information. Control processes are the means by which they obtain much of the essential information (Hellriegel & Slocum 1992:618-9).

#### **4.3.4.3 Different stages of control**

Kroon (1995:444-6) states that there are three stages of control, namely: pre-control, concurrent/steering control and post control.

##### **\* Pre-control**

This is the most desirable stage of control, aiming at preventing anticipated problems from taking place before the activity or project gets under way. It is future directed since it eliminates significant deviations before they really occur in the policy and procedures, standards and rules. The inspection of incoming materials is an example of pre-control.

##### **\* Concurrent/steering control**

This type of control takes place while the work is being done and sees to the monitoring of present activities to ensure that objectives are being pursued. The management is able to correct problems before they become costly and of a far-reaching nature. An important principle in concurrent control is that each activity may only move to the next once the current step has been satisfactorily completed. It comprises the measurement and evaluation of performance including taking corrective actions to rectify deviations.

\* **Post control**

This is the most popular form of control and it concentrates on completed halfway house achievements. This type of control occurs at the time when the damage is already done, when the managers receive sufficient information causing the problems or deviations.

**4.3.4.4 The control process in halfway houses**

According to Kroon (1990:494), the control process consists of four basic steps, namely: development of standards, measurement of actual performance, comparison of actual performance with standards and corrective action.

\* **development of standards**

A standard can be described as a qualitative or quantitative index which indicates a desired quality, quantity or frequency. Typical standards are expressed in terms of money, quantity and or time and are usually included in budgets, objectives or other forms of measurable expected results.

Neser (1993:142) is of the opinion that the first step in the control process takes place during the planning phase. Objectives are developed from functions of the halfway house requirements and are set for objectives and standards, namely those of realism and acceptability of objectives.

According to Lundgren, Engel and Cecil (1978:87), the first step in the evaluation process is to set performance standards or requirements. For evaluation to work effectively, the supervisor must communicate the standards and requirements to the subordinates. In the second step, they in turn must accept them and regard them as fair.

A standard is an established norm or criterion with which activities must comply during the performance of the work. A standard can be set in terms of quantity of units that must be performed. During planning, standards must be set with which the real performance can be compared. The standard serves as a target to be striven for (Kroon 1990:142).

**\* Measurement of actual performance**

This is the most difficult step in the control process and underscores the importance of establishing measurable standards. It embraces the measurement of delivered work and the transfer of findings to those who are interested in deviations. It is important that the manager should have sufficient and relevant information available. The manager has several sources of information, namely personal observation, statistical, verbal and written reports (Neser,1993:143).

Kroon (1990:485) states that performance measurement should comply with the following requirements, namely:

- measurements must be reliable - the measurement must have the same results for the same circumstances over a long period

- measurement must be valid - it must measure what it is supposed to measure
- measurement must be linked to halfway houses' objectives
- measurements must concentrate on critical points.

**\* Comparison of actual performance with standards**

Halfway houses are particularly concerned with setting standards for, and controlling the performance of employees. Actual performance may be better/worse or on the same level as the standards laid down. If performance is in line with the standards, everything is under control, and if not, there is a deviation that has to be corrected (Nkosi 1996:68). The researcher is of the opinion that when planning for the establishment of a halfway house, expectations may be placed so high that it will be impracticable to reach such standards. The goals may be that all the residents of the halfway house will become useful and law-abiding citizens, which is likely to lead to disappointment in some cases.

**4.3.4.5 Corrective action**

This step in the control process can take one of two forms, namely: correction of future performance or an adjustment of the objective. It is clear that a thorough investigation into the causes of under-achievement must be made before a specific corrective action is decided upon. When a matter is taken up with an employee or resident, it requires interpersonal aptitude on the part of a manager. The reasons for under-achievement

must be determined, and corrective action should be implemented. These actions are regarded as important for the halfway houses (Neser 1993:143).

#### **4.3.4.6 Budget Control**

Control is the process that enables management to see to it that actual activities are in compliance with planned objectives. Standards must be set and performance must be observed. Corrective steps must be taken if necessary, to ensure that in budget control the halfway house resources are utilised as effectively as possible. To do this, management makes use of different control techniques. The budget is undoubtedly the most important one (Nkosi 1996:68).

**Estimates** are continuous planning processes with evaluation, revision and comparisons of the expected expenditure at prevailing prices in agreement with directives and guidelines (Neser,1989:67). A budget is, therefore, an agreed plan about the future operations of the halfway house expressed in quantitative terms. Budgeting includes the following:

- a plan that expresses the intentions of the halfway house as agreed through its management processes
- the budget is about future operations, the actions of the halfway house
- the budget is expressed in quantitative terms. It is a fully worked out plan in figures (Taylor 1992:1-2).

The budget manager needs to be kept informed of current progress on spending if the budget is to be controlled effectively (Taylor 1992:43). The budget is important for the financial manager to know how much capital is required and the personnel manager to know how many personnel members are required. A budget must be set for every plan. The funds that are available are shown in the budget. The budget is also a statement of expected results (Kroon 1990:142).

#### **4.3.4.7 Functions of budget**

The following aspects are important under functions of budget:

- \* *The planning functions:* the preparation of a budget is part of the planning function. A budget provides a financial map of future activities
- \* *The administration of the budget:* the actual administration of the budget is part of the controlling function. The most powerful tool for controlling costs, a budget creates a greater awareness of costs on the part of employees and helps them to achieve goals within stated expenditures
- \* *The evaluating function:* the performance ratings of supervisors include determining how accurately they forecast their expenses and how well their expenditures match the moneys allocated (Umiker 1988:89-90).

#### **4.3.4.8 Problems of Funding**

Adequate funding is an indispensable ingredient for the successful operation of a halfway house. Funding, however, constitutes the principal administrative problem for the halfway house. The operation of the halfway house is frequently hampered by the inability of the halfway house operators to secure sufficient funds from funding sources. The administrators are often uncertain that grants upon which the operation of their halfway house depends will be awarded or renewed. The administrators also periodically encounter difficulties in maintaining cash flow. Delays may be experienced in receiving grant cheques from funding sources, expenses incurred by the halfway house may not be reimbursed until the appropriate receipts are received by the funding sources or unanticipated expenses in certain programme categories may exceed the projected budget for a specified period (Doeren & Hageman 1982:208-9).

#### **4.3.4.9 Personnel Control**

There are two types of significant control, namely:

- \* control over the work performance of personnel individually**

This control function is exercised by means of a competency evaluation. Its purpose is to evaluate the competency of personnel and to remunerate them by means of salary increases, merit awards and promotions.

**\* control over personnel functioning on the whole**

This is achieved by means of questionnaires on aspects such as organisational climate and the attitude of personnel towards specific personnel matters. The most scientific personnel control technique is probably personnel ratio. The most common personnel ratios are staff turnover and absenteeism (Neser 1993:148).

**4.3.4.10 Rewards and behaviour**

An alternative to relying primarily on penalty or threat of punishment to influence behaviour involves utilising rewards to encourage desirable behaviour. The main distinction between the use of rewards and the use of penalty or threat of punishment is in the predictability of the impact of rewards versus punishment on behaviour. When supervisors administer a penalty to correct behaviour, they can never be certain what the impact or that penalty will be on the employee's behaviour. A supervisor who utilises rewards to influence behaviour can predict with much more accuracy the effect of reward on the employee's behaviour. Punishment attempts to decrease the probability of an undesirable behaviour occurring. Reward attempts to increase the probability of a desirable behaviour occurring. The supervisor need not have discretion to increase an employee's pay or to reward an employee in monetary terms for desirable behaviour. There are other actions which a supervisor may take that will be perceived by the employee as rewards. Many times, a supervisor who observes an employee performing in an outstanding manner or engaging in some other highly desirable behaviour can reward



that employee by simply recognising the behaviour verbally (Nkosi 1996:63).

#### **4.4. Problems encountered with the establishment of halfway houses**

The problems usually encountered when a halfway house is proposed, whether agency-run or contractual, is how to obtain the requisite executive and/or legislative authorisation to do so. In many jurisdictions, correctional officials are vested with the authority to permit persons under sentence to reside in the community-based setting without specific authorisation of the legislature. An executive order must be signed or approved enabling legislation to be enacted in order to establish most halfway houses (Nkosi 1996:71-2)

#### **4.5. SUMMARY**

When an organisation or institution is established, it must be managed and administered efficiently and effectively in order to achieve its objectives. Halfway houses are no exception. The establishment of halfway houses should be properly planned to iron out possible problems that may hinder the smooth functioning which is expected. The functions of management, namely: planning, organising, leading, and controlling should be strictly adhered to in order to achieve the objectives for halfway houses. The management roles should help the management to apply its skills effectively and efficiently. Management should lead and control all activities of halfway houses to function towards their goals.

Management skills are therefore indispensable for every manager, supervisor and/or administrator. Effective and efficient management of any organisation/institution is the key role in achieving the intended goals.

The motivation of employees in halfway houses plays a major role in getting everyone working to the best of their ability without being forced by top management. The employees should be allowed to participate in all levels of decision-making in order to be participants in all activities. Control should be made at all levels of work situations and, administrative work. Controlling becomes effective when planning was properly done and all the required standards adhered to. Now that the researcher has examined the practical administration of the halfway house, the treatment programmes offered can be illustrated.

#### 4.6

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## CHAPTER 5

### TREATMENT PROGRAMMES IN HALFWAY HOUSES

#### 5.1 Introduction

The preparation of an offender to return to the free community, from which the offender originated, should commence from the day of admission into the correctional process. Treatment programmes should be initiated as soon as possible to realise the preparation of a smooth return to the community. Treatment programmes should be determined into which inmates can be incorporated. For the purpose of this study, a programme refers to any structured action aimed at influencing inmates positively. Treatment is aimed at changing convicted inmates and training them in the habits of industry and labour in order to cultivate in them a sense of responsibility and a desire to lead a law-abiding life. Furthermore, the treatment programmes are aimed at equipping inmates with skills which can lead to successful reintegration into society on their release/placement on parole.

The halfway house serves as an ideal place where treatment programmes can be conducted since correctional institutions are “*artificial millieus*” with contaminating effects. Most of the programmes are conducted by specialists from various fields such as social workers, counsellors, psychologists/psychiatrists, educationists and religious workers.

In the case of a shortage of specialists, volunteers and student interns can be used to conduct programmes. Former residents of halfway houses can also be used to influence the residents who are undergoing treatment in the house by means of examples of the experience they gained while they were residents of the house.

## **5.2 Rationale for the halfway house**

The traditional halfway house is specifically designed to provide substantial assistance to offenders during the readjustment period after release. The services rendered to the halfway house residents are designed to maintain a decent and friendly environment and enforce minimal rules of conduct pertaining to drinking habits or fighting. The residents are expected to observe the time stipulated for them to return to the house. Inmates can be referred to halfway houses for the community programmes prior to their dates of placement or release on parole in order to participate in the halfway house programmes (Nkosi 1996:73).

According to Carter, Glaser & Wilkins (1985:455), halfway houses were used in America as early as 1950 to accommodate mandatory releasees/parolees who needed transitional facilities and services which were offered by the community facilities. Halfway houses are now used as study, diagnostic, work release, and educational release centres for inmates who are released from institutions prior to their mandatory release.



The halfway house endeavours to determine inmates' reintegrative problems and plan programmes to remedy these problems commonly encountered by releasees/parolees. The house provides supportive staff to assist the residents in resolving the problems which hinder their proper reintegration into society. It also aims to encourage the residents to become law-abiding citizens.

Thies (1994:1) states that treatment programmes are increasingly based on confrontational, realistic-oriented models that emphasise accountability and teach inmates intervention skills which can be applied on return to the community. Treatment endeavours to create an environment in which inmates accept responsibility for their behaviour and learn to exercise control over their daily life. Treatment programmes should recognise that correctional staff play a vital role in the rehabilitation process. The treatment staff include custodial officials, parole officials, caseworkers, educators and those who provide support services.

Snarr (1996:220) states that any or all activities involving the community in efforts to reintegrate inmates can be defined as the community-based corrections. A facility located in a local community does not automatically mean that programmes involving the community are operating to provide reintegration. The halfway house serves as an ideal facility where the community-based treatment programmes are conducted effectively and efficiently. Originally halfway houses were established to serve persons who had just been released from correctional institutions and who had problems regarding accommodation, or who

had no family or relatives. Equally important is the fact that the specific objectives of halfway houses were to alleviate pre-release adjustment problems as much as possible for selected offenders prior to the actual day of re-entry into the community (Nkosi 1996:74).

The Researcher supports the idea that halfway houses are ideal facilities designed to prepare inmates for proper reintegration into the community. The various programmes conducted by specialists (to be discussed later) are designed to equip inmates with skills which can lead to dignified reintegration on release/placement of offenders.

### **5.3 The programme approach**

According to Coetzee, Kruger & Loubser (1995:118-9) a programme refers to any structured action aimed at influencing inmates positively with the intention of improving their quality of life. It is imperative that the needs of the inmate should be determined before a programme is decided upon. The needs of inmates may be diverse and different inmates have different needs. Programmes are thus developed to satisfy the wide variety of needs.

The types and number of programmes which should satisfy the needs of individual inmates are known as *programme profile* of an inmate. All inmates are included in general programmes known as *universal programmes*. In order to accommodate individual and group differences, three levels of needs assessment are outlined and accommodated within the various programmes, (Coetzee et al 1995:118) *namely*:

### **5.3.1 Admission assessment**

All inmates are assessed on admission to determine the programmes into which individuals should be included.

### **5.3.2 Disposition assessment**

An analysis is done based on available information about the level of a prisoner's functioning. The necessary programmes are determined in addition to the universal programmes.

### **5.3.3 Intensive assessment**

With intensive assessment, priority areas are identified for the needs of each inmate and individual programmes are formulated. The programme profile is compiled after the entire assessment action has been finalised, where one programme can be regarded as more important than others. Naser (1993:321) is of the opinion that programmes may be subdivided into the following categories:

#### **\* Universal programmes**

These programmes are designed to include all inmates. They aim primarily at effective control over inmates but still focus on the modification of the behaviour of inmates. These programmes include activities such as privileges, gratification, discipline and security classification.

\* **Sub-group treatment programmes**

This category makes provision for differential treatment programmes for inmates with common needs for structure, control, support and confrontation. This includes the handling of inmates with behavioural problems and, identified personality disturbances as well as short-term inmates. This application can include problem orientated, individual and universal programmes.

\* **Problem-oriented programmes**

This category aims at eliminating a specific adaptation, criminal or the community integration problem. Examples of this category include work skills, alcohol and drug abuse, basic education and sexual adaptation.

\* **Individual programmes**

Under individual programmes, provision is made for individual needs of inmates that cannot be included or accommodated either with the sub-group of treatment programmes or problem-oriented programmes. The inmates are engaged in these programmes in addition to other programmes in which an inmate may be involved, such as the universal programme. Examples of these programmes include medical care, after hours classes, consultations, individual therapy and support services.

**5.4 Programmes for the halfway house residents**

Halfway houses are designed to help the residents bridge the transition from a therapeutic or residential setting back to the community. The focus is on personal accountability and responsibility, coping skills, relapse prevention, job training and educational development (Feldkamp 1995:27). Halfway houses should therefore provide certain requirements. These requirements will now be discussed in detail.

#### **5.4.1 Minimum requirements of/and demands on the halfway house**

The following are minimum requirements of any halfway house:

- \* sleeping facilities for residents
- \* arrangements for preparation of meals, either prepared for or by the residents themselves
- \* where halfway houses located in areas where vocational, therapeutic and social services are either not available or are regarded as unsatisfactory, provision must be made for most of these services as part of their programmes
- \* the programmatic elements of the halfway house operations consist of interaction with the community in various forms
- \* the inmates are subjected to greater restrictions of their external activities during the first two weeks of their stay in the house as part of the general orientation phase. This period is designed to acquaint the newcomer with the rules and procedures of the house. It serves as a time when reintegrative strategies may be developed through a mutual staff-client process of discussion and interaction
- \* man-to man counselling is made available to all residents of the house, and is specifically designed to assist the client in efforts to

cope with the readjustment problems experienced in the release from incarceration back to free society

- \* most halfway houses hold one or two mandatory group meetings per week with the following aims
- to discuss the operation of the house and resolve problems which may develop before they assume crisis proportions
- to provide group counselling in which residents of the house are given a role in assisting one another in their reintegrative efforts (Nkosi 1996:75).

#### **5.4.2 Service provision and resident participation**

McCarthy and McCarthy (1991:215) assert that the halfway house may provide interpersonal counselling, employment counselling and job placement services. Services and other educational programmes are often provided by the community agencies. Halfway houses require that residents should meet certain requirements for continued residency, *namely:*

- \* observation of at least minimum security requirements. The residents are expected to observe, for example, the time of checking in and out of the house
- \* keeping rooms and belongings in a good condition. When residents take care of their place of residence and their property, they develop a sense of responsibility for their place and property. This encourages a desire to work and be responsible for themselves

- \* performance of household duties. This practice encourages residents to do things for themselves and to be able to earn their own living through working rather than stealing
- \* attend counselling sessions. It is expected of residents to attend all programme sessions which are aimed at their moral and psychological development. The stay in the house should be beneficial to the residents. All the programme sessions must be attended
- \* secure and maintain employment. It is important that residents of the house should learn and practise to acquire and keep their work instead of moving from one form of employment to another. This helps residents to practise responsibility and earn an honest living
- \* demonstrate appropriate attitude and behaviour. The minimum rules of halfway houses are intended to teach residents to show good attitudes towards every person, and to lead exemplary lives by conforming to good behaviour towards all human beings and property
- \* residents should be reviewed on a regular basis. Review focuses on programme participation and progress. Staff and employees report on the behaviour of residents at such reviews. All agencies which deal with residents such as social services and schools also provide reports. The resident's future in the programme depends upon the results of evaluation done at regular intervals

Residents who do not successfully complete the programmes may be evicted from the house and may suffer the collateral consequences of

renewed prosecution. The residents with less serious problems may be punished by a reduction of privileges.

#### **5.4.3           The rules in the halfway house**

The residents of the house have rules laid down which they are expected to follow. This may include the prohibition of illegal drug and or alcohol use in the house. Residents of the house should abstain totally from drinking and even coming to the house while under the influence of intoxicating liquor is unacceptable. It is considered in a serious light, and may lead to the expulsion of guilty individuals, because drug abuse appears to be a growing problem as it spreads to all areas of the community. It may become an important consideration, particularly for houses serving pre-parolees.

Kroon (1990:141) states that there must be rules and regulations which are closely related to procedures because actions are prescribed and determined by the residents. There are also proposals laid down as to what may and may not be done in a particular environment. The rules and regulations are intended to exercise control over the residents. The rules and regulations state what may or may not be done in the house. The above procedures and regulations are supported by Gillespie (1989:58).

#### **5.4.4           Limits on sexual relationships within the house**



Although many released offenders need the services of a halfway house upon reception, they find out they are not secured, apprehensive and troubled about their own sexual nature and activities. The house forbids sexual activities between residents and also prevents residents from bringing in sexual partners from outside the residence (Nkosi 1996:75).

The researcher is of the opinion that if some residents are allowed to bring in their sexual partners, it may create problems, especially for those who do not have partners. Programme sessions may be interrupted by the visiting partners. The situation may become uncontrollable due to the numerous sexual partners who visit the house.

#### **5.4.5        Approved day time activities for residents**

Nkosi (1996:76) contends that residents are expected to follow an appropriate planned programme for week-days. Residents who attend training programmes, working as volunteers in some service agency, or attending a day hospital may be regularly employed. It seems inappropriate to allow residents to be idling around the house.

#### **5.4.6        Residents' contribution to the maintenance of the house**

It is imperative that every resident of the house should participate in taking care of the house whenever particular demands arise for residents to perform duties. The residents may develop a sense of responsibility due to the contributions they make. This may also make them feel to be

part owners of the house, thus cultivating a good attitude towards the house.

## **5.5 The development of a programme oriented approach in South Africa**

Coetzee et al (1995:120-2) contend that the programme approach was approved in 1986 and that this served as a point of departure for the treatment of inmates in South Africa. The programme approach was divided into two categories, *namely*:

- detention programmes
- development programmes.

### **5.5.1 Detention programmes**

The detention programmes consist of various sub-programmes, *namely*:

#### **5.5.1.1 The victimisation potential programme**

This programme aims at detaining inmates with victimisation kept to the minimum. The inmates should not be victimised for the wrong they have done.

#### **5.5.1.2 The privilege programme**

The purpose of this programme is to control the inmates' behaviour and achieve co-operation through the use of a privilege system. Inmates who

behave in an orderly manner are given more privileges such as listening to radios, television, music and enjoying sport facilities.

#### **5.5.1.3 The discipline programme**

This programme aims at promoting and maintaining sound discipline and order in the house. It is important that control should be maintained in most cases in the house.

#### **5.5.1.4 The gratuity and financial assistance programme**

This programme aims to provide financial assistance to inmates in order to promote good behaviour, industry, loyalty and, responsibility and to motivate inmates to improve their job skills and educational qualifications.

#### **5.5.1.5 The community integration programme**

This programme assists in the preparation of inmates for a successful reintegration into society during placement/release by placing them in treatment programmes.

#### **5.5.1.6 The labour programme**

This programme keeps inmates busy with productive labour to enable them to earn an honest living in the community after release, rather than become idle persons and thus resort to criminal activities.

## **5.5.2 Development programmes**

The following programmes are utilised:

### **5.5.2.1 The psychological/mental health programme**

This programme aims to improve or maintain the mental health of inmates. Inmates with psychological problems are brought before psychologists/psychiatrists for treatment of mental problems.

### **5.5.2.2 The alcohol and drug dependence programme**

This programme is aimed at reducing alcohol and drug dependence and related crimes. Inmates with alcohol and drug problems are referred to specialists for treatment. Alcohol and drug dependence programmes treat inmates who encounter these problems.

### **5.5.2.3 The interpersonal and social skills programme**

This programme aims to develop and improve the interpersonal and social skills of inmates. Inmates are referred for treatment.

### **5.5.2.4 The social functioning programme**

The aim of this programme is to examine the roles of inmates concerning their relationships with others in a meaningful way and to improve their level of adaptation in society. Naser (1993:322) supports this division of programmes and includes the following among the development

programmes:

\* **Vocational aptitude and interest programme**

These programmes facilitate the vocational channelling of inmates according to their interests and aptitudes.

\* **Prioritising of programmes**

In order to administer the use of programmes within the house, it is necessary that they should be prioritised. The process is important for the holistic needs approach directed at the development of inmates. When there is a clash in programmes practice as a result of financial circumstances or realities concerning the management of a house, the prioritising of programmes becomes necessary. A system should exist in terms of which high and low priority programmes may be differentiated. The prioritising of programmes was implemented to make the commencement of interpersonal and social skills treatment actions more streamlined and co-ordinated by placing them in order of importance and making them needs directed.

**The programmes for juvenile delinquents** are aimed at addressing the unique needs of juvenile delinquents, thus ensuring that they are equipped with the necessary skills to satisfy their requirements in life. Halfway houses are designed to help the clients to bridge the transition from the therapeutic or residential setting back to the community life. The focus is on accountability and responsibility, coping with skills, job training and educational development (Feldkamp 1995:2).

## **5.6 Special treatment services**

Specialist services are those services rendered by specialists of various programmes. If the halfway house aims to achieve its objectives of equipping inmates with skills when preparing the inmates for placement/release, the use of specialised treatment staff is imperative. Correctional treatment professionals have an obligation to confront inmates who act irrationally, indiscriminately and irresponsibly. Treatment professionals should train staff at all levels in order to make sure that they are not acting alone as agents of change (Thies 1994:2).

### **5.6.1 Social work services**

It is common knowledge that some people develop a poor self-image and place little or no value on their own circumstances and responsibilities. Some can no longer appreciate the positions in which they find themselves and cannot change their circumstances. They need the help of an expert like a social worker. This help should be made available to the inmates. Social workers often focus their help on: - orientation to marital status, family care, life skills and preparations for release/placement (Coetzee et al. 1995:138).

Social work can be described as a system of service directed towards individuals, families, groups and communities. It aims to maintain effective social functioning and prevent problematic conditions and human malfunction. When adverse conditions prevail which cannot be prevented, attempts should be made to remedy them.

#### **5.6.1.1 The tasks of a social worker are summed as follows:**

- \* to enable an inmate to understand his/her position and the responsibility within his/her present situation. When an inmate lacks understanding, it may mean that the inmate will not be prepared to change
- \* to help the inmate to accept responsibility for him-/herself and his/her dependants. It becomes necessary to motivate him/her to do something about his/her situation and to accept responsibility for it
- \* to help the inmate to adopt values conducive to a socially acceptable lifestyle
- \* to help the inmate to adopt a position with regard to his/her problem situation
- \* to see that aftercare is provided, thereby helping the inmate to take his/her proper place in society and to lead a responsible life
- to refer such inmates who do not fall within the scope of social work to other professional services which will provide the help they need.

Social work in halfway houses therefore, concerns social relations and teaching the inmate to function in society in relation to their environment. According to Abadinsky (1997:292) social work has its roots in charity work and the provision of concrete services to persons in need by solving problems rather than changing personalities. Social casework is an art in which knowledge of the science of human relations and skills is used to mobilise capacities in the individual resources in the community for better adjustment between the client and the whole

environment. In the same token Fox and Stinchcomb (1994:370) are of the opinion that social work became an art of helping people to help themselves. Techniques used in social work include casework, group-work and the community organisation. The field of social work is divided into two schools of thought, *namely*: casework and group work. Casework practice is based on achieving effective client functioning and group-work is based on therapeutic approaches. The relationship in group-work is applied to the work of a large number of people, not necessarily trained in the casework treatment approaches. They engage in services of a helping and facilitating nature. The helping relationship is described as a relationship in which one of the parties promotes growth, development, maturity, improved functioning and coping with life (Hatcher 1978:144).

According to Coetzee et al (1995:139-140), social work is a system of service which aims at individuals, families, groups and the communities. It aims at providing service to maintain effective social functioning and to prevent problematic situations from developing. An attempt to remedy problem situations is made by paying attention to the role functioning of people, the interaction between people and the relationship between individuals and their environment. These authors are unanimous concerning the tasks of a social worker.

#### **5.6.1.2 Techniques used in social work**

Social workers use certain techniques in order to achieve their objectives such as:



**\* Casework method (individual treatment)**

Casework is a method whereby the client is helped towards improved social functioning by means of various skills, techniques and other aids. The aids are designed to encourage growth and change. The goals of casework are designed to help inmates solve problems and achieve satisfactory and constructive social functioning. They further endeavour to prevent future problems from arising. A model of a typical process of influence in social work resembles at least a two-sided problem-solving process rather than a one-sided process. The attempts to influence the choices of clients involves elements of dialogue and negotiations.

**\* Group work**

The method of group work in social work takes place where groups of individuals are helped through scientific manipulation of group processes and relations towards better social functioning to meet their needs and capabilities. Inmates are engaged together in active discussions and programme planning. The success of this method is based on the advantage that people tend to learn more from their peers and are easily influenced by outsiders. The role of a social worker in this method is to guide and direct the discussion following the needs of the group members. The views regarding casework and group work are supported by (Coetzee et. al 1995: 141).

Abadinsky (1997:312) contends that the group is an agency of help because groups of people with similar needs can be a source of mutual support and mutual problem solving. Stimulation toward improvement arises from a network of interpersonal influences in which all clients

participate. The impact provided by peer interaction is more powerful than the social worker/client reactions. The group helps clients to realise that they are not alone and that others have similar problems.

#### **5.6.1.3 The development of social work in South Africa**

As far back as in 1910 the South African Prisoners' Aid Association set itself the task of visiting inmates to encourage their rehabilitation, help dependants of inmates to find jobs and provide after care services. The social work services could, however, not be extended to halfway houses because South Africa does not yet provide such facilities (Coetzee, et al.1995:139). Social work services are conducted within correctional facilities which are artificial environment with contaminating effects caused by the prison sub-culture. Halfway houses provide ideal facilities to conduct social work services in a conducive manner.

#### **5.6.2 Counselling**

Counselling represents the one type of treatment that has most commonly been available in correctional facilities. Counsellors are considered to be those who have the appropriate academic credentials and have licences to practise and address residents' problems through their professionally recognised practices based on an individual or group therapy basis.

In all counselling relationships, a need for trust, openness, honesty and a sincere desire to seek change among the participants is essential. Individual counselling takes place in the house as part of a larger treatment programme and may include any one of a variety of

counselling philosophies such as rational-emotive therapy (Snarr 1996:75). Rational-emotive therapy takes issue with the assumptions and practices of both psychoanalysis and client-centred therapy (Walsh 1992:103).

According to Hatcher (1978:33), a correctional counsellor is an agent of change because he/she acts in a professional manner to influence change, self-change, the community change and resident change. There are several roles which are required to achieve the desired changes in the resident's behaviour. The change process requires the following:

- \* the development of a need to change
- \* a helping relationship
- \* a diagnosis of the problem
- \* an intention or commitment toward changing
- \* translation of objectives into action
- \* reinforcement of the behavioural pattern and behavioural stabilisation
- \* client self-renewal.

It is clear that there must be commitment to effect change from all role players in order to achieve the objectives of counselling. The agent needs to be helped to develop relationships with the employers so that the residents can make an improvement in their adjustment problems.

In the correctional setting the term can also refer to a person with a formal educational preparation in counselling as well as to non-professional staff and to untrained volunteers. Counselling is the establishment of a relationship between the counsellor and client with a view to understand and help solve the client's problems through mutual

consent. *Mutual understanding* is thus a basic ingredient in any counselling session. The counsellor must be sensitive to the client's problems and be sufficiently flexible to shift from one approach to another in accordance with the client's needs/demands (Hatcher 1978:33).

Group counselling is a planned activity in which three or more people are present for the purpose of solving personal and social problems. Group counselling sessions are relied upon because of the savings in both time and personnel. A limited number of counsellors are used when conducting counselling among a large number of clients (Snarr 1996:175).

Persons who are to be included in group counselling should be selected from persons who are willing to be included in the group counselling. "Do not simply throw people together to see what will happen." The offenders' classification scales and their psychological profile should help in the selection. They are selected because they have problems in that area. The group from clients whose needs and goals are compatible with the established goals of the group, will not impede the group process (Walsh 1992:136).

Group counselling has advantages over individual counselling in that the presence of others provides a unique opportunity for practising new social skills and interpersonal skills with peers in a protected setting. It is more economical since the needs of numerous residents are addressed. The group structure encourages clients to offer each other advice about

new behaviours. Group techniques provide an opportunity for obtaining feedback and reinforcement from peers. Group therapy takes place within the group and comprises treatment in which a trained therapist works, guiding interaction, exploring problems and encouraging development of social skills through the establishment of supportive relationships within the group (Fox & Stinchcomb 1994:356-8).

In addition to formal counselling, the counsellors also assist residents to find jobs and provide general supervision for the halfway house residents. The counsellor checks the in and out movement of residents and ensures observance of the basic rules of the house. Some houses make use of student interns to provide supplementary counselling, locate employment opportunities for the residents, organise recreational activities and assume necessary useful roles. The student interns use the previous experience that they encountered during their stay in the house. (Nkosi 1996:78).

#### **5.6.2.1 Duties and responsibilities of correctional counsellors**

In most correctional settings, a counsellor is expected to be a caseworker, a public relations worker, an administrator and/or even a correctional official. According to (Van Voorhis, Braswell & Lesteri 1997:45) *the counsellor's most generally recognised responsibilities are:*

- \* to develop and maintain files on each resident
- \* to develop a treatment plan for each resident
- \* to monitor each resident's performance and progress
- \* to prepare a variety of different types of reports periodically

- \* to conduct individual and group counselling sessions
- \* to represent residents to other halfway house staff
- \* to make recommendations concerning treatment, security and related matters regarding his/her clients.

The counsellors may, in addition, be required to lead tours of the house or to talk to groups of interested community members in order to encourage visits or correspondence for clients in his/her caseload. The counsellors in correctional settings have a wide range of responsibilities than other counsellors in other settings. The counsellor's duties and responsibilities vary according to different institutions (Van Voorhis et al 1997:45).

### **5.6.3 Education and training programmes**

Snarr (1996:173) contends that education and prisons have been working together since the opening of the Walnut Street Prison in Philadelphia. Many early educational efforts were conducted by the clergy who provided instruction in reading and writing. New York was the first state to mandate correctional education to be provided in all institutions as early as 1847. This led to the increase in size and importance of educational programmes throughout the twentieth century. Presently numerous correctional educators are available to serve inmates who have had little success in school and are lacking in both basic and vocational skills.

Well organised education and training services can form the basis of learning skills which are necessary for effective functioning in society. Education is highly rated in society, so much so that it is necessary to provide inmates with academic and career skills in order to give them a realistic chance to become constructive law-abiding members in society. The inmates are offered opportunities to increase their level of education. The illiterate inmates are given the chance to learn how to read and write, thus enabling them to maintain contact with their families/friends and employers. The Department of Correctional Services introduced the *read and write project* to assist illiterate inmates. This programme is entirely voluntary; inmates who wish to make use of the programme are offered the opportunity to do so. Qualified educationists assist in determining the educational profile of each inmate. This is based on the current level of education of the inmate' aptitude as well as the inmate's ability to cope with further study. Adult inmates are expected to study after working hours while juvenile inmates receive education during the day, where facilities are available (Coetzee et al 1995:128-9).

Van Voorhis et al (1997:33-34) identify six elements essential to the establishment of a more effective resident education programme, *namely*:

- \* educational activity must be meaningful to the learner
- \* correctional education must be offered in short, attainable and measurable segments
- \* there must be reinforcement of learning
- \* there must be a balance in the local correctional programme of which education is a meaningful part

- \* the halfway house educational programme must be an accredited one and perhaps be provided by the state educational agency
- \* there must be an interpersonal relationship established between the teacher and the resident (learner).

The goal of vocational education and training programmes is the development of job-related skills. Some of these programmes may include the acquisition of a trade or technical certificate. Training is provided in many fields such as welding, carpentry, data processing, office equipment repair and food service (Snarr 1996:173). Vocational training includes plumbing, carpentry and electrical and auto repairs, which provides the skills necessary for employment. Counselling designed to correct anti-social behaviour, is provided by mental health staff such as counsellors and social workers. Counselling assists in the development of realistic post-release plans designed to maximise the chances to avoid further criminal behaviour.

McCarthy and McCarthy (1991:221-2) contend that halfway houses may provide a great many services to the residents, either directly or indirectly by referral to the community resources. The services should reflect the needs of the residents. Interpersonal counselling provides the core of special support necessary to facilitate the resident's adjustment to free society.

According to Neser (1993:325) the education programme can be divided into *formal*, *non-formal* and *informal* programmes. The *formal programme* includes the tuition of illiterate inmates and is conducted in a class situation where formal teaching takes place. The *non-formal programme* includes assistance where inmates do correspondence and



are assisted by educationists in their studies. The *informal programme* includes preparedness programmes such as recreational/educational programmes and library educational programmes.

Training programmes refer to the labour skills developed by the halfway house. Assistance is offered by external training partners. This is done through cost-effective, career-oriented and market-related training programmes. This implies that inmates should not be engaged in time-wasting labour, which will not be beneficial to ex-offenders in society.

#### **5.6.4 Psychological programmes**

Psychology is concerned with the study of human behaviour, by trying to understand the reasons for behaviour as well as for human actions/reactions. The field that pays particular attention to the study of abnormal or deviant behaviour is known as *clinical psychology*. This field endeavours to establish therapeutic treatment. Criminal behaviour is regarded, in a sense, to be abnormal and deviant because it deviates from the predictable and acceptable behavioural pattern that society expects from its members. Criminals are seen acting unpredictably. The purpose of these programmes is to provide psychological treatment to inmates in the halfway house. Inmates who need additional treatment are referred for further psychological assessment and are given additional treatment. Treatment within this programme occurs by means of various techniques and interventions. It is presented in an *individual, group* or *family* context (Neser 1993:324).

##### **5.6.4.1 The task of psychologists in correctional institutions**

The root of criminal behaviour is often personality and psychiatric deviations in the individual. The task of the *clinical psychologist* is:

- \* diagnosis, which entails tracing, analysing and evaluating possible causes of deviant behaviour. This is done by means of clinical interviews, psychological tests and EEG records
- \* treatment of such deviant behaviour, using psychological techniques.

The treatment of inmates remains a team effort among the social workers, educationists, counsellors and religious workers in order to endeavour to achieve the objectives of the treatment programme. Coetzee et al (1995:133-4), concur that psychological treatment plays a major role in the treatment of inmates. The psychologists of the Department of Correctional Services form part of the treatment team and play an important role in identifying and treating deviant behaviour of inmates. Priority is given to the following categories of inmates:

- inmates who are regarded as a suicide risk
- inmates who are referred for psychological treatment by psychiatrists and district surgeons
- inmates whose treatment is recommended by courts
- inmates who are guilty of aggressive or sexual crimes
- inmates who were previously treated for psychological/psychiatric ailments.

#### **5.6.4.2 The community-based programmes for juveniles**

Simms (1997:2) states that day treatment is a type of treatment that has received great accolades as the community treatment programme for juvenile offenders. This programme provides intensive, comprehensive, and multidisciplinary services. It focuses on education, counselling and life skill training. It also provides drug screening and anti-drug education. During this treatment programme, juveniles are engaged in the community service and family matters are essential. Family therapy can include numerous aspects such as parent-child relationships. It may also refer to working with the family in an attempt to promote the social adjustment.

#### **5.6.5 Treatment programmes**

Abadinsky (1987:415-6) states that in corrections, treatment consists of remedial education, vocational training individual and group, counselling and psychological/psychiatric testing and therapy. The educational treatment is intended to help those inmates who often lack reading and writing skills, especially who are not educationally qualified to do skilful jobs. The functionally illiterate should be trained to acquire skills to do meaningful work after their release. It has been established that persons unable to fill out a job application correctly are unlikely to secure meaningful employment. Most correctional institutions conduct programmes to facilitate opportunities for remedial reading up to high school education level. At times the correctional institutions utilise facilities from nearby colleges in the community. In-house drug and alcohol counselling may be essential if residents have substance abuse problems. The plans which are developed for each resident indicate

specific objectives to be achieved. Resident counselling receives the greatest emphasis in halfway house treatment efforts.

According to Inciardi, Lockwood and Hooper (1994:2), the treatment programme operated by Correctional Medical Systems, uses five forms of therapy, *namely*:

- Behaviour therapy
- Cognitive therapy
- Emotional therapy
- Reality therapy
- Family therapy

\* **Behaviour therapy**

This form of therapy focuses on behaviour rather than thoughts and feelings. It places emphasis on teaching individuals not to accept their anti-social actions. Behavioural expectations are explained to new residents when they are admitted to the programme. The resident works through an orientation manual which must be studied thoroughly. The resident starts dealing with more important treatment issues after learning and adjusting to the facility's routines.

\* **Cognitive therapy**

This form of therapy helps the offender to recognise mistakes in his/her thinking. This helps residents to understand how and why certain thinking patterns have developed. This, then assists residents to develop thinking patterns that result in more realistic

decisions about life. Cognitive therapy is accomplished in group and individual sessions.

\* **Emotional therapy**

This therapy helps residents to deal with unresolved conflicts resulting from interactions with others. A non-threatening, nurturing manner is used by staff to help residents to understand how they think and feel about themselves and others.

\* **Reality therapy**

According to Kratcoski (1994:233), "reality therapy is based on the principle that an individual must accept responsibility for his/her behaviour. The goal of the reality therapist is to lead a person being treated to act responsibly." Those inmates who need treatment have been unable to meet their own needs because they deny that they should change their attitude in order to adjust to requirement of the environment. This form of therapy helps the residents to perceive the world as it really is. Two human needs are defined as the key to human behaviour - the need to love and be loved and the need to feel worthwhile to oneself and others. All socially unacceptable behaviour is considered to be caused by the resident's inability to fulfil one or both of these needs. Involvement with other humans is seen to be essential to the achievement of responsible behaviour. The reality therapist is called upon to become personally involved with the clients in order to fulfil this goal.

Abadinsky (1997:309) contends that every human being is born with at least two built-in psychological needs, *namely* - the need to belong and be loved and the need for gaining self-worth and recognition. He further says that people with serious behavioural problems lack proper involvement with others. They are unable to satisfy their needs. The therapist must therefore enable the resident to become involved with the therapist and with other people.

\* **Family therapy**

Family therapy in the correctional context refers to working with a family in order to promote social adjustment and acceptance of the individual who has been incarcerated. This therapy has a greater potential than other approaches because it takes into account the social ties in the primary group, most permanently close to an individual inmate who is the ultimate object of treatment. Family therapy involves a family in which a mother depends on other family members to maintain herself. This state of affairs occurs where a father develops problems with the family relationships, comes home late and ultimately becomes involved in economic crimes. The father's criminal activities may influence the son who may start to show behavioural problems. The mother in this case can be counselled to encourage positive behaviour in the family. This therapy is most successful if the whole family becomes involved in the problem. It is important to treat the whole family in the case of juvenile delinquency, since more can be done through family therapy than by merely counselling the juvenile. The family's social ties with the juvenile together with the constructive

concern can be effective. The balance between family members is important in order to maintain stability at home (Fox 1985:352-3).

Walsh (1992:106-7) contends that correctional workers base this counselling model on the realisation that residents are held accountable for their irresponsible behaviour. The principles of reality therapy are firmly based upon a belief in the dignity of a human being and his/her ability to be able to improve him-/herself. Its value is that people can help one another, and that it is a treatment technique. The reality therapy approach integrates the outstanding features from other approaches. This therapy recognises that before people can function well, they have basic needs that must be met, such as basic needs for love and a sense of self-worth.

#### **5.6.6 Religious programmes**

These programmes make provision for inmates to satisfy their religious needs and tendencies. It encourages the respect and non-interference in church beliefs and principles of other denominations. An attempt is made to retain every inmate's denominational approach according to the way the supporters of their churches and/or belief conduct their denominational practice in a free society.

It is therefore imperative that the religious denomination of every inmate be determined on admission to the halfway house. Inmates should be acknowledged as members/supporters of the church and/or belief of their

choice (Coetzee et al.1995:142-4). Each denomination is encouraged to make religious workers available for pastoral care of inmates throughout the duration of incarceration and/or stay in the house.

The functions of the religious workers are:

- \* orientation of inmates on admission and before placement/release
- \* pastoral care in groups or on an individual basis
- \* sick calls should be attended to where possible
- \* arrangement for religious aftercare of placed/released inmates
- \* consulting with other programmes, referring inmates to experts for specific attention. This may include reference to psychologists, social workers, educationists and counsellors
- \* investigating, in conjunction with social workers, the desirability of the marriage of an inmate and conducting the marriage ceremony
- \* providing Bibles, religious books and spiritual literature to inmates according to their needs (Coetzee et al.1995:146).

The researcher is of the opinion that the programmes provide better opportunities to inmates in the house. The inmates are oriented to programmes that take place in free society to enable reintegration and adaptation to be smooth and acceptable. The aftercare role can make adjustment more acceptable to the parolees and allow their acquaintance with fellow church members.

#### **5.6.7 Social and recreational programmes**



Snarr (1996:176) is of the opinion that inmates not only need to read and gain employment skills, but they also need to learn *leisure time activities*. Various recreational programmes are operated in halfway houses which can help to occupy the inmates' time and attempt to have an impact on their self-image, re-socialisation and ability to express themselves. There are personnel assigned to provide recreational programmes and they arrange programmes such as movies, sporting events, touring groups and arts and crafts. Craft industries provide both recreational activity and a means to earn money through the sale of their handiwork. All these recreational activities teach the inmates to learn how to better utilise leisure time.

Van Voorhis et al (1997:34) concur that recreational programmes play an important role in the care and development of ex-offenders in the halfway house. According to these authors, recreational programmes offer distinct advantages over treatment programmes, because a resident does not need to be able to read and write in order to participate in and learn from recreational programmes. Even physically handicapped residents can engage in a variety of recreational activities such as arts and crafts and table games. More often, correctional recreation specialists act as athletic coaches. They co-ordinate a number of recreational activities such as softball, basketball and soccer.

## **5.7 Motivation**

According to Lussier (1997:360), motivation is an inner desire to satisfy an unsatisfied need which leads to a level of willingness to achieve the

objectives of the house. It is regarded as the first approach facing problems. Performance problems are reduced by motivating people who work under supervision. It has been established that motivated employees perform to the best of their ability. Motivation plays a major role in the manager's job. The ability to motivate subordinates is critical for the advancement of activities such as achieving the desired objectives of halfway houses, making the staff perform to their maximum ability and reaching an acceptable level of performance. The highly motivated staff can operate efficiently in order to make the objectives of the halfway house succeed, through the successful programmes to motivate the inmates to make full use of the facilities offered by the house. The voluntary participation of residents in programmes can ensure good results. The treatment should endeavour to motivate the inmates to participate honestly, diligently and enthusiastically in the treatment programmes which are offered by the halfway house. The inmates should be realistic about the treatment programmes and acquaint themselves with programmes and procedures in free life.

Phillips and McConnell (1996:171) describe motivation as the initiative or drive causing a person to direct behaviour towards satisfaction of some personal needs. Every individual has needs which are reasons why an individual works. A satisfied employee is likely to be a better producer. The good leadership style of a manager in a halfway house is likely to produce good results with well motivated employees (De Beer et al 1998:213)

Daft (1997:526) states that motivation refers to the forces either within or external to a person that arouse enthusiasm and persistence to pursue a course of action. A manager's job is to channel motivation towards accomplishing the halfway house's goals. The importance of motivation can lead to behaviours that encourage high work performance and help satisfy employees' needs. Managers may need to evaluate the reward system.

There is a close relationship between the support a supervisor gives his/her colleagues and the co-operation that the supervisor receives back from them. Supervisors may have distorted ideas regarding the influence of salaries and benefits because employees often find it easier to complain about salary than other types of problems they may experience. Supervisors can increase employees' motivation by adopting a participative leadership style that maintains and strengthens employees' self-esteem. Only when they have self-esteem, do they feel secure and are then willing to take risks. There must be a pervasive atmosphere of appreciation, confidence and approval (Umiker 1988:103).

Umiker (1981:103-4) contends that money is a limited power to motivate the subordinates to perform to the benefit of the house and the residents. Managers may have distorted ideas of the motivation of salaries and benefits since employees often find it easier to complain about salaries than to attack other types of problems. Managers can increase employees' motivation by adopting a participatory leadership style that maintains and strengthens employees' self-esteem. The correctional staff should motivate the residents towards good behaviour.

## 5.8 Behaviour modification

This is a special form of behaviour modification that involves mainly the application of principles to alleviate human suffering and enhance human functioning. It occurs whenever a person exerts some degree of control over another. It occurs constantly in such diverse situations as formal school education, child rearing, political campaigning and other normal interpersonal interactions. It emphasises systematic monitoring and evaluation of the effectiveness of these applications. The techniques of behaviour modification are generally intended to facilitate improved self-control by expanding individuals' skills, abilities, and independence. Most procedures are based on the general principle that people are influenced by consequences of their behaviour. The behaviour oriented *mental health worker* limits the conceptualisation of the problem to observable behaviour and its environmental context. A contractual agreement may be negotiated, specifying mutually agreeable goals and procedures. Behaviour modification tries to influence behaviour by changing the environment and the way people interact (Kratcoski 1994:271-2).

Reid (1981:263) states that behaviour modification is based on the learning theory and is concerned with observable behaviour. The significant aspect of this approach is the belief that deviant behaviour is learnt in the same way as other behaviours are learnt. The undesirable behaviour can be eliminated, modified, or replaced by taking away the

reward value. The behaviour can be modified by rewarding a more appropriate one which is incompatible with deviant behaviour.

Hlongwane (1996:84) is of the opinion that behaviour modification through influencing can be classified into the correctional compliance model, the correctional identification model and the correctional international model. The aim is to persuade the residents to maintain good behaviour. The course of desired behaviour is relatively specific, delimited in rules, orders or the constraints of the environment. It is important that the rules and orders should clarify how each resident should behave during the stay in the house. This type of good behaviour can enable the inmate to adjust properly in society after his/her release/placement.

## **5.9 SUMMARY**

The treatment process is a very important undertaking which must take effect from the date an inmate is admitted into prison. It is imperative that the period an inmate spends in incarceration should be spent profitably in order to avoid recidivism. The treatment period which an inmate undergoes should be aimed at making an inmate a better person after release. The corrective measures which are followed during the incarceration period, are continued by specialists in a halfway house where inmate treatment programmes are conducted and aimed at acquainting an inmate with the life skills in free society. The halfway house offers treatment which is more human than that received in the correctional setting. The house addresses the devastating economic and

psychological effects of incarceration. The house also alleviate overcrowding, gross idleness of inmates, the absence of meaningful work and vocational treatment in person. The halfway house programmes achieve most, if not all, stated objectives such as maintenance of inmates and or the community ties and making the community resources available to inmates. The various treatment programme specialists should endeavour to motivate all inmates to participate seriously and honestly in the treatment programmes which are offered by the halfway house staff. Programmes to prepare inmates for release are made available in halfway houses to facilitate the reintegration process of inmates into free society.

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## **CHAPTER 6**

### **PRE-RELEASE PROGRAMMES AND VOLUNTEERS IN HALFWAY HOUSES**

#### **6.1 Introduction**

Incarceration causes various problems for offenders. The offenders may end up losing their personal asserts such as housing and employment, and may experience the loss of family contact. It then becomes imperative that once inmates are due for release/placement on parole, they be subjected to programmes in order to prepare them for reintegration. The pre-release preparation programmes allow inmates to make contact with their families and the community before their final release/placement. These programmes enable the inmates to prepare for a proper adjustment after release by making contact with potential employers and other important organisations such as welfare, church and helping organisations. The furlough programmes allow inmates to visit their families for a few days to acquaint themselves with developments in free society. Pre-release programmes are conducted by professionals with specialised knowledge or qualifications such as social workers, counsellors, educationists and vocational trainers.

The work and study release programmes prepare the inmates to earn money while still serving their sentences and also to improve their educational qualifications and acquire skills necessary to improve their life in free society. The employment of inmates serves as an incentive to erase the stigma of incarceration. The inmates are offered the chance to

support themselves and their families while still under control in the halfway house.

The shortage of qualified and efficient personnel is supplemented by the use of volunteers. The volunteers conduct the lessons for various programmes. The few professionals are enabled the opportunity to give attention to more complicated matters which need professional skills. The volunteers, therefore, play a major role in the halfway house programmes.

The inmates may live in the community correctional facilities known as halfway houses, while undergoing the pre-release programmes which prepare them for ultimate release/placement. During their stay in halfway houses, the inmates are allowed to visit home for a certain period, acquainting themselves with the demands placed upon individuals.

The inmates can, while staying in the halfway house, be employed and/or study at the community institutions such as colleges, universities and technikons. These work and study programmes prepare the inmates for proper reintegration. Halfway houses are ideal places where inmates could undergo release preparation. Release preparation programmes conducted by institutions are affected by the contaminating effects and problems encountered in these institutions. Correctional institutions provide an **artificial** environment which is not similar to the free community life. The inmates who undergo pre-release preparation programmes in prisons during the day and return to

hardened criminals and gangs in cells become badly influence by those criminals who have not yet qualified for the programmes. Halfway houses are in fact the community correctional facilities and give the real or true picture of how the community life places demands upon its citizens.

## **6.2 Historical perspective**

The pre-release preparation programmes were introduced in the United States of America in about 1900, but were only utilised in 1960. These programmes operated in a few states in America. The penal philosophy advocated the reform of inmates within the prison walls rather than in the community. It was only later during World War 11 that a number of events led to increased concern for inmates post-release adjustment to the community. This resulted in the inclusion of offender reintegration and rehabilitation into penal policy. This change of approach led to the emphasis and to the re-emergence of work-release, furlough programmes and the development of study-release programmes (McCarthy & McCarthy 1991:173).

## **6.3 Offender reintegration**

The most important objective of any pre-release programmes is to prepare the inmates for final release/placement into the community. These programmes facilitate the inmates' readjustment to the community. Through these programmes, the inmates are briefly exposed to freedom. The inmates are also gradually acquainted with their

reintroduction into society while they are still under the control of the authorities. The halfway house, as a community correctional facility, serves as an ideal place to accommodate the inmates while they undergo pre-release programmes. This is made possible by means of the various programmes, as mentioned below.

The inmate works and/or studies in the community, visits family members and friends and makes preparations for final release/placement. Support services and counselling conducted by the halfway house further help inmates to deal with conflicts and family problems. The pre-release programmes make reintegration into the free community much easier and with less problems (McCarthy & McCarthy 1991: 172). According to Reid (1981:96), the task of corrections is that of returning the inmates into the community, restoring family ties, educating the inmate or helping the inmate to be employed and of securing a place for the inmate in the normal functioning of society (McCarthy & McCarthy 1991:2). In order to achieve the objectives of reintegration, the community-based correctional programmes must meet the following requirements:

- \* a location within and interaction with a meaningful community.  
An inmate should be in an environment similar to the one where he/she will eventually live after release/placement
- \* a communal residence which allows the inmate to live as a responsible person
- \* the community-based education, training, counselling and support services are provided by public/private institutions as well as correctional staff

- \* opportunities to start the normal societal roles of citizens, family life, student and/or employee
- \* opportunities for growth made possible by professionals from various specialised services such as educationists, vocational workers, counsellors and treatment services (McCarthy & McCarthy 1991:3).

Latessa and Allen (1997:306) concur that reintegration implies uniting the inmates with legitimate opportunities and reward structures and the community. Reintegration requires the assistance and support of the community. Reintegration is achieved through the community correctional programmes.

The reintegrative correctional programmes are more appropriately conducted in halfway houses. Houses are the community-based facilities. Programmes such as release preparations conducted within institutions are handicapped by institutional contaminating factors (Neser, Cilliers & Swart 1982:62). The Office of Juvenile Justice and Delinquency Prevention concluded that recidivism is mainly the result of weak reintegration and transition strategies (Guarino-Ghezzi 1994:142).

The preparations for the release or placement of inmates commence on the day of admission into the prison. Preparations include all that is done for inmates during incarceration. The period of preparation is divided into three phases, *namely*:

- \* **The orientation phase**, which starts on admission and includes - observation, classification and allocation. The inmates who benefit

in this phase are those serving long-term of sentences who follow a more balanced programme. The aim of this phase is to motivate the inmates to co-operate in the programmes.

- \* **The treatment phase**, includes the treatment, care and training of inmates, thus preparing them for ultimate release/placement.
- \* **The concluding phase**, precedes the inmate's release or placement. This phase rounds off the treatment programme. The inmate is prepared for release. It is during this phase that the halfway house comes into the picture, to incorporate the inmate into the pre-release programme. The specialists finalise the various treatment programmes which aim at proper reintegration into the community.

#### **6.4 The pre-release programme approach**

A pre-release programme approach refers to a structured action which aims at influencing residents of the halfway house positively. The intention is to improve the resident's quality of life in order to prepare them for reintegration into the community (Coetzee, Kruger & Loubser 1995:118).

#### **6.5 The need for pre-release programmes**

The pre-release programmes, which are conducted in the institution, are aimed at benefiting individual inmates. These programmes are however,



limited in their effectiveness. This is due to the problems, in pre-release preparation, to maintain inmates' interest in lecture and discussion groups. The pre-release programmes conducted in institutions hinder the inmates' substantial community contact. It is absolutely necessary to expose inmates to the demands of freedom, before they actually face such demands without assistance. Assistance offered during their stay in halfway houses prepares them to understand the problems that they may encounter during their transition to freedom. It is this problem of lack of the community contact which makes the halfway house the ideal place suitable for pre-release preparation programmes. The halfway house necessitates the maintenance of control over inmates during the pre-release period. Programmes such as bridging, accelerated work release and study play an important role in acquainting halfway house residents with development in the free community (McCarthy & McCarthy 1991:176).

It is important that every resident's needs be determined in order to release the programme to which each resident should be exposed. A need is regarded as a lack of something essential, desirable or as a condition which requires relief (Coetzee et al. 1995:118). According to Naser (1989:272), release preparation programmes aim to help inmates with adjustment when they return to the community and to help "die gemeenskapsinskakeling problematiek so ver moontlik te verminder."

The programmes are related to the nature, scope and priority of the needs of inmates on release placement. Everything that was done during incarceration to improve the inmate's quality of life should remain part of the release preparation process. The following programmes are



conducted in the halfway house to prepare the residents for release/placement, *namely*:

### **6.5.1 Bridging programmes**

Inmates who are released either conditionally or unconditionally encounter numerous obstacles towards reintegration. Obstacles which are encountered are *inter alia* social, economical and even political barriers. The obstacles faced by released/placed inmates are, however, similar to those encountered by members of society, non-offenders, such as low income, limited skills, education and poor work record.

Bridging programmes are efforts intended to ease inmates' readjustment to the community after release/placement. Inmates go through many emotional and behavioural changes due to incarceration and change their personality such as perception of who they are and how they fit into society. This is due to the emotional extremes that foster fears and insecurity in the minds of inmates. Inmates find themselves obliged to relearn how to talk to people. The goals of bridging programmes are to speed-up the successful reintegration of the inmate into the community.

If ex-offenders were able to achieve the safe level of integration that they experienced prior to their incarceration, it would be correct to speak of the term "reintegration." Proper reintegration can be regarded as being successful if ex-offenders were to achieve a greater degree of involvement than they previously knew. This would include taking on the responsibility of a regular employment and performing the

community services and attending activities that may be desired by releasing/placing contracts. Bridging programmes aim to help ex-offenders achieve their desired level of the community involvement (McShane & Krause 1993:206).

The bridging programmes have many different forms. Some of these are:

- \* specific times for residents to call in/report back into the house
- \* periodic drug and alcohol testing may be done
- \* the residents may be required to produce proof of employment and attendance of treatment programmes.

Other bridging programmes focus on treatment and rehabilitation of residents. Counsellors serve as referral agents who facilitate the residents' access to services required by the treatment plans such as educational, vocational or mental health programmes and the survival needs such as housing and meals.

The halfway house is designed on the theory that successful reintegration is tied to meeting all the needs of the residents. The common sense of this co-ordinated treatment philosophy says, if ex-offenders can run around, too many resources such as transport for assistance, they may be discouraged, hence they may return to deviant behaviour (McShane & Krause 1993:207).

### **6.5.2 Furloughs**

Latessa and Allen (1997:384) describe furlough as a phased re-entry programme designed to ease an inmate's transition from correctional institution to the community. Robin and Anson (1990:517) state that furlough is a temporary release which allows an inmate to make unsupervised visits to the community for a certain period. The aim is to enable the inmate to visit his/her family and friends in order to apply for employment and seek for accommodation where he/she can stay after release/placement. The inmate gets a chance to attend to matters of interest to the children such as graduation ceremonies. These visits are mostly taken during week-ends. The inmates are enabled to cement ties with the outside world in order to minimise release/transition problems which are often encountered by releasees/parolees. The inmate maintains normal contact with non-institutional life. Furlough programmes make rebellious inmates more manageable. The problem of homosexual relationship becomes discouraged.

Regoli and Hewitt (1996:679) support the idea that furloughs help inmates maintain family and the community ties. Many states permit qualified inmates who are not a danger to society to receive the privilege of a temporary home visit, especially also during Thanksgiving ceremonies and Christmas.

Neser (1993:362) states that this programme is known as temporary leave in South Africa. A resident is allowed to leave the halfway house for other purposes, other than work or study. It is aimed at reducing the trauma, to support the resident to help him/her overcome problems of acceptance and rejection, feelings of anxiety about family, relationship,

loneliness and the necessity of earning a living during eventual release/placement. Temporary release may be considered for humanitarian reasons, attending and development of therapeutic programmes, the building of family ties and preparations for release, to facilitate the successful reintegration into the community. It is granted for a prescribed period and is subject to strict conditions and prescriptions.

Adler, Mueller and Laufer (1996:310) are of the opinion that furlough programmes serve as a break from institutional boredom and help to minimise stress. Furlough is granted as a privilege and reward for good behaviour. It also enables inmates to participate in programmes which are available in the community such as vocational training. These programmes are strongly influenced by public opinion.

Latessa and Allen (1997:384) concur that furlough programmes enable inmates to attend to family matters such as funerals while serving their sentences. These programmes, primarily, also afford the inmates opportunities for employment, vocational training and education. The inmates, under these programmes are often required to stay in halfway houses.

According to McShane and Krause (1993:207-8), a resident of a halfway house leaves the facility unsupervised. A resident on furlough is, however, given a definite date when to return to the house. Local law enforcement authorities are given notification of all furloughs in their area of jurisdiction. Strict law enforcement is maintained by often strip-

searching residents when returning to the house and they are expected to submit to drug and alcohol testing. Furlough programmes were instituted as part of rehabilitation effort to ease the resident's transition in the community, thus making reintegration feasible. The residents are afforded the opportunity to become re-acquainted with their families, to look for jobs, housing and school. Furloughs also serve as a manner of rewarding residents for good behaviour. Furloughs help to relieve overcrowding of correctional institutions.

McCarthy and McCarthy (1991:170) contend that furloughs may be granted for a variety of purposes, namely to:

- \* maintain and/or re-establish family ties
- \* solve family problems
- \* prepare for the final release/placement, attend employment interviews, look for accommodation
- \* attend short-term educational or vocational programmes
- \* attend special events in the community, such as social gatherings, student group meetings.

The most important purpose of furlough is the reintegration function. Inmates and their counsellors often plan furloughs in detail by outlining specific objectives for the leave. Fox and Stinchcomb (1994:304) contend that furloughs are used by managers who are opposed to conjugal visits. The residents meet their partners at their homes instead of meeting in the halfway house. The emphasis with furloughs is, however, on broader social reintegration rather than the exclusive focus of conjugal visits. Children can interact better during furloughs with

either the father or mother at home than in institutions. This then makes it clear that halfway houses are ideal facilities to enable inmates to make contact with the outside world. Halfway houses are community-based correctional facilities which aim at accommodating residents in a more humane centre instead of prisons with their contaminating effects which are detrimental to the behaviour of inmates. The inmates are re-acquainted with the demands and development in free society while staying in the halfway house (researcher's views).

### **6.5.3 Accelerated pre-release programmes**

This programme was introduced by the Department of Correctional Services in South Carolina in 1971. Candidates were selected from inmates who were due for release/placement within 120 days. This programme covers the last 90 days of the period. Its candidates are known as "*honour-grade*" inmates. This programme consists of monthly preparatory evening classes with the purpose of making the prisoner's transition from incarceration to free community more suitable. This programme includes a wide range of lectures, seminars and educational lessons. These lessons assist the inmate to learn to use his/her own resources together with those of the community.

The project of worthwhile and well paid employment is included in this programme. The programme offers inmates proof that they are progressing towards eventual release. There are great privileges involved in this programme (Neser 1993:365).

#### **6.5.4 Work-release programmes**

According to Allen and Simonsen (1995:650 & 2), the first work-release programme legislation resulted in the introduction of releasing inmates prior to the expiration of their terms of imprisonment. The work-release programme originated in ancient Rome where inmates were used for the community work programmes and aided in the construction of massive public works. The work-release philosophy dates back to 1913 in the Wisconsin statute which allowed inmates to continue to work at their previous employment while serving their sentences in correctional institutions. Various states adopted the work-release philosophy.

*The Federal Prisoner Rehabilitation Act* was passed in 1965 which provided for work-release, furloughs and the community treatment centres. The work-release programme offers inmates a chance to test their work skills and personal control over their behaviour in the community. Inmates spend most of their time outside the institution. One of the benefits for participants in the programme is the ability of the inmates to maintain their jobs without being a nuisance to the community.

Duffee (1989:412) concurs that work-release programmes were started in America in 1913. The “Huber Law” was passed and allowed countries to release selected inmates during working hours to be in the community and return to the prison after working hours.

The work-release programmes serve a number of purposes, *namely*:

- \* to ease the transition of inmates in the community by enabling inmates to be employed before release/placement
- \* the inmates gain skills and experience
- \* inmates are allowed the opportunity to save money for use after release/placement
- \* the inmates can pay the state for rooms and boarding.

According to Fox (1985:258), work-release is a programme which allows inmates to go from the halfway house into the community and work at civilian jobs. The inmates are required to return to the house during the night. Where circumstances permit, the residents are delivered to their jobs by bus in the morning and picked up after the work-day is over.

This programme relieves residents from total confinement and has the following advantages *namely*:

- \* it reduces the financial burden on the tax-payer
- \* it maintains the labour force in the free community
- \* it provides for the maintenance of the family
- \* it assists to maintain constructive attitudes and behaviour of the residents.

Silverman and Vega (1996:520) contend that the work-release programme was established in Wisconsin under the “*Huber Act*.” The programme was intended to serve “misdemeanants” who had a remainder of one year or less sentence to serve before their release/placement. The inmates were expected to serve certain hours working in the community. Halfway houses served as an intermediate step between correctional institutions and release into the community. Halfway houses are clearly



transitional residential facilities where programmes are humanely conducted.

Bartollas and Conrad (1992:270) contend with the objectives of work-release programmes and further state that the programmes enable the correctional staff to determine the readiness of residents for placement on parole and that family and the community ties are preserved. Halfway houses are suitable for conducting these programmes since they are minimum security institutions. The authors cite reasons for placing residents involved in work-release programmes in halfway house instead of prisons, as follows:

- \* inmates who return to prisons after a day's work are separated and this creates damaging consequences for prison morale
- \* the work-release participants are resented by inmates who remain in prisons
- \* inmates who are engaged in work-release programmes and expected to pay for board and room, object to staying in the size of prison rooms (6'x9')cells
- \* inmates involved in the programme are forced by fellow-inmates who remain in prison to smuggle articles in and out of the prison.

Neser (1993:363) states that work-release programmes are referred to as day parole, day work, and intermittent jailing. This programme enables selected residents to engage in salaried employment in the free community and return to the house after working hours. Inmates who are placed into this programme are those who already have pending release

dates or parole dates. This programme therefore serves as an intermediate phase of reintegration into the community.

Turner, in *Prison Journal* (1996:139), concurs that the work-release programmes permit selected inmates, nearing completion of their terms of imprisonment to work in the community and return to the house after hours. It is accepted that the programmes prepare the residents to return to the free community in a relatively controlled environment.

The residents are also offered the opportunity to:

- \* learn how to work productively
- \* earn an income
- \* reimburse the state for part of their resident costs
- \* build up savings for their ultimate placement/release
- \* acquire more positive living habits.

Carter, Glaser and Wilkins (1984:336) contend that appropriate measures should be taken to ensure that the most suitable candidates are selected to be incorporated in the work-release programme. Care should be taken to ensure that potential candidates are not denied programme participation. Some inmates approved for the programme participation may in fact be failures for incorporation. These errors can be minimised through the use of an objective predictive strategy to enable the programme and administrators to specify the degree of risk associated with the placing of residents in the work-release programme.

Inciardi, Lockwood and Hooper (1994:4) support the idea that work-release programmes make residents' reintegration into the community

easier. The authors are, however, of the opinion that these programmes may have negative effects in that they expose the residents to groups and behaviours that easily lead the residents to substance abuse, criminal activities and recidivism. They stress that the house programmes should be similar to the traditional therapeutic community programmes.

Neser (1993:363) points out the following advantages for the work-release programmes:

- \* The residents integrate into the community activities and start family contacts and associated responsibilities. The fears that form a characteristic part of the community integration process is greatly reduced.
- \* A stable lifestyle and work pattern can develop since the resident is employed.
- \* The resident's confidence, self-esteem and ego are strengthened before his/her release/placement.
- \* The resident can start financial support and maintenance of the family.
- \* The resident becomes a member of the labour force and his/her earnings are a stimulus to the total economy.
- \* The state is relieved of using tax-payers' money to maintain the resident. (McCarthy & McCarthy 1991:181) support the advantages regarding work-release programmes.

Mawhorr (1997:35) contends that work-release is a central component of the residential facility (house) which helps inmates to find and maintain employment in order to develop responsible financial management

practices. Financial management practices enable the inmates the opportunity to reimburse the state for the room and board while residing in the house. The work-release programmes may be of particular importance and beneficial to some disabled inmates. These programmes assist individuals to obtain employment which is often supervised for a specific period. The supervised employment helps to build the disabled inmate's confidence in the work domain. Disabled inmates are assisted because they may have little previous experience in work. The programmes provide disabled inmates with a source of self-respect and self-worth and enable them to establish contacts with pro-social activities.

The inmates are helped in acquiring employment through regular meetings with job developers once they are admitted into the programmes conducted by the house. The programme operates on a six level system. The levels are demarcated by graduated resident responsibilities and privileges. It is important that residents must demonstrate stability, independence and responsibility in employment, education, financial management such as payment of rent and programming with the community agents.

According to Roos and Steyn (1995:26) work adjustment programmes provide a variety of experiences to assist disabled persons who lack the skills needed to succeed in the labour market. These programmes help the disabled persons to develop self-confidence, self-control, work tolerance and interpersonal relationship skills. They also enable them to understand the world of work and a work attitude. The programmes conducted in halfway houses may best suit the disabled persons in

coping with the day-to-day demands of work. It is important that the house should provide programmes which will accommodate the disabled individuals. The house is therefore a better place to prepare the disabled person to face the challenges of the world of work.

Vaughan-Jones (1997:36) supports the ideas that work-release programmes enable an inmate to gain meaningful employment. The individual is enabled to possess “a battery of vocational qualifications and interview skills” to find employment and avoid the dependency culture.

#### **6.5.5 Study-release programmes**

The study-release programmes are similar to the work-release programmes. They differ in the result of the type of placement the inmates receive. In study-release, inmates are students rather than workers/employees. The participants are students during the day and after the study, they return to the house (McCarthy & McCarthy 1991:169 and Regoli & Hewitt, 1996:680).

Bartollas and Conrad (1992:272-3) concur that in educational release, inmates attend school in the community instead of going to work. New York has the largest study-release programme of any other state in America; about 60 inmates attend a community college. The inmates attend classes in the community college during the day and return to the house during the night. Less inmates attend classes in colleges because:

- \* many inmates do not qualify for college level

- \* most community colleges and universities often offer courses within the correctional institutions for inmates who are interested
- \* more video colleges and correspondence courses are made available to inmates who are interested
- \* most correctional institutions are situated far from colleges and universities.

This state of affairs makes the work-release programmes more numerous than the study-release programmes.

Fox (1985:259-60) supports these ideas of similarities between work and study-release programmes. He further states that in Illinois, inmates and correctional officials attend the same classes as equals, as far as the classroom situation is concerned. Regoli and Hewitt (1996:680) share these ideas of similarities. They further state that the inmates for these programmes are assigned to the halfway house for the purpose of continuing with these programmes. The participants of the study-release programmes attend a variety of instructional programmes such as vocational and technical schools, basic education courses, colleges and universities. The participants are expected to meet the requirements of the chosen educational programmes. They should maintain the academic standards set for all students.

The institution's location determines the availability of educational programmes. An urban environment offers programmes for students who share common cultural backgrounds. Needed resources for the location of the house include physical facilities such as quiet areas for late-night study. The study-release programmes incur additional expenses for the

state while the work-release programmes incur less expenses because residents earn money and support themselves. The state pays for tuition, study material and for board and room for the study programme (McCarthy & McCarthy 1991:169).

Silverman and Vega (1996:519) contend that study-release enables residents to go into the community to pursue educational opportunities which are not available, such as computer technology, in halfway houses. These may include opportunities of vocational and college courses.

Duffee (1989:411) outlines the following as advantages for study-release programmes:

- \* they may increase the variety of educational programmes which are available
- \* they may make higher-quality education available
- \* they may provide residents, who are continuing the programme after their stay in the halfway house, with a gradual introduction to education in the community.

## **6.6 Staffing the programmes**

The staff employed in the pre-release preparation programmes are influenced by the administrative model in use, the correctional agency and the penal philosophy. The staff members are assigned to various responsibilities for programme operation. A lot of demands are placed on these members.

Sometimes new members are recruited and trained for these responsibilities in the areas of development, security and counselling. The development of the quality pre-release programmes is enhanced when the programme administrators can improve their performance through training and specialisation (McCarthy & McCarthy 1991:184). Where a shortage of staff members is experienced, it becomes imperative to supplement them by making use of volunteers (researcher's views).

## **6.7 Effectiveness of the work- and study-release programmes**

According to Inciardi et al (1994:4) a study regarding residents who underwent work-release programmes reveals a remarkable success. The study-release programmes have not yet been dealt with thoroughly to measure the impact they have had on the inmates (McCarthy & McCarthy 1991:194).

### **6.7.1 Effectiveness of the work-release programmes**

A study of 151 residents regarding the effectiveness of the work-release programmes in the United States of America in a period of 6 months, revealed that 34,4% were drug free; 24 graduates showed 54,5% success to be drug free; 20 residents showed 90% were found to be successful. These statistics revealed that the majority of ex-offenders who underwent the work-release programme were likely to be drug free (Inciardi et al 1994:4).



The statistics according to the study by Turner (1996:146,8,9) revealed the following statistics: 48,8% who applied for work-release, about 39,4% were placed in work-release facilities while serving their sentences. *The results revealed that:*

- \* elderly persons were more successful at work-release than younger counterparts
- \* inmates without a prior criminal record were more successful than recidivists
- \* the community-based facilities are much less expensive to operate than correctional institutions, which implies that residents of the halfway house are less expensive to maintain than those in institutions
- \* work-release costs about 34 dollars as compared to 54 dollars of prison costs per inmate
- \* inmates pay the state for their rooms and boarding and support their dependants.

#### **6.7.2 Effectiveness of study-release programmes**

Although there is no significant research done to measure the impact the study-release has had on an inmate's attitude or behaviour, the inmates still need preparations and assistance academically, financially, and emotionally to enhance the chances of study-release programmes.

#### **6.8 Volunteers**

Volunteers fulfil a prominent role in running the community service programmes outside the criminal justice system. The volunteers help to alleviate demands on the professional staff. The professional staff are enabled the opportunity to free themselves in order to perform tasks which require a high degree of professionalism such as knowledge and skill. Pearce (1993:10 & 29) states that the volunteer's work tends to be more different than the work of an employee. Volunteer work is done on a part-time basis, a few hours a month. It is leisure activity, without payment. The volunteers represent social values of freedom and giving to others. It is something one contributes when one can do so. It is not a contract to deliver a service at a known inducement.

Reading (1992:2) outlines the following characteristics of voluntary organisations as:

- \* self governing associations of people who have joined together to take action for the benefit of the community
- \* organisations founded on voluntary effort
- \* a force in society that provides social integration and sense of identity
- \* a critical choice able to develop a creative tension between the need of the community, social policies and service provision
- \* bodies of people who expect to receive some benefit from their participation in the organisation.

The voluntary organisation may employ staff, obtain income from statutory sources and be registered as a charity body.

### **6.8.1 Historical perspective of volunteers in halfway houses**

The use of volunteers dates back about 200 years. The first volunteer efforts started in England. Elizabeth Fry and John Horward started their volunteer work about 1813 when inmates visited programmes they had developed. Fry was appalled by the state of degradation and misery in prisons. She tried to put right the abuses which were inflicted by incarceration on inmates. A few organisations like the Salvation Army engaged themselves in extensive visitation and were permitted routine access to the inmates. In America, the community corrections volunteer movement was started by John Augustus. His activities led to the development of probation services and encouraged other citizens to contribute their energies to assist inmates (McCarthy & McCarthy 991:373-4).

According to Callison (1983:163-4), the volunteer programme was developed to be used as a method to generate the community assistance for the inmates. The volunteer receives education in recruiting, training and providing services which prepare him/her to be an advocate for inmates. A group of volunteers was used as far back as 1822 in Philadelphia to supervise inmates from correctional institutions. Religious organisations were prime movers in the use of volunteers. Offenders were converted to Christianity while they were being assisted. The volunteers have now-a-days replaced religious preaching with the provision of professionally supervised services.

The volunteers come from various groups in the community such as organisations, friends and acquaintances of personnel in correctional

services, as well as professionals from university lecturers, teachers, lawyers personnel officers and religious ministers (Neser 1993:386).

Volunteers are divided into four categories and perform a variety of activities, *namely*:

- \* **policy-making**, such as board of management members and members of the advisory board
- \* **Administration**, perform tasks such as secretarial, typing and administrative work
- \* **Intercession**, tasks such as fund-raising, public relations and recruiting
- \* **Direct services**, tasks such as counselling, class presenters and interviews

#### **6.8.2 Service roles for the correctional volunteers**

It is generally accepted , nowadays, that there is no limit to the roles of volunteers, but the following roles have been identified as roles volunteers may fill:

- \* support, friendship, someone who cares and will listen
- \* mediator, facilitator of social-physical environment, get jobs, open opportunities
- \* behaviour model, be a good example
- \* limit setting, social control, conscience
- \* teacher-tutor in academic, vocational or social skills

- \* observation, information, diagnosis, understanding and ears on the probationer, on the community, on the halfway house on behalf of the community
- \* trainee rather than trainer, intern preparing for a career in the criminal justice system
- \* advisory or decision-making participation in formulating policy
- \* administrative support, office work and related facilitation
- \* help recruit, train, advise, supervise other newly appointed volunteers.

Volunteers play major roles in recreational, entertainment, clerical, administrative and supportive roles in various correctional programmes (McCarthy & McCarthy 1991:376). Fox (1985:409) contends that volunteers can be utilised in numerous tasks such as probation officers, teachers and group work leaders.

### **6.8.3 Competencies for volunteers' work in halfway houses**

It is important that volunteers should possess certain qualities/skills in order to work in the community corrections. The following skills/-qualities are generally expected from a volunteer:

- \* to understand and withstand provocative behaviour
- \* development of objectivity in accepting relationship with all clients in non-judgmental manner
- \* to accept a person without personal involvement
- \* knowledge of the job counselling techniques
- \* to say no, with reasons when necessary or say yes when necessary
- \* to assess the strengths of an individual

- \* to make referrals to all staff, the community resources and other specialists
- \* to use tact to avoid creating aggravating problems
- \* willingness to augment and support the staff of the house
- \* to observe and accurately record individual, group behaviour and miscellaneous behaviour that may be part of illicit activity
- \* to assess the community and family attitudes towards the inmate
- \* to interpret constructively halfway house and the community attitudes and behaviour towards the person on the volunteer's case load
- \* to serve as an upward communicator from the inmate to the house with a view toward improving services and policies
- \* to maintain discreet silence on some critical issues and classified information as well as staff morale, case load and good public relations
- \* to exert external controls by persuasion on individuals
- \* to have knowledge of specific procedures that might be modified or elaborated in training programmes in which the house staff can assist
- \* to have a knowledge of the constitutional and civil rights of persons on the case load and incorporate that knowledge into the supervisory process
- \* to interpret the system of justice (McCarthy & McCarthy 1991:377).

#### **6.8.4 Volunteer programme operation**

Researchers have found that volunteer programmes can contribute much to corrections. It was further found that lack of co-ordination of activities and problems could impair programme effectiveness. A series of guidelines to help develop and improve the volunteer programmes were established. These guidelines include programme planning, recruiting, screening, training, job placement and support for volunteers (McCarthy & McCarthy 1991:380).

#### **6.8.4.1 Initial planning**

The planning of a volunteer programme should involve the residents (client), staff, the house manager and the local community. Line staff involvement plays a vital role in order to evade poor staff-volunteer relations which may result in the failure of the volunteer programme. The volunteer's job satisfaction is likely to be influenced by the relationship between himself/herself and the professionals involved in the house programmes. The planning effort should clearly specify the objectives of the programme and the roles of volunteers. The staff should be trained to supervise the work of volunteers.

#### **6.8.4.2 Recruiting**

The volunteer programme should determine the type of persons required. Recruiting efforts must be aggressive and focused to avoid a mass of people applying for employment as volunteers (McCarthy & McCarthy 1991:380).

#### **6.8.4.3 Screening**

The rule of the thumb in screening volunteers should be used in identifying suitable or weeding out candidates. Each candidate must be evaluated and selected with a particular job in mind such as teaching, counselling, or interviewing (McCarthy & McCarthy 1991:381).

#### **6.8.4.4 Training**

The training of volunteers should cover the following components:

- \* the volunteer's job
- \* overview of the criminal justice system
- \* the community resource information
- \* what an inmate is like
- \* counselling or other job-related skills.

A formal welcome to the halfway house by the manager or a graduation ceremony should be included in the training in order to impress the volunteers with the seriousness and importance of their activities (McCarthy & McCarthy 1991:382).

Gill and Mawby (1990:113-4), support the need for the training of volunteers which equips them with the knowledge and skills to pursue their activity confidently. The training enables the volunteers to understand the criminal justice system. Both stakeholders need to understand each other's work to avoid mistakes or problems. This serves as a public relations device and eliminates misunderstandings which may arise as a result of lack of co-operation.



According to Curtis and Noble (1988:110), training can take place:

- \* **prior to the job** - especially in highly responsible jobs, or jobs requiring specialist knowledge and skills.
- \* **on the job**, - job to be done haphazardly or informally. Gradual training is desirable (step by step).
- \* **ongoing**, - the course takes place at the training centre where interviews meet bi-monthly for training workshops. This training maintains interest, sharpens skills and increases confidence.

#### **6.8.4.5 Job placement**

The supervisor should focus on the willingness and ability of the inmate to work with the volunteer. Each volunteer must be matched to a job, a supervisor and an inmate. It is generally desirable to assign inmates to volunteers who reside within travelling distance in order to reach their clients (residents). It is common practice to place inmates with volunteers of the same sex and age, although these criteria are both flexible (McCarthy & McCarthy 1991:382).

### **6.9 The role of volunteers and voluntary organisations in South Africa**

The most important and active voluntary organisations in South Africa are the National Institute for Crime Prevention and the Reintegration of Offenders (NICRO) and the Christelike Maatskaplike Raad.

The National Institute for Crime Prevention and Reintegration of Offenders fulfil the following functions:

- \* conduct interviews with inmates during incarceration with the view of planning for their eventual satisfactory reintegration into the free community
- \* form a link between an inmate and the community in order to retain contact with inmates after their release/placement
- \* promote and maintain relations between inmates and their families and other persons in the community
- \* strive for co-ordination and co-operation and welfare organisations and the state departments in order to bring about an interdisciplinary team approach
- \* educate public opinion to emphasise collective responsibility concerning the reintegration of the inmates into the community (Magwaza 1988:33-5).

The obtaining of employment for ex-offenders is considered as an important need for the inmate for a successful reintegration into the community. Job placement ensures proper readjustment NICRO liaises with potential employers as part of its service (Magwaza 1988:40).

## **6.10 Commitment of volunteers**

Curtis and Noble (1988:63), state that the commitment of volunteers means that they:

- \* understand the reasons behind any activity as it relates to the aim of the programme
- \* agree to work within the halfway house structure and guidelines.
- \* are prepared to accept ancillary jobs relating to their task.

\* are reliable.

### **6.11 Paraprofessionals and ex-offenders in halfway houses**

Paraprofessionals can be used in halfway houses to supplement personnel shortages. The paraprofessionals are often uniquely prepared to assist inmates in the reintegration programmes by using their personal experience and cultural background. Paraprofessionals and ex-offenders are drawn from the same community, culture and socio-economic status as the inmates concerned. They often share an understanding of the problems faced by inmates. They possess the ability to communicate with the inmates in a difficult situation (McCarthy & McCarthy 1991:389 and McShane & Krause 1993:394)

### **6.12 Advantages of volunteer services**

According to Latessa and Allen (1997:307), volunteers can help alleviate the problems of excessive probation and parole case-loads. Volunteers can contribute to reintegrative goals for the inmate. Volunteerism can be provided at the minimum cost to the state.

McCarthy and McCarthy (1991:376) contend that volunteer services contribute to the personnel resources of the house. The use of volunteers allows the halfway house to utilise its professional resources more profitably. Volunteers can be used in counselling roles to supplement the house's limited ability to provide one-to-one assistance to residents.

Volunteers offer administration assistance to enable the professionals to do tasks that require special expertise and training. Volunteers offer more individualised services. The use of volunteers in halfway houses offers opportunities to professionals to perform those tasks which require specialised knowledge, skills and expertise. Individualised attention becomes practicable since professionals are not burdened with petty matters that do not require specialists. Halfway houses are ideal places to conduct pre-release programmes for inmates in order to prepare them for final release and or placement on parole.

### **6.13 SUMMARY**

The anxiety and fear of the placed inmate can be lessened by careful pre-release preparations and planning. The pre-release investigation describes the activities that the field parole officer undertakes prior to the inmate's placement on parole. The parole official can play a meaningful role in providing assistance with job seeking for the parolees. Vocational counselling should be available for inmates at all stages of their incarceration.

Participation in the pre-release preparation programmes is one of the most desired privileges in correctional institutions. The preparation of inmates for release/placement in parole is a cornerstone in the control of recidivism. The programmes serve the basic objectives of reintegration. Work pre-release programmes have numerous advantages such as economical benefit to the inmates, their families, the victim and the state. The programmes help to alleviate numerous problems that are often

encountered by inmates on release/placement such as lack of employment, low wages, reluctant employers to accept ex-offenders and generally unskilled and unrewarding work. The programmes conducted in halfway houses offer ideal opportunities to inmates to gradually acquaint themselves with the community.

The study-release programmes provide inmates with the necessary educational qualification in a normal community setting. The offenders are exposed to all the demands of freedom while still serving their period of incarceration. The programmes such as bridging, furloughs, work-release and education-release help in their re-adjustment into the free community. Offenders are prepared to face life with skills where work- and study release programmes are properly conducted. The offenders are properly and appropriately united with legitimate opportunities in the community. Weak reintegration and transition strategies mainly offer breeding opportunities for recidivism. Inmates who have maintained contact with their families and society have a better chance of proper reintegration.

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## **CHAPTER 7**

### **SUMMARY, FINDINGS AND RECOMMENDATIONS**

#### **7.1 SUMMARY**

In this study, attention was paid to the choice of the subject for research, description of key concepts, the aims and purpose of this study, the approach to the study and the delimitation of the study. The safe custody of inmates, after admission into a prison, was also studied. The preparation of inmates for ultimate placement on parole or release was dealt with. The classification process as a system used to place inmates in suitable institutions and to determine the suitable treatment programmes in which each inmate may be allocated, received attention in the study.

The establishment of halfway houses should be properly planned in order to iron out problems such as objection by the community to the establishment of facilities in their neighbourhood, scarcity of funds and shortage of qualified staff. Halfway houses have more advantages to the offender, the community and the criminal justice system than the disadvantages that may be encountered.

Proper management and administration of halfway houses ensure the effective and efficient control in order to achieve the objectives set for the houses. The training of personnel plays a major role in the effective and efficient performance of their duties and to supplement the shortage of qualified staff.

The various treatment programmes conducted in halfway houses are aimed at preparing inmates for reintegration into a free community. The residents (inmates) of the halfway house are encouraged to develop a sense of responsibility and the ability to manage their financial matters in their lifestyle outside the prison.

The pre-release programmes are aimed at acquainting inmates with development and activities in free society while they are residing in the halfway house. The residents may visit their families; they are allowed to look for work and also take up employment. Residents who are engaged in studies, either in educational studies or vocational training, are given the opportunity to attend classes in schools, universities and vocational training centres in free society in order to equip themselves for proper adjustment after release. Volunteers play a vital role in supplementing the shortage of professionals. Large sums of money are saved by using volunteers, who offer their services without remuneration. As a result of this study, the following findings emerged on which the recommendations are based.

## **7.2 Findings and Recommendations**

The findings and recommendations of this study are as follows:

### **7.2.1 Findings**

From the foregoing research, it has emerged that:

Persons who commit crimes do so against the will and desire of the community where they live.

As a result, offenders are removed from society and sent to prisons for incarceration.

On admission into prisons, offenders undergo a process of classification to determine each one's individual needs in order to allocate each individual to a suitable treatment programme. The type of institution where each offender should be detained for the duration of incarceration, is also determined during the process of classification.

Various treatment programmes are conducted by specialists to assist inmates. Programmes are *inter alia* social work services, spiritual work, psychological treatment and counselling. The aim of these programmes is to improve the behaviour and attitude of the offenders for better reintegration.

The programmes assist to prepare the inmates for final release and placement on parole.

The pre-release preparation programmes, in South Africa, are currently conducted within the large prisons.

Problems are encountered by inmates in correctional institutions because of the contaminating effects, which are caused by the artificial environment of prisons with bad influences from elements such as gangs in prisons.

Halfway houses, in America, have proved to be better facilities for the treatment programmes (Latessa and Allen 1997:364), because they:

- are more humane
- address most problems encountered by inmates such as economic, social, housing and employment problems

- are more cost effective than imprisonment
- are established in the community where each individual lives
- show in statistics more improvements among inmates treated in the community correctional facilities than in prisons
- show that the community residences have no effects on the value of neighbourhood safety
- reveal that the community residences do not generate adverse impacts on the surrounding community.

Halfway houses should be efficiently and effectively managed in order to achieve their objectives. The halfway house, as a transitional community-based residential facility, is an important mechanism where inmates can effectively be prepared for placement on parole.

Planning of halfway houses should be properly done to iron out problems that may hinder their smooth functioning.

Employees of the house should be motivated to achieve their best services.

Specialised treatment programmes assist inmates to face their future life more meaningfully.

Pre-release preparation programmes play a major role in the offenders' reintegration process

Residents are prepared in advance for their final release/placement by enabling them to make contact with their families, friends, members of society and prospective employers.

Pre-release preparation programmes such as work-release programmes have more advantages than disadvantages for the inmate, family, victim and the state.

Volunteers and para-professionals are utilised to compensate for the shortage of professionals. The volunteers play an influential role in persuading the inmates through their experience.

### **7.2.2 Recommendations**

The community correctional facilities have more advantages than the institutional treatment for offenders. It is for this reason that the establishment of halfway houses is recommended in South Africa. The South African pre-release preparation programmes encounter numerous problems due to the artificial environment in which inmates live while being prepared for release/placement.

Inmates who are referred to halfway houses for treatment and pre-release programmes should be carefully selected to avoid misuse of the facilities which are minimum security categories. Inmates imprisoned for aggressive crimes such as murder, armed robbery, sexual offences or child abuse should not be considered for referral to halfway houses. The inmates should preferably be those who are due for release/placement within a period of six months. The pre-releasees/pre-parolees should be selected on merit for their good behaviour and attitude.

It is important that these facilities be decentralised in order to accommodate inmates near their places of origin or places where they intend to settle after release/placement.

The residential facilities should be within accessible distance to enable the programmes of furloughs and bridging to be practical. The work and release programmes should be practically possible, that is residents should be able to go to work and study facilities and to return to the house in the evening. The community-based correctional facilities should be properly planned before establishment and they can be privately or publicly owned. If privately owned, the Department of Correctional Services should retain the supervisory role to monitor all proceedings in order to prepare for supervision after placement. Donors can be obtained to supplement funds for the establishment and maintenance of the house. These facilities can be established in available structures such as mine buildings, school buildings, church facilities municipal buildings which are no longer used. The buildings can be converted into minimum security facilities. The proposal made by the former Minister of the Department of Correctional Services - Dr S. Mzimela in *The Star* Newspaper of 13 February 1998 :2 and *Herald* of 21 April 1997:4, jg.153,Nr 93, to convert city buildings in town into the community correctional facilities, can serve as a stepping stone toward establishing halfway houses.

Halfway houses should be located in a normal residential neighbourhood to enable their residents to achieve normalisation and integration into the community (Zehr, 1995). Such localities lessen the problems of transporting residents to and from work and study centres. They enable the families/friends to visit the residents. The facilities become accessible to the professionals and volunteers to visit the houses to conduct classes. The Department of Correctional Services should retain the pre-release

preparation programmes in order to accommodate those inmates who do not qualify for residence in the halfway house.

The establishment of houses can alleviate the prisons from the overcrowding and contaminating effects experienced in institutions. Halfway houses can accommodate other categories of inmates such as drug addicts and alcoholics, juveniles and disabled inmates.

It is hoped that thorough planning and preparation can establish successful halfway houses. The advantages encountered with halfway houses overshadow the disadvantages that may be experienced.



### 7.3 BIBLIOGRAPHY

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