

The Victims' Charter



Commission for Gender Equality

A society free from gender oppression and inequality

Assessing the Effectiveness
of Implementation by the
National Prosecuting Authority
and Department of Social
Development

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FOREWORD

Due to the high level of crime being experienced by South Africans, the Commission for Gender Equality has embarked on its second Victims' Charter Project, focussing attention on the services and facilities provided to the victims of crime. This report contributes towards measuring the effectiveness and efficiency of the implementation of the Victims' Charter by identifying the challenges that still need to be addressed.

The Commission trusts that the report will be received and used in good spirit by all relevant stakeholders and that it will help institutions to view victims as important stakeholders in combating crime. The fight against gender-based violence will only be won through the combined efforts of all those that are touched by this scourge



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ACRONYMS AND ABBREVIATIONS

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AIDS	Acquired Immune Deficiency Syndrome
CGE	Commission for Gender Equality
DoJ	Department of Justice
DoH	Department of Health
DSD	Department of Social Development
FBOs	Faith based Organisations
HIV	Human Immunodeficiency Virus
EPWP	Extended Public Works Programme
ICP	Individual Care Plan
IDMT	Inter-Departmental Management Team
IDP	Individual Development Plan
IOM	International Organisation for Migration
NIP	National Implementation Plan for Service Charter for Victims of Crime
NCPS	National Crime Prevention Strategy
NPA	National Prosecuting Authority
PEP	Post-Exposure Prophylaxis
SAPS	South African Police Services
SOCA	Sexual Offences and Community Affairs
TCC	Thuthuzela Care Centre
UNICEF	United Nations International Children's Emergency Fund
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
VAO	Victim Assistant Officer
VC	Victims' Charter
VEP	Victim Empowerment Programme
VEF	Victim Empowerment Forum
WJEI	Women's Justice and Empowerment Initiative

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SECTION 1:

Background
and Overview

SECTION 1: Background and Overview

1.1. Introduction

This report is the second in a series of reports that the Commission for Gender Equality (CGE) has published on the implementation of the Victims' Charter (VC). In each financial year, a VC report will be published, focussing on two key government departments that have been earmarked to implement the VC. The first report was published in 2009 and focused on the work of the Department of Justice (DoJ) and the South African Police Services (SAPS). This report focuses attention on the work of the National Prosecuting Authority (NPA) and the Department of Social Development (DSD). For a holistic perspective, the current report should be read in conjunction with the first report. For the purpose of this research, the units of analysis within the NPA are the Thuthuzela Care Centres (TCCs), and within the DSD, and Shelters for abused women and children.

1.2. Objectives of the study

The overall purpose of the study is underpinned by the CGE's commitment to monitor the implementation of the VC by government institutions. The study sought to assess whether or not the key departments that are earmarked to implement the VC (i.e. South African Police Services, Department of Justice, National Prosecuting Authority, Department of Social Development, Department of Health and Department of Correctional Services) - are implementing it in a manner that is consistent with the guiding policy documents, and also in a manner that adequately serves the rights of the victims of crime in South Africa. For the purpose of this study, special emphasis is placed on victims of sexual and domestic violence.

The specific objectives of this study are to:

- Assess whether the implementation of the VC by the NPA and the DSD is consistent with the guiding policy documents;
- Establish whether the services, conditions and infrastructure in the TCCs and shelters meet the minimum standards as prescribed;
- Identify gaps and challenges with a view to making recommendations for the effective implementation of the VC; and
- Report to Parliament on the implementation of the VC in the country.

1.3. Methodology

A qualitative research methodology was adopted to enable the study to place greater emphasis on understanding the experiences and meanings of the individuals who were interviewed as sources of knowledge and insights into the implementation of the Victims' Charter. A qualitative methodological approach seeks to gain greater understanding of social phenomena in context-

specific settings. Strauss and Corbin argue that qualitative methods can be better used to understand any phenomenon about which little is yet known. They can also be used to gain new perspectives on things about which much is already known, or to gain more in-depth information that may be difficult to convey quantitatively. In support of Strauss and Corbin, Guba and Lincoln reaffirmed this notion by stating that “if you want people to understand better than they otherwise might, provide them with information in the form in which they usually experience it”. As part of the qualitative methodology, an in-depth literature review was carried out, focussing on identifying some of the key issues raised by the implementation of the VC. The second method was the in-depth interviews that were carried out with the relevant officials from the two national institutions and their provincial/local counter-parts and/or agencies. The in-depth interviews were accompanied by observations based on a checklist of things that were to be observed from the shelters and TCC’s.

The implementation of the Victims’ Charter is the responsibility of several government departments and agencies at national level. In the case of government departments, this includes their provincial counterparts. The National Department of Justice & Constitutional Development (DOJ & CD) is the lead institution, ensuring that the policy is implemented effectively at national, provincial and local levels. This is done in partnership with five other institutions in the Crime and Justice cluster: the national departments of Social Development, the National Prosecuting Authority, the Department of Housing, the South African Police Services and the Department of Correctional Services. The provincial counterparts or local agencies of some of these departments are also important role-players in the implementation of the VC. The roles and functions of the provincial counterparts and/or agencies of these institutions are crucial. For instance, while the national role-players place greater emphasis on formulating policy frameworks and strategies and setting standards, the provincial and local role-players are responsible for implementation at provincial and local level in line with the prescriptions of the Charter. At local level, strong partnerships are encouraged not only between government agencies, but between non-governmental organisations, community-based organisations, womens’ groupings, holders of traditional knowledge, the private sector, the scientific community and private individuals.

This report is based on the work of the national departments of Social Development and the NPA in the five provinces of Gauteng, Eastern Cape, KwaZulu-Natal, Western Cape and Northern Cape. The same set of questions was used for both the national and provincial level officials involved in the implementation of the VC. The questions sought to focus attention on, amongst other things, policy formulation, policy cohesion, coordination of services and the support given to implementers of the VC. In particular the aspects of support to be examined include systems support, budget allocation and training provided for victims of crime. The set of questions for Coordinators in both institutions focused on aspects such as policy implementation by the provincial coordinators and service providers as well as the training and support programmes and budgetary constraints.

The distribution of respondents is as follows:

- National Institutions: Two national officials in the National Prosecuting Authority were interviewed. One coordinates the Victim Empowerment Programme while the other coordinates the Victims' Charter. One official who is responsible for both VC and VEP programmes in the department of Social Development was interviewed.
- The DSD: Five provincial coordinators were interviewed. All provincial coordinators in the study are appointed by the DOJ & CD and are assigned the responsibility of coordinating and implementing activities on the Victims' Charter. They are all either deputy directors (i.e. in Eastern Cape and Gauteng) or Directors (KwaZulu-Natal, Northern Cape and Free State)
- The NPA: Five Coordinators were interviewed - two from the national level and three from the provinces.
- A total number of sixteen shelters were visited, and shelter managers interviewed. Socio-economic and geographical considerations (e.g. urban-rural divides and geographic location) were used to select the shelters. Site coordinators were interviewed about the work of the shelters, including the services rendered and availability of facilities for victims of crime.
- A total of seventeen (17) centres were covered and their site coordinators interviewed. The site coordinators were also interviewed about the work of these centres, the nature of the services rendered and availability of appropriate facilities.

1.3.1. Limitations of the study

The study was subject to three crucial limitations that need to be acknowledged as they have the potential to impact negatively on the robustness of the findings. Firstly, the capacity of the research team was a key weakness. The number of researchers was small, which made it difficult to cover all the key aspects of the project in all the nine provinces. As a result, the study was confined to the two national institutions (the DSD and NPA) as well as their provincial counterparts or agencies in only five provinces.

Secondly, the lack of adequate resources was an important constraint as it affected the scope of the project as well as the depth of the investigations. The result was therefore, that the project was confined to a selected number of provinces, institutions and key informants. It is also worth noting that the victims of crime were not interviewed for this study due to insufficient funding. This would have brought more perspectives to the study and enriched the recommendations.

Thirdly, as indicated already, the study focused attention on five provinces only, in addition to the two national institutions. Therefore the findings should be seen in the context of these limitations. The findings might not be easily generalized to other provinces and institutions. Nonetheless this report should be read in conjunction with other reports in this project, which focus attention on other departments and other state institutions, in order to gain a broader

perspective of the experiences of other institutions with respect to the implementation of the Victims' Charter.

Finally, the data collected through direct field observations from the TCCs and the shelters were insufficient to develop strong insights on these institutions. As a result, the analysis is confined to the materials from the in-depth interviews conducted with the officials from the implementing agencies.

1.4. Definition of key concepts

The following concepts will be used throughout this report. The definition and explanations of some of these concepts will assist the reader in gaining greater understanding of the findings contained in the report.

Conditions: The physical state of the buildings (TCCs and shelters), have the potential to influence the quality of services that are rendered. This would include the availability of toilets, consulting and examination rooms, as well as displaying information that is relevant and accessible to victims of crime

Domestic violence: The Domestic Violence Act, 1998 (Act No. 116 of 1998), defines domestic violence as physical abuse; sexual abuse; emotional, verbal and psychological abuse; economic abuse; intimidation; harassment; stalking; damage to property; entry into the complainant's residence without consent, where the parties do not share the same residence; or any other controlling or abusive behaviour towards a complainant, where such conduct harms, or may cause imminent harm to the safety, health or wellbeing of the complainant.

Individual Care Plan: The care plan flowing from a developmental assessment is drafted together with the victim. The care plan should include long term arrangements to deal with the situation effectively.

Individual Development Plan: The IDP is linked to the care plan and concentrates on the strengths within the victim as well as the developmental needs identified. This is crucial in the long term planning for the victim.

Services: In the context of the VC and Victim Empowerment Forum (VEF), services would include, but not be limited to, the provision of trauma counselling, shelter, support and empowerment to victims of sexual and domestic violence.

Sexual violence: The World Health Organization defines sexual violence as "any sexual act;

attempt to obtain a sexual act; unwanted sexual comments or advances; or acts to traffic women's sexuality, using coercion; threats of harm or physical force, by any person regardless of relationship to the survivor, in any setting, including but not limited to home and work". The scope of the definition is expanded to include forced sex, sexual coercion, rape of adult and adolescent men and women, and child sexual abuse .

Shelter: A residential facility providing short-term intervention in a crisis situation (from two weeks to approximately six months, as the need dictates). This intervention includes meeting the basic needs of the victims of crime (e.g. protection, food and clothing) as well as support, counselling and skills development (inter alia, victims' rights and capacity building).

Training: Can be defined as an interactive learning process enabling individuals and communities to develop skills, knowledge and attitudes and to share lessons learnt so as to improve service delivery. This could include a two-day to five-day training/skills development workshop.

Thuthuzela Care Centres: One-stop facilities that were introduced as a critical part of South Africa's anti-rape strategy, aiming to reduce secondary trauma for the victim, improve conviction rates and reduce the turnaround time for finalising cases.

Victims: In terms of 'The Minimum Standards for Services for Victims of Crime' policy document, a victim is defined as: "...a person who has suffered harm, including physical or mental injury, emotional suffering, economic loss or substantial impairment of his or her fundamental human rights, through acts or omissions that are in violation of our criminal law". Victim also includes, where appropriate, the immediate family or dependents of the direct victim. A person may be considered a victim regardless of whether the perpetrator is identified, apprehended, prosecuted, or convicted and regardless of the familial relationship with the perpetrator of the crime. Victim is inclusive of all, without prejudice of any kind on the grounds of race, gender, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language or birth.

Victim Impact Statement: This is a voluntary statement written by the victim of crime describing how the crime has affected the victim and his or her loved ones. It also provides input into how the court can best hold the offender accountable for the harm s/he has caused. If the defendant pleads guilty or is found guilty after the trial, the impact statement will help the judges to understand how the crime has affected the victim or those close to him or her.

1.5. Guiding policy documents

In monitoring the respective departments' implementation of the VC, the following guiding documents were utilised:

1.5.1 The National Implementation Plan (NIP) for Service Charter for Victims of Crime

In line with the NIP, the government departments that participate in the implementation of the VC commit themselves towards ensuring, among other things, that victims have access to victim-friendly facilities and information to ensure that their contact with the criminal justice system does not victimise them further.

The NIP is a blueprint according to which government departments are expected to provide services and interventions to victims of crime to ensure that their rights are realised. The NIP covers the Medium-Term Expenditure Framework (MTEF) period (i.e. 2006 to 2011). The NIP focuses on various key interventions in areas such as the training of service providers; the development of VC policies; developing national and provincial directorates; providing victim-friendly services; improving workflows and case management; establishing a toll-free line and website; conducting public education campaigns; conducting research on secondary victimisation; and performing monitoring and evaluation.

1.5.2. National policy guidelines for victim empowerment

The Department of Social Development describes the Victim Empowerment Programme as “a criminal justice system programme that is run through a number of departments, including social development, correctional services, justice and constitutional development, South African Police Services, the National Prosecution Authority and the Department of Health”. The department adds that its role is to be “the lead department on the programme and coordinates the programme within the criminal justice system”. Various departments are allocated different roles and responsibilities in the provision of services in this programme and the services vary from registering and investigating cases to offering medical and legal services by health professionals and ultimately prosecuting the case through the courts. This policy document serves as a point of reference for all stakeholders regarding the establishment, development, delivery and nature of services, and their benefits to victims.

The policy guidelines advocate that crime prevention programmes be approached from a social development perspective and should have a strong focus on women, children and the youth. At a principal level it establishes as important, recognition that victimization, in itself, constitutes human rights violation. The six identified priority areas for implementation of

this policy refer specifically to areas of victimization within which the victim is often already vulnerable, including violence against women, and domestic violence.

1.5.3. Minimum standards for service delivery in victim empowerment

The document on minimum standards provides service providers with information on what they are expected to do when rendering services to victims. The document serves as a guideline to ensure developmental quality assurance in service delivery.

1.5.4. Policy framework and strategy for shelters for victims of domestic violence in South Africa

The purpose of this policy is to provide a strategy for the establishment of safe shelters for victims of domestic violence. The main aims are to prevent secondary victimisation, to break the cycle of domestic violence and to ensure the safety and security of victims.

1.5.5. Guidelines for services to victims of sexual offences

These guidelines are meant to assist social service professionals to improve and maintain minimum standards and procedures when delivering services to victims of sexual offences, in order to minimise secondary victimisation and facilitate recovery from psychological and emotional harm as a result of sexual victimisation.

1.5.6. The Service Charter for Victims of Crime in South Africa, 2004 and Minimum Standards for Victims of Crime

In 2004, Cabinet approved a Service Charter for Victims of Crime in South Africa (hereafter referred to as the Victims' Charter), as well as Minimum Standards on Services for Victims of Crime (hereafter referred to as the Minimum Standards). The latter was intended to assist in the implementation of the Victims' Charter. These documents were informed by an earlier document, the Minimum Standards for Services to Victims of Crime, which was developed by the Department of Social Development and launched in 2002. The Victims' Charter and the Minimum Standards serve as a means of protecting and promoting the rights of victims in compliance with South Africa's obligations under various international and regional human rights instruments.

The Victims' Charter and Minimum Standards provide an important framework for the consolidation of all laws and policies in relation to the rights of and services provided to victims of crime and violence. They are intended to promote excellence in service delivery to victims of crime.

Some of its key objectives are to:

- Eliminate secondary victimisation in the criminal justice process;
- Ensure that victims remain central to the criminal justice process;
- Clarify the service standards that can be expected by and are to be accorded to victims whenever they come into contact with the criminal justice and associated systems;
- Make provision for victims' recourse when standards are not met.

The Minimum Standards provide service practitioners with information on what is expected of them when rendering services to victims. They also provide clients with information on what to expect from practitioners. Proficiency, professionalism and respect for the client are uppermost in service delivery. Minimum Standards further serve as a guideline for developmental quality assurance in service delivery. The Minimum Standards include complaint mechanisms to address failure to adhere to the Minimum Standards.

The Victims' Charter spells out seven rights which victims are entitled to. These are:

- The right to be treated with fairness and respect for dignity and privacy;
- The right to offer information;
- The right to receive information;
- The right to protection;
- The right to assistance;
- The right to compensation; and
- The right to restitution.

1.6. Brief background on TCCs and shelters

1.6.1. The Thuthuzela Care Centres

The TCC project is led by the NPA's Sexual Offences and Community Affairs Unit (SOCA) in partnership with various departments and donors in response to the urgent need for an integrated strategy for the prevention of, response to and support for victims of rape. The TCCs are one-stop facilities that were introduced as part of South Africa's anti-rape strategy, with the aim of reducing secondary victimisation, improving conviction rates and reducing the cycle time for the finalisation of cases.

TCCs are staffed by an on-site coordinator, a nursing practitioner, a medical doctor, a social worker, a dedicated case manager, a Victim Assistance Officer (VAO) and a police officer. All of them are on call 24 hours a day. The role of the VAO is to explain to the survivor the procedures that need to be performed, and helps the survivor understand the examination

and complaints filing process, including the signing of consent forms. The case manager begins to work with the victim to make sure that the docket will be kept in order. Finally, the site coordinator ensures all services provided by the different role-players are coordinated synergistically to prevent secondary victimisation. There is a clear process flow of activities taking place in a TCC.

1.6.2. Shelters for abused women and children

In terms of the Minimum Standards for Service delivery in shelters for abused women and children, The Shelter Strategy was designed as a response to the gap that was identified with the effective implementation of the Domestic Violence Act. The Department of Social Development is the lead department to facilitate the establishment, coordination and the implementation of the strategy on safe shelters for victims of domestic violence and other victims of crime in South Africa.

The Strategy serves as an implementation guide to stakeholders such as the departments of Justice and Constitutional Development, Social Development, Health, Education, National Prosecution Authority, Correctional Services and the South African Police Services (as well as other relevant government departments), Civil Society, Academic and Research Institutions and the business sector. The effective implementation of the strategy requires all role-players to work in partnership and commit resources.

Although the strategy was designed for the establishment of shelters for abused women and their children, it does not necessarily discriminate against men who have been abused. The shelters were designed to provide a safe haven to all those who have suffered from domestic violence abuse.

SECTION 2:

The Findings

SECTION 2: THE FINDINGS

This chapter focuses on key findings about the implementation of the Victims' Charter in the five provinces identified above, as well as the national office of the DSD and the NPA. An analysis of the responses has coverage of all three tiers of governance in South Africa, namely the national coordinators of the departments of DSD and NPA; the provincial coordinators and the site managers of the shelters and the TCCs form the core of the findings of this study. However, before an analysis of the informant responses is provided, it is essential to give background details and descriptions of the facilities.

As indicated in Chapter 2 above, the interview instrument design for both the national and provincial coordinators was the same, focusing amongst others, on policy formulation, policy cohesion and coordination of services, and support given to implementers of the project, i.e. systems support, budget allocation and training interventions to victims of crime. The local stakeholders' interview instrument design in both departments focused on key areas such as policy implementation by both the site coordinators and the service providers; training programmes and budgetary constraints.

The provincial coordinators are DOJ & CD officials who are assigned with the responsibility of coordinating and implementing activities on the Victims' Charter. The majority are senior state attorneys appointed either at deputy director (Eastern, Gauteng) or director (Northern Cape) level. According to the national coordinator of the Victims' Charter in DOJ, "Monitoring is done through monthly reports which they submit as part of the monthly provincial plan to the national office. They report directly to the chief operating officer and not to the national office. This is difficult in the sense that reports are sometimes not received in time; hence the reporting mechanism is problematic. They also report to the provincial Victim Empowerment Forum. One national coordinator stated, "When we allocate funds to provinces we also request that they provide us with reports with expenditures in terms of how they used the budget. We have not been successful in getting all the reports but they have until the end of April 2012 to do so". The absence of reports in this study has been found to be extremely problematic, hence a heavy reliance on what the officials reported as their achievements.

2.1. Findings on the NPA and Thuthuzela Care Centres

2.1.1. Policy articulation and the department's role in the implementation of the Victims' Charter.

National: Both the national coordinator of the Victims Empowerment Programme and the national coordinator of the Victims' Charter articulated the Victims' Charter as a legal framework for victims' rights. It is an Interdepartmental programme that is led by the Department of Justice and Constitutional Development (DOJ & CD). Other role-players include the departments of DOH; DSD; SAPS; Education (DOE), DCS and NPA. This interdepartmental team serves as the strategic management team of the Victims' Charter, responsible for policy and programme formulation and ensuring uniform policy implementation across provinces. It is aimed at ensuring recourse for the victims of gender-based violence. The Thuthuzela Care Centres - (Thuthuzela means comfort) - are a flagship programme of the NPA. Within a Thuthuzela centre all services are coordinated from one room, hence

the name 'One Stop Centres'. In the centre there is a police official, a social worker, and a victim assistance officer". The TCC's main objective is to increase the conviction rate of perpetrators of sexual violence as well as to protect the victims of sexual violence. Victims are made aware of their rights and what to expect from the department in terms of the provision of services in order to realise those rights. If services are not according to their expectations as prescribed by policy they should know where to go to, and what recourse to take. It also reminds the service providers that victims have feelings, hence they should be treated with empathy. It is therefore an empowering tool for victims of gender-based violence and an accountability tool for service providers.

The national coordinators articulated the rights of victims as prescribed by policy as follows:

- They have a right to services.
- They have a right to be listened to with compassion.
- They have a right to know what is going to be done in terms of the examination they would undergo and the processes thereafter
- They have a right to also give consent to be examined
- They have a right to confidentiality.
- They have a right to know the service providers who will be rendering a service through the process
- They have a right to information. This includes information about knowing where to go if they are dissatisfied with the services rendered by a particular service provider.

The provincial coordinators response:

According to the Eastern Cape coordinator, "the Victims' Charter is a document drafted by government that seeks to protect the rights of victims of crime. The SOCA unit was involved in the development of the plan, therefore from a prosecutions perspective, the department is involved in the provision of services that are aligned to the rights and standards as set out in the Charter." The role of NPA and in particular Sexual Offences and Community Affairs (SOCA) Unit is to place the victims of gender-based violence at a centre stage. The Thuthuzela Care Centre model is victim-centred and journeys the victims from the day the case is reported until the case is finalised. Therefore our role is to turn victims into survivors."

The Northern Cape coordinator also defined the Victims' Charter as a tool to explain the rights of the victims of crime and the services available to them. He further elaborated on its goal of empowering victims by recognizing and meeting their needs. In terms of the TCCs, the department has appointed a Victim Assistance Officer (VAO) who literally holds the hand of the victim throughout the Criminal Justice System (CJS) process.

It would appear that there is a common understanding among officials of current policy and obligations regarding what services the victims of crime should be afforded by officials within the justice system.

2.1.2. Provision of services to victims who do not want to formalize interaction with the criminal justice system

The national coordinators stated that all victims are examined, counselled and provided with the necessary medical care irrespective of whether or not they would like to formalize their interaction with the criminal justice system. Adult victims are never coerced to open cases; but all due processes are followed, and evidence is collected as if the matter would be going to court. It is kept for three (3) months to ensure that if the victim changes her mind and would like to take the case to court, all evidence is still available. In terms of dealing with children, this is non-negotiable because the law prescribes that a criminal case should be opened.

Services were further expanded by the Victim Empowerment coordinator who indicated that the NPA offered public awareness and education programmes. A popular programme that targets the rural community is the Ndabezitha Izimbizo Project, which was launched on 3 February 2010 at Moshana Village, Lehurutshe (North West). It is an initiative led by the NPA Sexual Offences and Community Affairs (SOCA) unit in partnership with the DOJ & CD, Chief Directorate of the Promotion of the Rights of Vulnerable Persons, the National House of Traditional Leadership and the Malebongwe Women's Development Organisation. The GCIS describes it as "a public awareness and legal education initiative aimed at empowering rural communities on the issues of domestic violence... that seeks not only to bridge the gap in service provision between rural and urban communities, but also between men and women, boys and girls." It advocates domestic violence as a crime. It targets provinces where the traditional houses are located. These are: KwaZulu-Natal, Eastern Cape, Limpopo, Northern Cape, North West and Mpumalanga.

Provincial responses:

According to the Gauteng Provincial respondent, the TCCs render services to all victims of sexual abuse regardless of whether or not they want to report a case to the police. If a victim arrives at the TCC, s/he will receive all medical and psycho-social services required as per the national policies, and provincial or local protocols. This was corroborated by the Eastern Cape respondent who argued that "Every... alleged victim of gender-based violence crime is counselled and encouraged to proceed with the case so that the perpetrator is brought to account for his/her actions..." The respondent added that "The victim is prepared by highly trained staff to ensure that ... s/he is able to face the perpetrator in court..." In general, the services provided to victims who do not seek to formalise their interaction with the VC include face-to-face counselling, telephonic counselling, group therapy, and shelter services. Other services provided include pre-trial assessments, paralegal services, information, and referral services. According to the Northern Cape coordinator, no victim will be turned away from any TCC, whether they would like to lay a charge or not.

2.1.3. Support programmes for male victims of crime

The national coordinators explained that the Thuthuzela centres were established to cater for victims of sexual abuse from both genders in mind; however the majority of their clients were women. There are few instances of reported cases of young boys between the ages of 10 and 14 and few men coming to the centre. The TCC personnel take victims' anus swabs, and then counsel them. They are referred to the DSD shelters if a need arises. The NPA was in the process of formalising partnerships with an organisation called 'Brothers for Life'.

Provincial responses:

The provinces revealed that they are guided by national policy in terms of rendering services to victims of crime. Male victims are treated the same way as female victims. The Gauteng coordinator explained that TCCs deal with victims of sexual abuse, and staff at the TCCs are trained to deal with all victims in accordance with the acute needs that each victim requires. All victims are entitled to a holistic range of comprehensive services. Each victim is accorded different intervention programmes, based on their needs. An example hereof would be that the medical examination would differ but the post exposure prophylaxis and counselling regime still needs to be administered. Whilst they require counselling as with all other victims, the counselling programme would differ. According to the Northern Cape coordinator, all services are for both genders.

2.1.4. Estimated budget allocation and utilisation for victim support in 2011/2012

The national coordinator of the Thuthuzela care centres stated that it was difficult to estimate the total budget allocation for the whole programme because victims support straddles across a number of other departments. She could only account for the appointment of a Victim Assistance Officer (VAO) whose salary scale during 2010/11 was R121 290 plus 31% in lieu of benefits. The VAO serves as the main link between the victim and the court proceedings. The VAO keeps a database of all victims under his or her care; and liaises with the victim in terms of his or her responses to medication; and ensures that all other material and health needs are met. The VOA is also responsible for referring cases to the relevant stakeholders and departments.

With donor funding for victim support the TCC buys toys for children, groceries and clothing for adult victims because their clothes must be kept for DNA testing. The TCC serves as a real support mechanism in that social workers give the counselling and NGOs the requisite support. The TCCs get donations like comfort packs (toothbrush, face cloth, etc.) from the hospitals. The national coordinator for the Victims' Charter revealed that "the comfort packs are donated to the hospitals and not to us."

Provincial responses

While the national coordinators did not refer to this, the provincial coordinators revealed that the NPA works in partnership with the Research Triangle Institute (RTI) and receives

some of its funding from them. The RTI is the implementing partner for the USAID Women’s Justice and Empowerment Initiative (WJEI) in South Africa. It aims to assist the South African government with upgrading and expanding rape care management services through the creation of TCCs over a three-year period. The RTI provides assistance to the SOCA of the NPA to ensure that rape survivors have 24-hour access to essential services at TCCs, as well as initial and long-term psychosocial support services. However, like their national counterparts the provincial coordinators could not elaborate on their total budget allocation.

2.1.5. Case tracking mechanisms within the system

All the victims are recorded in a register. The NPA employs a case manager, who is a lawyer or prosecutor who sits in court and liaises constantly with the TCC. The case manager works closely with the site coordinator, who is also employed by the NPA. The case manager is responsible for screening each docket; s/he identifies gaps so that the case is watertight by the time it goes to court. S/he facilitates meetings between the witness and victim and the prosecutor who will be dealing with the case in court. They also identify any loopholes that would cause unnecessary delays in terms of the finalisation of cases. Through this initiative, the case manager is able to ensure that the conviction rate of perpetrators of sexual assault cases is increased. The national coordinator for the Victims’ Charter argued that “the conviction rate during the first quarter (Q1) of 2010/11 was 58.8%, Q2-61.7%, Q3-65.2% and Q4-66.3% with an average of 63%. (This is from 27 TCCs).

The TCCs are unique in that all activities relating to cases of sexual assault are dealt with in one centre. All officials who work in the TCC are trained in order to be able to know what to do per case. The NPA provides case management training. This also facilitates the high conviction rate compared to the other cases that are dealt with in ordinary courts.

Table 1: Number of cases recorded in TCCS during 2010/11 from 45 TCCs

Quarter 1	Quarter 2	Quarter 3	Quarter 4	Total
3681	3782	6256	6597	20 496

Source: National coordinator, VC

According to the VEP coordinator, another tracking mechanism is the Victim Impact Statement. All prosecutors are required to get that statement from victims.

Provincial responses

The site managers’ response conforms to national policy, in that victims’ cases are tracked through the department’s information management system. The NPA has devised a model of tracking victims through Case Managers whose job is, inter alia, to track victims’ cases from the police station to the courts. In Gauteng, there were two (2) vacancies for the five (5) TCCs in the province during the data collection phase. The Eastern Cape respondent for example, indicated that within the Thuthuzela Model they have a case manager who is

a Prosecutor who amongst others, tracks cases of victims from police stations and courts. This is also the case in in Port Shepstone (KWAZULU-NATAL). Furthermore there is a Victim Assistant Officer (VAO) who serves as a link between the Thuthuzela centre and the victims in terms of continually liaising and informing the victim of the progress of cases. This is a standard practice in the three provinces covered. The Northern Cape coordinator explained that the case managers are based at a specific court which is attached to a particular TCC, and their primary function is to manage and track cases which are referred to court by the TCC. They manage a database which contains all relevant information pertaining to all TCC cases.

2.1.6. Interventions to empower victims who become unemployed as a result of crime

The NPA is not responsible for creating jobs for victims of crime; but refers such cases to the relevant social partners, especially the DSD. The NPA officials usually write letters to the employers of the victims requesting that they be given time off when they are due for court appearance. Those who are still in school are referred for bursaries in order to assist them to continue with their studies.

The NPA works closely with the Department of Basic Education in a Thuthuzela Leadership Programme for Girls. Forty-five (45) previously sexually abused girls participate in the programme and live in the TCCs. The two departments work in a project in partnership with UNICEF and SABC, and the girls are taught basic filming skills. They have been able to film their own stories on sexual violence and domestic violence and how it impacts on them, in a programme called 'Our stories in our voices: What impact it has'. The programme has been aired on television. Another joint programme with the Education Department is the 'Girls Education Movement (GEM)'. Girls who have been victims of sexual abuse are identified and supported through the programmes that enhance their self concept.

Provincial responses

The Gauteng provincial coordinator explained that the victims receive a range of services and the TCCs have various networks available to them. Whilst employment is not a specific intervention identified as part of the TCC programme, if assistance is required, it can be arranged. "We have had cases reported to the Victim Assistant Officers to assist with the lodging of complaints with the CCMA, but they do not assist with the actual claim, as this is beyond the scope and area of expertise. Hence victims are referred to the relevant organisations within the network." The Northern Cape coordinator on the other hand, explained that in some courts, prosecutors may follow the restorative justice route, although this may not be applicable to gender-based violence cases. The Eastern Cape respondent said that "generally, because we deal with victims of gender-based violence, we assist victims to apply for maintenance from their spouses or live-in partners to ensure that victims are supported." Therefore the TCCs service the victims through referring them to social partners whose mandate is to render a particular service.

2.1.7. Internal coordination to ensure uniform services for victims across provinces

The NPA has developed a watertight external coordination management system, as articulated by the respondents below. It cascades down to social partners and stakeholders at local implementation level.

Interestingly, the VEP coordinator said that internal coordination in the department was a new phenomenon. It is fragmented in that officials worked in silos - and it was difficult to know the work of other divisions. She added, "We now have an internal caucus where we inform each other about the programmes". She alluded to the existence of an Inter-Departmental Management Team (IDMT), which is a national structure that comprises of seven (7) departments. It is a strategic management team which is responsible for the development of policies and coordination of programmes to be implemented at provincial level. The team meets monthly and sometimes bi-monthly.

At provincial level the Gender Justice Fora have been established. The NPA appoints provincial managers whose responsibility is to ensure that uniform standards are upheld regarding the functioning of Thuthuzela Care Centres. The provincial TCC managers are responsible for the coordination of monthly meetings with all the relevant stakeholders including NGOs. In some provinces, meetings are held on a quarterly basis. It is at this forum that provincial plans are developed; implementation challenges are identified and possible solutions are sought. Gender-based violence is dealt with holistically - not just sexual offences - and joint public awareness campaigns are planned in an integrated manner.

In response to who coordinates local government; the respondent stated that her office is responsible for coordinating monthly meetings with service providers. This structure becomes a feedback loop for reporting on emergent cases, identifying challenges and coming up with possible solutions. In instances where it is difficult to come up with a remedial solution to problems, then the structure refers the problem to the provincial structure. The national structure serves as a last resort for resolving cases in instances where it is difficult for the province to find solutions. The national coordinator reported that she "even conducts visits to the premiers' offices so that they can give directives to their provinces".

In collaboration with the national office, the provincial offices develop their unique governance tools for the management of the TCCs, known as a Protocol. It is a clear guideline on implementation and each province has to contextualize its own, based on its unique provincial dynamics- e.g. training has to be contextualised per province, the roles and responsibilities of each service provider in the TCC should be clearly articulated so that they could be held accountable. Another important feature is the Service Level Agreements (SLA) that the provinces sign with their respective government counterparts, where each partner commits to specific provision of services. This is the backbone of the TCCs and rests solely on that collaboration.

Provincial responses

The information on provincial and local government coordination was corroborated by the provinces of KwaZulu-Natal, Gauteng and Eastern Cape respondents that the SOCA unit has developed a Thuthuzela Blueprint document which ensures uniformity across provinces. The Gauteng coordinator noted with caution that even though the protocols are developed in the provinces; because they differ in respect of resources, structures and governance mechanisms; they are deposited at head office to ensure consistency. The TCC is an inter-departmental and inter-sectored intervention and therefore cannot be 100% standardised in all provinces as a result of the differences. As a result, these processes might differ but the minimum essential services as per the blue print are contained, maintained and monitored. The TCCs that receive additional funding from private donors are better equipped than other TCCs, this was evident in the KZN.

The existence of the Gender Justice Forum was confirmed by the Northern Cape and KwaZulu-Natal provincial coordinators. This Forum consists of all relevant stakeholders including the CGE and convenes monthly to address the management of gender-based violence issues in the provinces. The implementation of resolutions is dependent on stakeholder co-operation. Stakeholders at the local level also hold implementation meetings regularly to discuss issues that have emerged through dealing with victims. Additionally, TCCs and the NPA also participate in the VEP Forum and Interprovincial Management Committee Forum where some of the implementation challenges are discussed.

2.1.8. The department's interaction with local government to support victims

National: This has been elaborated on in point 7 above. The local government is represented at the meetings and the district health services also present their plans, because some hospitals fall under district or provincial structures. This is done to ensure proper coordination of all the stakeholders, including community members, churches, Faith Based Organisations (FBOs), traditional healers and traditional leaders. The NPA has conducted several meetings with traditional leaders around domestic violence. This is in support of the Ndabezitha Izimbizo Project that is meant for rural provinces that are mentioned above.

Provincial responses

According to the Gauteng provincial coordinator, all provinces were required to establish provincial oversight committees that address the management of gender-based violence in the provinces. These committees take various forms (depending on the provincial structures). Some have separate forums whilst others have GBV addressed as a standing item on relevant forums. At these forums local government are either included or invited when needed. At site levels most of the TCCs have ward counsellors and hospital board members attending their implementation meetings and ensuring local government participation. This has however been sporadic and site coordinators have struggled to maintain regular representation at certain sites. All the other selected provinces, with the exception of KZN,

did not respond to this question. The province of KZN does appear to have these provincial structures and the CGE is represented regularly.

2.1.9. Coordination of services with other departments

The NPA signs SLAs with other government departments. A national official from the NPA indicated that other departments “must attend those provincial meetings and stakeholder meetings and also provide what their policy guidelines require them to provide. The only difference is that they provide it in a co-located place with other service providers.” The respondent added that “Another demand that we make is that victims must not wait for too long see a doctor. We now also make use of forensic nurses because there is a scarcity of doctors.”

Provincial responses

The Gauteng provincial coordinator said that uniform and standardised commitment to the programme is what is required from their provincial counterparts. When faces change at grassroots implementation level, it invariably changes services. These services are then hampered through new faces, new management styles, etc. Provincial commitment is essential. In many instances the office often finds stakeholders speaking about coordination, where each have different mandates and priorities and finding common priorities that are budgeted for, is a challenge.

The Eastern Cape respondent stated that they have ensured that each TCC has established Implementation Committees comprised of various stakeholders and that includes local government. In KwaZulu-Natal, none of the TCCs where interviews were conducted, had an Implementation Committee on site level, everything relied on the site manager. This was cited as a major challenge, pulling resources such as personnel and finance from different departments.

2.1.10. Addressing the needs of victims of violence

The national coordinator of TCCs noted that in many instances the victims of sexual abuse were females; hence the departments’ core focus is mainly female orientated. This does not necessarily discriminate against male victims of sexual abuse or children because they also received their foremost attention. The official argued that “They are allocated separate private facilities from the women, just like children. The main separate facilities are the waiting areas, because space is a major issue. Otherwise, I would have loved to have separate waiting areas for men and women, children, boys and girls”. Some female victims do not want to be examined by male doctors to ensure their privacy is respected. There are also separate ablution facilities for females and males. The offenders are allocated separate facilities and entrance to the centre because DNA evidence has to be collected. This is also done to ensure that both the offender and the victim should not meet. It was reported in the Northern Cape that the TCCs provide the same services to victims of sexual abuse irrespective of their gender. The Northern Cape Coordinator said “we will obviously where

possible, always have female staff to deal with females and male staff to deal with male victims. This is unfortunately not always possible, but we do take care when we appoint staff that they are sensitised to deal with victims of gender-based violence.”

Provincial responses:

The information about equal and non-discriminative service provision to victims of crime as a result of their gender- as articulated by the national coordinator- was corroborated by the provincial counterparts. The Eastern Cape respondent for instance argued that “Each victim is different and as such we cater for individualised approach which involves counselling, psychological interventions, court preparation to ensure that the victim is fully empowered.” The Gauteng coordinator reinforced the individualized services that are offered to victims of crime as indicated in 3 above.

2.1.11. Management of public complaints

Every TCC has copies of the Victims’ Charter and few complaints are referred to the relevant NGOs. In the past, each centre had a suggestion box or an evaluation box but it was argued that it was difficult to ask a rape victim to fill in an evaluation form especially when the violation was still in its infancy.

Provincial responses

The provinces indicated that the public complaints are managed in various ways:

- A VC that informs the handling of complaints.
- NGOs working directly with victims and complainants.
- Active feedback on services from victims and the constant reviewing and improvement of services.

A wide variety of channels have been identified within the NPA justice structure. One of the respondents from Gauteng states that “Complainants may complain to the centre staff, management of the centre staff, chief prosecutors, directors of public prosecutors, or head office”. The Eastern Cape respondent added that the victims are encouraged to be frank in their views about the services provided in order to help improve the quality of service delivery.

2.1.12. Training programme for personnel

The NPA personnel, both at national and provincial levels reported that they had received training on legislation regulating sexual offences to enable them to provide legal assistance to their clients, so that they can assess and provide psycho-social support and assistance to victims. In KZN three TCCs were identified that were newly launched, all less than six months old, therefore staff were still waiting for training, specific to working in the TCC, besides training from their different professions.

2.1.13. The purpose of the Victims Rights Week

Both VC and VEP national respondents confirmed that the NPA works in collaboration with its stakeholders in the IDMT. The team identifies a specific week in a financial year to commemorate the rights of victims of gender-based violence. Provinces are selected in line with where the campaigns are held. A public awareness plan identifying a particular theme for the year is drafted and the provincial departments and other stakeholders including traditional leaders, communities, and municipalities are invited to the campaigns. The focus of the TCCs is on the protection of the rights of the victims of sexual abuse. Included in the campaign is the holistic approach towards combating gender-based violence or violence against women and children.

Provincial responses

According to the Eastern Cape respondent, the purpose of the Victims' Rights week is to "sensitize victims about their rights within the criminal justice system. The programme is assessed by measuring the level of understanding by victims of crime of their rights". The SOCA unit is represented on the committee and participates in the programme as designed. The other two respondents from Northern Cape and Gauteng never responded to this item. In the case of KwaZulu-Natal, the Victims' Rights Week is a public event where the regional director (Ms Bridgete Shabalala) together with her personnel, address the public in various forums, such as sport grounds; churches and on local radio stations.

2.1.14. Analysis of Thuthuzela Centre site coordinator responses

According to the national coordinator of the VC Programme: Justice and Constitutional Development, the link between the provincial office and the site coordinators is very crucial to the work of the department in that provinces have two sections that work with site coordinators, who are the court managers. Each court has a manager and each district has an area court manager. The sections are called 'Court Operations' and 'Legal Services'. In both sections there is a director and a deputy director and in some provinces, there are legal administrative officers and administrators. The court managers report to the area court manager who in turn reports to the directors for Court Operations and Legal Services. Reporting takes place on a monthly, quarterly and annual basis. The system used is referred to as 'Case Flow Management'. There are also systems relating to how court managers deal with cases in terms of laws such as the Domestic Violence Act, the Sexual Offences Act, children's matters, maintenance, etc.

The site coordinators' responses fall under six main categories, namely

1. Understanding the Victims' Charter and the Victim Empowerment Programme.
2. Funding/Budget allocation.
3. Programmes offered by the TCCs.
4. Services provided to victims outside the criminal justice system.

5. Complaints Management system.
6. Programmes available to victims of crime.
7. Safety and security at the TCCs.

1. Understanding and articulation of policy (VC and VEP)

There seems to be a reasonable grasp among the site coordinators of what the VC and VEP are and what they are expected to achieve. The common understanding of the VC is that it gives rights to victims, while the VEP is a programme that seeks to empower victims. One of the respondents from the Western Cape Province said “The VC provides for the rights of victims and survivors of crime in South Africa to ensure that they do not experience secondary victimisation at any point within the criminal justice system”.

A respondent from the Eastern Cape pointed out that the VC “contains the rights of victims of crime, the processes and responsibilities of relevant stakeholders in the criminal justice system and minimum standards on services for victims of crime.” The Gauteng coordinator linked the VC to the VEP, saying that “Victim empowerment programmes are programmes that are aimed at assisting survivors of crime to cope after being victims of crime.” The respondent added that “It also aims to make sure that the victims do not return to the abuser/perpetrator because they cannot support themselves. The aim is to give them skills to make ends meet.”

The provinces echoed the seven victims’ rights as articulated in the Victims’ Charter Document, as did their national counterparts. All TCC coordinators interviewed for this study indicated that the procedures and policies for admission and assessment were in place. The TCCs are supposed to admit all victims of sexual assault and abuse. The Victim Assistant Officers do the assessments. They determine, among other things, the victim’s need to enter a shelter, and consider the circumstances surrounding the violence related to sexual assaults.

All the respondents confirmed that the TCCs provide victims with information on their rights. A respondent from the Western Cape indicated that “On our first encounter with victims, we provide them with the Understanding of the Criminal Justice System booklet, which explains victims’ rights and responsibilities in their preferred language. This is subject to availability of the document. They are also provided with posters in the waiting room, which explain the TCC model and the services which the victim is entitled to.” Respondents emphasized the importance of letting victims know their rights and what to expect, especially since not all of them knew these rights, and some may not even be literate enough to read for themselves.

2 Funding/Budget allocation

It appears that the issue of budget allocations is not fully communicated to officials.

For instance none of the site coordinators could offer useful information regarding the amount of financial resources allocated to their Centres. In KwaZulu-Natal, coordinators cited challenges with the budget. Ms Ngcobo cited that each of the personnel was from different departments, payment of salaries and monitoring are from their respective departments, and that running costs are an NPA responsibility (24th February 2011).

3 Programmes offered by the TCCs

The site coordinators indicated that they receive training, among others on: restorative justice, sexual offences, human trafficking, domestic violence and project management. TCC staff is also often invited by other stakeholders to attend different types of training that is relevant to their work. This is deemed as a worthy contribution to both the management of the centre and the improvement of service delivery.

However, there were a number of site coordinators who indicated that they had not received any form of training except for the induction process that they went through when they assumed their duties. Others were from newly established TCCs and were still undergoing induction and training in the implementation of the programme.

4 Services provided to victims outside the criminal justice system

The site coordinators confirmed that information was provided by both the national and provincial coordinators regarding the services provided by the TCCs to victims of crime outside the criminal justice system. These include counselling, examinations, and the general provision of medical care. Although victims are not influenced to open cases, all evidence compiled on their cases is kept for a period of three (3) months and is made available to victims who need to use it. Victims are prepared for the court environment by highly trained personnel to ensure that they are not frustrated and overwhelmed by the sight of the perpetrator during the court proceedings and the general hostile environment of the courts

5 Complaints management system

There seems to be a lack of uniformity amongst the site coordinators about the complaints mechanism, which varies across the TCCs. The extent of the discrepancy can be seen from statements made by the various respondents. One site coordinator from the WC said, "We advise our clients to contact head office if they have any queries or complaints." Another one, also from the WC, said, "Complaints are relayed to the site coordinator, who will forward them to the facility manager... Complaints can be forwarded directly to the facility manager, who has a 24-hour turnaround time to revert back to the victim."

A respondent from the NC said, "I always tell them, if they have a complaint they can

come to me. I also give them contact numbers for the supervisors from the respective departments so that when they are not happy they can report us to our managers.”

Lastly, all the TCCs reported that they keep a register of all victims who present themselves to the centre, with a unique TCC file and a tracking number.

6 Programmes available for victims of violent crimes

Judging from the TCC interviews, only a few respondents came close to showing an understanding of what an Individual Development Plan (IDP) was and whether the TCC had it in place. Most TCCs did not seem to understand what an IDP is, as they confused it with referrals to shelters. On whether there was an Individual Care Plan (ICP) in place, one respondent from the WC said “Yes, we do have an ICP for all survivors of domestic violence, because when you see a victim for the first time, you must make follow-ups for the person to see you for the second time and other subsequent visits. The social worker also does home visits to go and see what is happening and to see whether the children need to be removed.” The respondent from the FS said, “The NPA has an outlined safety plan which is utilised when victims of domestic violence present themselves at the centre. Cases of domestic violence are referred to organisations that are most accessible to victims.”

In response to the question on availability of therapeutic programmes, it was reported that all TCCs have a social worker on site that provides trauma counselling. Victims are further referred to other organisations within their area if they require long-term counselling. Most of the respondents reported that economic empowerment programmes fell outside the scope of the work of TCCs, but referrals are made that contribute to the economic wellbeing and empowerment of victims. Training and development programmes also fall outside the scope of TCCs. However, very often the site coordinator or VAO goes out of her way to assist victims, referring them for employment, bursaries or training opportunities.

7 Safety and security at the TCCs

All the site coordinators interviewed indicated that the TCCs have some kind of security on their premises as they were situated on hospital premises; therefore the hospital security is useful to all. TCCs mostly rely on hospital security at the gate, since they are located in public hospitals. Safety measures beyond this extent are unclear. The TCC in Kimberley was broken into twice in 2010, with all equipment being stolen. Alarms and burglar bars have subsequently been installed.

2.1.15. Conclusion

From an organizational systems analysis, it can be argued that the NPA, through its TCCs, have developed vigorous systems, policies and programmes that have been clearly cascaded

from the national to the provincial and local government levels to address the needs of the victims of sexual violence. What was missing in the study, as indicated in the limitations section, are the voices of the beneficiaries of these policies and programmes. These voices are critical in determining the extent to which the TCCs meet the guidelines and standards set in the Victims' Charter document. In addition, there remain enormous challenges in the implementation of the Victims' Charter. For instance the study identified significant gaps in information, particularly at provincial coordinator level, regarding the resources and levels of funding available for the TCCs. In addition, some provinces were still planning their interventions, signalling the differential levels of advances in the implementation of the Charter in various provinces.

2.1.16. Recommendations

The NPA needs to focus attention on the following:

- It is not clear how much funding is allocated to the TCCs. It is important that managers should know how much funding is allocated to the programme especially at local level in order to manage resources effectively, specifically in the case of the budget.
- At national level, it is important that internal coordination be strengthened in that the current feedback mechanisms are still informal and loosely coordinated.
- The Gauteng national coordinator stated that there is uniform and standardized commitment at provincial level because in many instances the provinces have different priorities and finding common priorities that are budgeted for, poses a challenge. It is therefore recommended that the issue of different priorities be taken seriously because it hampers coordination at provincial level.
- The complaints mechanisms should be standardised and understood by all staff members.
- The NPA should meaningfully participate in the Victim's Rights' Week because only one province from the selected case studies participated in the annual event.
- The NPA should expedite the training of all site coordinators, especially the newly appointed site coordinators. This will ensure that there is a common understanding of the implementation of the Victims' Charter.

2.2. Findings on the DSD and shelters for abused women and children

2.2.1. Policy articulation and DSD's role in implementation of the Victims' Charter

National response:

The respondent coordinates both the Victims' Charter and the Victim Empowerment Programme. She described the Victims' Charter as a 'framework' which makes reference to the empowerment of victims- hence the Victim Empowerment Programme (VEP). According to her, the VEP has sub-programmes; and the Victims' Charter is such a sub-programme. Although the Victims' Charter is lead by the Department of Justice and Constitutional

Development (DOJ & CD), the Department of Social Development (DSD) is responsible for leading the Victim Empowerment Programme. As a result the DSD reports to the DOJ and CD on all Victims' Charter-related initiatives either during IDMT meetings, or formally through their respective heads of departments. The department also reports to the development committee (DEVCO).

The main thrust of the Victims' Charter is the provision of services to the victims of crime, focusing on the rights as articulated in the Victims' Charter. At provincial level the department identifies the needs of victims of crime and provides them with training and continuous awareness raising programmes.

Provincial responses:

There seems to be a common understanding among provincial coordinators about the objectives of both the Victims' Charter and the Victim Empowerment Programme. The DSD provincial coordinator in the Northern Cape for instance, explained the VC as "an instrument elaborating and consolidating rights and obligations related to services applicable to victims' rights." The DSD expresses the focus of the VC as "the elimination of secondary victimisation by clarifying services and standards that can be accorded to victims." The VC is also understood as a document that provides recourse to victims in the event of service providers failing to meet service standards as laid out in the Charter. Additionally, the respondents also displayed a good understanding of what the Shelter Strategy is and what it intends to achieve- namely to provide an integrated, holistic and multi-disciplinary service to all victims of domestic violence. These would range from life skills programmes; skills development and economic empowerment programmes that promotes self-reliance and independent living and psycho-social intervention programmes to facilitate the healing process of victims such as individual counselling.

The Eastern Cape respondent is one amongst the few who could clearly articulate the role of the DSD in the Victims' Charter, because the key focus of all other respondents was mainly on the Victim Empowerment Programme and not the Victims' Charter. In particular the respondent identified the following key focus issues:

- Facilitate the development of integrated strategic & operational plans in alignment with the Victims' Charter.
- To familiarize communities with the seven rights under the Charter through awareness campaigns.
- Alignment of the integrated Victim Empowerment Policy with the Victims' Charter and number of social workers trained in implementation of the integrated policy.
- Participation in development of guidelines for implementation of the Victims' Charter and training of service providers within the department on implementation of the Charter.
- Printing and distribution of the Charter to all victim empowerment stakeholders
- Facilitate establishment of one-stop centres and shelters for victims of domestic violence.

- Monitoring and evaluation of the one-stop centres and shelters.

In KZN, even though the DSD responded positively on all questions, the department was cited by both shelters and TCC's as an obstacle in the way of the implementation of the VC. One of the key grievances is that the department takes too long to make payments to partner organisations delivering services to the shelters.

2.2.2. Provision of services to victims who do not want to formalize their interaction with the criminal justice system

National responses:

The DSD national coordinator indicated that the department provides information-sharing sessions to communities; and as a result they assist victims of crime to identify their needs and their problems. They are also provided with copies of the Victims' Charter pamphlets so that they can study them, and after introspection, they can decide whether or not they would benefit from the services that the department offers. They are offered one-to-one counselling sessions. The national office works closely with the provinces so that they can also empower the victims.

The Victim Empowerment Programme offers services to victims of crime. The department has developed a 'Shelter Strategy' for victims of crime. "Currently there are 92 or 93 shelters that have registered with DSD. There are however also an unrecorded number of unregistered shelters which also provide accommodation to mainly victims of domestic violence. Through the Victim Empowerment Programme the department is constantly monitoring those shelters and identifying the gaps and providing services based on victims' needs and affordability." The shelters mainly accommodate victims for periods ranging from a week to six months, although sometimes this can go beyond six months.

Provincial responses:

In Gauteng, victims who do not want to formalize their interaction with the criminal justice system are provided with relevant information about being a victim of crime; psycho-social support and shelter services. In the Eastern Cape victims are provided with face-to-face counselling, telephone counselling; group therapy and shelter services. These are all services as stipulated in the Shelter Strategy. In the Northern Cape it was confirmed that the victims were informed about their rights and options, and how to access the system with available services, but it remains their choice as to whether or not to use the information provided. There seems to be uniformity across the system regarding this option.

2.2.3. Support programmes for male victims of crime

National Responses:

The national coordinator did not provide information or specify the support programmes that are currently offered to the male victims of crime.

Provincial responses

Even though the Gauteng respondent did not specify which shelters in particular, she indicated that the department does fund them. She referred to the National Policy/ Strategy which promotes the engagement of men and boys in the prevention of gender-based violence. She also stated without any specificity that some organizations were being funded by the department who target men as perpetrators of gender-based violence, and offers them programmes. In the Northern Cape however, the coordinator argued that there were no special programmes at this stage because the bulk of reported cases were those of women. Despite this, male victims of crime would still receive the same services like their female counterparts.

2.2.4. Funding/ budget allocation for victim support in provinces in 2010/2011.

National Responses:

The Shelter Strategy refers to ensuring access to and provision of funds to shelters, and a uniform funding model, however there are discrepancies in terms of how funds are allocated to provinces and shelters, and the national respondent stipulated that she did not know the department's allocation for victim support.

The national coordinator said that the 92 registered shelters are allocated a specific amount by the department, and funded accordingly. The same shelters also receive additional funding from donors because the DSD funding is not enough for the daily operations of the shelters. The shelter managers through their own initiative, develop business plans and source additional funding through the department. The respondent argued that the department did not have a standardized way of subsidising the shelters per victim. The respondent added,

“For example if you take Ikhaya Lethemba which is situated in a previously disadvantaged community in Hillbrow and compare it to Potter House in central Pretoria, they do not receive the same funding although they are both located in urban areas. If victims enter Ikhaya, they are only offered starter packs containing basic necessities such as a facecloth but at Potter House they are not. Potter House gives them about R30 a day while Ikhaya gives them R40 a day. This became a problem because there is no standardised way of funding. Funding should be equal in all shelters”.

The respondent again mentioned that she did not know who was responsible for the budget allocation. The amount of funding that the shelters receive is allocated on the basis of the business plan they have produced. The respondent indicated that in 2010 a parliamentary question was asked on shelters and budget allocation and that it was difficult to provide the answer because some shelters did not give information if they are not obliged to do so.

Provincial responses:

It is interesting to note that both the Gauteng and the Eastern Cape respondents made reference to the department funding and supporting the NGO's in the Victim Empowerment sector; but none of them made reference to the Victims' Charter budget.

Despite this, the provinces knew their budget allocation. In Gauteng, the respondent referred to R4 804 000 compensation of employees, and a transfer budget of R25 000 000 for NGO payments; and in the Eastern Cape a provincial budget of R 9 137 000.00 including UNODC funding of 6 projects at R100 000 each.

In the Northern Cape the coordinator mentioned that other funding could be accessed by civil society organisations for service delivery in the Victim Empowerment field through the LOTTO, the European Union Funding and UNODC funding. The DSD has a budget specifically allocated for the Victim Empowerment Programme. During interviews conducted in KwaZulu-Natal, it was revealed that R5,9 million in funding received from the European Union was to be used to strengthen South Africa's Victim Empowerment Programme through training and capacity building, monitoring and evaluation, as well as strengthening VEP forums and raising awareness.

2.2.5. Tracking system for victims within the system

National responses:

The national respondent indicated that the department has never had a tracking system in place, however in 2010 a statistical database form was developed and it was sent to each Victim Empowerment service provider to send data on how many victims per type of crime had entered and exited the system. The department was also in the process of developing a victim of crime database where all departments who participate in the victim empowerment programme were required to send information about the number of victims that entered the system.

Provincial responses:

The Gauteng respondent indicated that the department did not have any tracking system in place, yet the Eastern Cape provincial coordinator was able to confirm the existence of an Information Management System that has been developed for the department. This posed a challenge to districts to capture data in the system. The system was also not rolled

out to civil society organisations in order for them to be able to have access to the system and capture information. The Northern Cape coordinator stated that reported cases are captured on the statistics database system of the department and allocated to specific area social workers who would do follow ups on those cases until a satisfactory outcome is reached. In KZN it was reported that there was no system in place to track victims but that the department was in the process of developing a VEP information management system by engaging all cluster departments.

These responses indicate that there are disparities amongst the provinces. Information is fragmented in the department and personnel are not trained when new innovations are introduced.

2.2.6. Direct interventions to assist unemployed victims of crime

National responses:

The national respondent reported that the DSD was working in collaboration with the Department of Housing to assist the victims of domestic violence to get housing as well as with the Department of Labour to assist victims to get employment once they exit the shelter. Through the Department of Labour's skills development programme, the victims would be exposed to self-sustainable programmes that would empower them to enter the labour market.

Provincial responses:

In Gauteng, the respondent indicated that referrals are made to the Development Centres that are funded by the Department. This information corroborates what the national respondent stated. Shelters for victims of gender-based violence offer skills development programmes and these shelters are linked to the programmes of the Department of Labour. In the Eastern Cape the department initiates small scale income generating projects to assist women who have been abused by their partners. This helps women to generate an income and be independent. Funding mechanisms are in place to initiate these projects. Women are empowered with agricultural leadership and business skills, whilst at the same time they practically engage in food security, piggery, handicraft, poultry, sewing, catering programs and computer training programmes. The existence of the above programmes was confirmed by the Northern Cape coordinator. In KwaZulu-Natal, the department provides shelter services not only to women and children, but also to men. The Department has developed a programme (i.e. the Men & Boys programme) targeting men as partners. This is after the Department realised that there was no shelter for men who are victims of crime.

2.2.7. Internal coordination to ensure uniform services to victims across provinces

The DSD national office has appointed VEP coordinators across all provinces and they convene meetings through the VEP Forum. The national office is responsible for ensuring

that provincial coordinators understand how to deliver services to victims of domestic violence through policy implementation, strategies and guidelines. The provincial coordinators would in turn, ensure that policy strategies and guidelines inform all the provincial structures to be able to render the requisite services for victims of crime.

Provincial responses:

To ensure standard implementation of services across provinces and shelters, the DSD developed a number of guiding documents for use by service providers and shelters. Some of these documents include the National Policy Guidelines for Victim Empowerment, Minimum Standards for Service Delivery in Victim Empowerment, Policy Framework and Strategy for Shelters for Victims of Domestic Violence in South Africa, Guidelines for Services to Victims of Sexual Offences and the Minimum Standards for Shelters for Abused Women and Children.

The DSD has also put in place the Victim Empowerment Forum (VEP Forum) at national, provincial and local levels to ensure that there is thorough coordination of services amongst all service providers. Under this system, government departments and other organisations such as NGOs meet on a quarterly basis, inter alia to address the issue of uniformity in relation to services provided to victims. The provincial departments meet with NGOs on a quarterly basis to discuss their activities around issues of victim empowerment. The provincial VEP Forum was found to be operational in all provinces covered by the study and they held monthly meetings.

In Gauteng in particular, the respondent indicated that the province has developed a provincial VE resource directory and shelter booklet. Training and capacity building is done with service providers; and trends, progress and challenges are addressed at the forums. Developmental Quality Assurance and case audits are done by NGOs to ensure compliance in terms, policies and legislation.

Both the Northern and Eastern Cape provinces acknowledged the role played by the national department in terms of meetings, conferences and workshops that are attended by all provinces to ensure an effective communication and marketing strategy for victim empowerment-related issues. Networking and mutual support is encouraged through sharing of information. Site visits of best practice models in other provinces also take place in order to ensure that the scope and quality of services for victims of crime and violence are enhanced. The national department ensures that there is enhanced capacity building of Victim Empowerment service providers for uniformity purposes.

2.2.8. Interaction between DSD and local government structures to support victims

There are gaps in information from the national respondent on how the department interacts with structures at local government to ensure support to victims of crime.

Provincial responses:

The Gauteng provincial coordinator indicated that the local government representatives attend the forum meetings, and they do inspections at residential facilities on a regular basis and issue health permits. In the Eastern Cape local government representation at the forum meetings seems to be informal in that they only participated in one meeting, and it has since been established that the representative who had attended the meeting was no longer with the department. It seemed as if no efforts were being made to formalise this interaction. The Northern Cape DSD department has “co-opted the department of COGTA on the provincial VEP forum, who in turn directly interacts with local authorities throughout the province in order to promote services to victims. Where it is necessary, or a crisis requires a quick response, the department will directly liaise with the local authorities in locating where the crisis is.”

2.2.9. Departmental programme coordination services

National responses:

The Victim Empowerment Programme stipulates that the DSD is the lead department in the implementation of the VEP. The national respondent indicated that the Interdepartmental Management Team (IDMT) was an effective management structure in that each department would report on programme implementation during the monthly and quarterly meetings; and gaps would be identified that would be filled by supporting departments. This was perceived by the respondent as a good communication tool/structure in that information was easy to distribute amongst the various departments. The respondent was however unable to comment about what was taking place at provincial, district or local level.

Provincial responses:

All provincial respondents referred to each department's commitment to participate in the programme and to attend the coordinating structure meetings; to ensure that each department's specific VEP policies were in line with their mandate, make certain of the effective implementation of VE services, and that they have an allocated budget for the VEP. The Eastern Cape provincial coordinator elaborated further on several interventions that would ensure coordination of services. These were amongst others, the development and review processes for Integrated Strategic Planning, development of integrated plans for prevention programs, and submission of reports on implementation of integrated plans that would be the ideal for ensuring coordination of services.

2.2.10. Addressing the needs of male and female victims of crime

All the respondents stated that there was no differentiation, but also made reference to the Minimum Standards for VEP and shelters as a guiding document. The Eastern Cape department is on the other hand planning to engage both women and men in prevention

of gender-based violence. A strategy for men and boys has been developed and will be discussed with service providers in the field of victim empowerment. The department is currently funding Community Based Care programmes, One Stop Centres, safe homes and shelters that render services to victims of crime. This is also done through inter-sectoral collaboration with Civil Society Organisations

2.2.11. Public complaints management on service delivery for victims of crime

The national respondent mentioned that public complaints on service delivery usually come in the form of parliamentary questions as contained in the budget question. Despite this, the national department still receives calls from various people and sectors, and the department responds by referring them to the provincial coordinators. The department monitors the complaints by making follow ups with the provinces to establish whether or not the complainants' needs have been addressed.

Provincial responses:

The Gauteng respondent referred to a ministerial enquiry policy guideline that has been put in place, and which serves as a guideline on how to respond to complaints. In the Eastern Cape the respondent argued that the department has a section called Customer Care for all public complaints. The section redirects complaints to relevant sectors of the programme for intervention. It then monitors intervention and responses to the complainant. In the Northern Cape, there is direct intervention in that the complaints are immediately investigated and corrective measures are put in place if the complaint proves to be valid.

These responses allude to the fact that parliamentary processes, customer services and direct intervention by the province are the means through which public complaints can be addressed

2.2.12. The purpose of the Victims' Rights Week

According to the national coordinator, the purpose of the Victims' Rights Week is to achieve the following:

- Raise awareness, especially in rural communities, about the legal and policy framework governing victims' rights in South Africa; and
- Promote a 'rights-based' approach to victim services and programmes.

The planning of the Victims' Rights Week is the responsibility of the national Inter-departmental Committee (IDC) on the Victims' Charter. Since 2008, the IDC has planned the Victims' Rights Week in line with the JCPS Cluster Programme of Action. During planning, different themes are presented, debated and agreed to. The IDC also identified the provinces that would provide support and attend events. According to the national coordinator, the purpose of the Victims' Rights Week is to raise awareness to the victims of

crime about their rights. "In September 2010 an international conference was held, and the conference report reveals that victims in communities are not aware of their rights."

Provincial responses:

Both the Gauteng and Northern Cape respondents corroborated the information from the national coordinator that the Victims' Rights Week is meant to raise awareness about the Victims' Charter and to educate victims about their rights; as well as to inform communities and victims about available services and how to access them. At provincial levels the VEP Forum also participates in the planning phase of the Victim's Rights Week and shelters also participate actively during the programmes planned for the week.

2.2.13. The site coordinators' responses

The site coordinators are at the coal face of implementation at the shelters. There are two types of shelters: the funded and the unfunded ones. This study only focuses on the registered funded shelters of the DSD. The site coordinators' responses fall under six main categories, namely

1. Understanding the VC and VEP.
2. Funding/Budget allocation.
3. Programmes offered by the shelters.
4. Coordination to ensure uniform services to victims.
5. Complaints Management System.
6. Safety and security at the shelters.
7. DSD site inspections of shelters.

- *Understanding of the Victims' Charter and the Victim Empowerment Programme*

There generally seems to be a good grasp among the site coordinators in terms of what the VC and VEP are and what they intend to achieve. The common understanding is that of the VC giving rights to victims and the VEP as a programme that seeks to empower victims.

- Funding/budget allocations

The DSD has a separate budget for the VEP. In addition, the programmes also receive funding from the European Union (EU) and the United Nations Office on Drugs and Crime (UNODC) through their partnership with the VEP.

All the site coordinators of shelters that were interviewed raised concerns about the insufficient funding allocation they received from the DSD. Despite this being the case, the study found that there were disparities in funding in that some shelters received more funding than others due to the absence of a uniform funding system.

Additionally, site coordinators reported that property-owned shelters received funding from

the department and those who rented the premises received no funding. Consequently salaries of staff in shelters are not standardized. These compromise the quality of services received from one shelter to the other because the poorly funded shelters cannot attract highly qualified practitioners. Insufficient and fragmented funding for shelters has negative consequences on the skills and programmes offered by the shelters to victims because in circumstances where shelters require training of personnel, this is subject to availability of funds. As a consequence, this defeats the shelters' intention to empower victims in order to prepare them for integration into the broader economy and society. The DSD, in collaboration with shelters, need to seriously review their funding model and standardise personnel skills and not just services.

- Programmes offered by the shelters

The nature of domestic violence and sexual assault cases in South Africa is such that women and children tend to be the most vulnerable victims. This then justifies the emphasis and bias of the VEP towards women and children. However, it is also common knowledge that, despite the number being low, men are also victims of domestic violence and sexual assault. It is in this context that shelters also provide services to male victims of gender-based violence. All the interviewees stated that although a significant proportion of the people requiring their services were female, the services they provide are designed to cater for the needs of both male and female victims of crime. Services rendered to both genders are the same, e.g. counselling and the victims are referred to appropriate social partners who can offer support. However, some shelter coordinators indicated that they did not provide services to males, either for reasons ranging from never having received male clients before, or not having the capacity to do so.

All shelters had programmes in place to empower women through skills development to assist them in becoming independent when they exit the shelter and break the cycle of dependence on their abusive spouses. However these programmes and projects are neither standardized nor prescriptive. Shelters have a right to implement projects of their choice subject to availability of skills, demand and interest in a particular project. From the shelters visited, the projects ranged from subsistence farming, handicraft, poultry, sewing, woodwork, catering programmes and computer training. Victims are also referred to departments and organisations which have the capacity to provide the relevant support in areas such as income grants and self sustainable skills.

- Coordination to ensure uniform services to victims

The shelters felt that the coordination of services could be improved and had the following suggestions for improvement:

- The development and review of integrated strategic plans;
- Active participation of all government structures in inter-departmental provincial meetings; and
- The signing of service level agreements.

- Complaints management system

All the shelters interviewed had a grievance procedure in place, and because they are independent, it was not expected for these procedures to be the same across all shelters. With most of the shelters, the grievances are directed to the centre managers. There are also feedback forms that clients complete when they leave the shelters to indicate their level of satisfaction regarding the services they have received. Feedback assists in identifying areas of improvement for service delivery. If the complaint is not about the shelter per se but rather about one of the other service providers, then the complaint is referred to the relevant service provider or structures such as the VEP Forum.

- Safety and security of shelters

According to the Minimum Standards for Shelters, shelters at all levels must have the following:

- A telephone (land line and cellular phone);
- Security bars on windows and doors including panic buttons;
- Exterior walls with locked gates; and
- 24 Hour supervision by either a volunteer, a member of the SAPS, if not contracting the service to a security company

All the shelters are located in safe premises that guarantee the safety of the victims. There are 24 hour security guards at the entrances of most of the shelters. One of the shelters is fitted with CCTV cameras, whilst one has a panic button at the reception. Some of these shelters also have electric fencing. However, when we arrived at one of the shelters, the security guards were on strike, and it was not clear how long the strike was going to last which made the shelter vulnerable during this period. Two shelters that were visited in KwaZulu-Natal are situated in a residential area, both with no security guards.

- DSD site inspections of shelters

The Minimum Standards for Shelters document states that “the Department of Social Development will implement a developmental quality assurance (for monitoring and evaluation purposes) in an effort to ensure both effective service delivery and delivery in line with the transformation vision and goals of social welfare services”. However, the feeling among shelters is that the DSD is not doing its audits on a regular basis and as prescribed by policy. The expectation is that these should happen at least on a quarterly basis but it does not seem to be the case currently.

Drawing from the above evidence it clearly shows that the DSD is partly responsible for the non-compliance of shelters to minimum standards. This can be informed by human or financial resource capacity in the department, as well as the fragmented funding model that is still in place.

2.2.14. Conclusion

It should be noted that the Department of Social Development is the lead department in terms of the implementation of the Victim Empowerment Programme and it has been explained that the Victims' Charter is one of the sub-programmes of the VEP. The majority of the respondents do not seem to understand this distinction. Some seem to confuse it with the Victim Empowerment Programme, which appears to impact negatively on their ability to focus attention effectively on the realisation of the seven rights as articulated in the Victims' Charter.

There are many gaps in the information provided by the national coordinator in terms of the implementation of the Victims' Charter. For instance, she was unable to comment on the coordination of services at provincial, district or local level in terms of servicing victims of crime. It is a matter of concern that provinces were able to estimate their budget allocation for 2010/11 financial year, yet the national coordinator was unable to do so. This holds potential to compromise the national coordinators' ability to monitor service delivery across provinces. The Shelter Strategy clearly refers to the need to ensure uniform norms and standards for funding the shelters.

The tracking system in the department is also an area of concern in that it becomes difficult for the department to track how the resources are being utilised. The national department was in the process of developing a system in a statistical form. The Northern Cape coordinator confirmed the existence of such a database system in the department. On the other hand, the Gauteng respondent indicated that the department did not have any tracking system in place. This is also the case in KwaZulu-Natal. Yet the Eastern Cape provincial coordinator was able to confirm the existence of an Information Management System that has been developed for the department. This posed a challenge to districts to capture data in the system.

All these responses and contradictory statements indicate that there are significant disparities and inconsistencies across the provinces in terms of the implementation of the Victims' Charter, and that there is lack of capacity within the department to capture accurate and reliable information on various aspects of the shelters and their functioning.

2.2.15. Recommendations for shelters and the DSD

- In order to bridge the fragmentation in the funding model between those that own premises and those that rent; it is recommended that a funding policy be formulated to provide consistent guidelines and prescribe common norms and standards for funding of services provided to the victims.
- A policy is required to regulate and standardise the turnaround time for the disbursement of funds to the shelters.
- The DSD should ensure that the shelters have the necessary capacity in the form of trained personnel (i.e. fulltime social workers), to improve the capacity to handle intensive workloads, particularly for traumatised victims who need intensive and

therapeutic care. The use of part time staff should be limited.

- Shelters rely heavily on NGOs for the provision of legal services and assistance to represent the victims in their court cases. The department needs to help in formalising relationships with these NGOs. There is evidence to suggest that the work carried out by the NGOs is undermined by officials who fail to acknowledge the valuable services rendered by these NGOs to the victims of crime.
- The DSD needs to ensure that adequate and relevant skills development and training is provided to shelter personnel across the nine provinces.

SECTION 3:

Overall
Conclusion

SECTION 3: Overall Conclusion

The central objective of the study was to evaluate the implementation of the Victims' Charter to ensure that this is consistent with the policy guidelines and prescribed standards. The study sought to examine the practices of the service providers and determine whether the services, conditions and infrastructure at the shelters meet the minimum standards as prescribed in current policy frameworks. The following policies provide the broad framework within which the rights of the victims of crime are to be observed, promoted, protected and realised by government institutions: the NIP, National policy guidelines for victim empowerment, Minimum standards for service delivery in victim empowerment, Policy framework and strategy for shelters of domestic violence and the Victims' Charter.

Generally the study found that while the respondents understood their respective mandates and the guiding policies accompanying those mandates, there remain significant challenges in terms of complying with current policies, standards and guidelines. Widespread disparities were identified across the provinces in terms of the implementation of the Victims' Charter, suggesting significant amount of work that still needs to be done. While there was evidence that the two departments reviewed in this study, continue to make efforts to meet their obligations regarding the implementation of the Victims' Charters, significant challenges remain, particularly the lack of resources and poor coordination of the work of the shelters. This report contains a number of recommendations intended to point the way towards beginning to address some of the challenges identified in this report.

APPENDICES

APPENDICES

A. Number of shelters & TCCs interviewed per province

Province	Shelters	TCCs
Northern Cape	2	4
KwaZulu-Natal	3	3
Free State	4	2
Gauteng	3	3
Eastern Cape	4	2
Western Cape		3
Totals	16	17

B. List of TCCs & people interviewed

Name of TCC	Informant
1. TCC Galeshewe Hospital (Kimberley)	Zandile Deyi
2. TCC Kakamas Hospital	Captain Mgiba
3. TCC De Aar Hospital	Ncumisa Majezi
4. TCC Kuruman Hospital	Matilo
5. Mamelodi Provincial Hospital (Pretoria)	Nomsa Dombo
6. Natalspruit Hospital	Sipho Mkhonza
7. Chris Hani Baragwanath Hospital (Johannesburg)	Christian Lekgotwane
8. TCC in Mdantsane	Ms Nosisa Nangu
9. TCC in Libode	Ms Nomonde Mhlahla
10. Stanger TCC	Mzwandile Ndlovu
11. Edendale TCC	Thenjiwe Ngcobo
12. Port Shepstone TCC	Mr Kanki
13. Welkom TCC	Esther Khoza
14. Bloemfontein TCC	Dimakatso

C. List of shelters and people interviewed

Shelter Name	Informant	Town
1. Bopanang Centre	Valerie Syster	Upington
2. Ethembeni Centre	Claire Adrianse	De Aar
3. Ikhwezi Safety House	Linda Brukwe	Queenstown
4. Kwanobuhle Outreach Centre	Adelaide Phillips	Port Elizabeth
5. Eluxolweni Safe House	Ms Nombuso Yini	Grahamstown
6. Khanyisa Shelter	Mrs Ndaki	King William's Town (Zwelitsha)
7. Mali Martin Polokegong	Lynette Strijbis	Bronkorspruit
8. Ikhaya Lethemba	Conny R	Braamfontein
9. A re Ageng	Nomawethu Kunene	Berkkersdal, Westonaria
10. Sizanani	Me. Motsei	Sasolburg
11. Sivile Victim Support Centre	Molly Nkojwa	Koffiefontein
12. Child and Family welfare	Dineo Radebe	Bethlehem
13. Serobe Shelter	Stephanie Pretorius	Bloemfontein
14. Ifafa beach	Rachel Tomilson	Port Shepstone
15. Ester House	June Grindley-Ferris	Pietermaritzburg
16. Trauma Centre	Jenny Wentworth	Durban
12. Port Shepstone TCC	Mr Kanki	
13. Welkom TCC	Esther Khoza	
14. Bloemfontein TCC	Dimakatso	

D. List of Coordinators Interviewed

Name of Informant	Institution
1. Naomi Webster	DOJ & CD
2. Vuyo Mhlanga	NPA National Level
3. Pumeza Mafani	NPA National Level
4. Mark Kenny	NPA NC
5. Brandon Laurence	NPA GP
6. Mkhuseleli Jokani	NPA EC
7. Athalia Shabangu	DSD National Level
8. Ms Mavis Hlanganyane	DSD EC
9. P. Ramolehe	DSD FS
10. Sandra Swartland	DSD NC
11. Myrtle Morris	DSD GP

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