

TRANSFORMATION CHALLENGES EXPERIENCED BY GOVERNMENT-FUNDED NON- GOVERNMENTAL ELDERLY HOMES IN SPRINGS

By

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ABSTRACT

The purpose of transforming public service delivery operations was appropriately structured, specifically in reconstructing and bringing equity and equal access to public resources. Similarly, by transforming NGOs in general and Elderly Residential Homes in particular, the Department of Social Development was earnestly aiming at effectively redressing inequalities and addressing the skewed distribution of welfare services specifically within those disadvantaged communities that remain on the margins of society.

However, transformation prescriptions mostly put emphasis on balancing racial ratios of beneficiaries, staff and governing board structures within these Homes, thereby reducing the purpose of transformation to simply eligibility for funding. Even the legislative framework designed to support transformation emphasises the financial suspension aspect of non-compliance with transformation requirements. Clearly, such assumptions tend to overlook the need to make a thorough scrutiny of the real contextual challenges experienced by the Non-Governmental Elderly Homes in their attempts to comply with transformation requirements, especially those Homes that existed during the apartheid period and serviced one racial group, because they were suddenly expected to undergo drastic reforms to redefine their service objectives in ways that display inclusiveness.

This report explores the challenges of transformation as experienced by Non-Governmental Organizations, particularly the Residential Homes for the Elderly. Through the qualitative

method of observation, interviewing and document analysis, it investigates the process of transformation as carried out within the Non-Governmental Elderly Homes to achieve the required level of transformation in their service delivery systems.

Emanating from the research results is the fact that, from the perspective of Social Development, transformation was reduced to nothing more than a 'qualification' to access Departmental financial support, which then resulted in its real purpose being ill-conceived and consequently unsuccessful. The Elderly Homes in Springs cited the demand by the Department to transform as putting a strain on their operational activities. Homes also feel that they generally try to extend their services to other racial groups but the Department seems unconcerned about the problems they encounter in the transformation process. Drawn from such findings, this report concluded that in its efforts to transform community service delivery by Non-Governmental Organizations in general and Elderly Homes in particular, the same process of transformation should be understood and viewed broadly so that the importance of the matter is properly communicated to those organizations charged with taking it further. Adequate transformation support systems should also be set up to enable Elderly Homes to function at the required level of transformed service provision.

DECLARATION

I declare that this report is my own unaided work. It is submitted in partial fulfilment of the requirements of Master of Management (in the field of Public and Development Management) to the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination at any other University.

F N BUTHELEZI

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DEDICATION

This research report is dedicated to my angels, Boeti, Ntonto and Ngwane, for their enduring patience and understanding!

LIST OF ACRONYMS

ACHPR	African Charter on Human and People's Rights
GEAR	Growth Employment and Redistribution
MIPAA	Madrid International Plan of Action on Ageing
NGOs	Non-Governmental Organizations
OAU	Organizations of African Unity
PFMA	Public Finance Management Act
RDP	Reconstruction and Development Programme
SLA	Service Level Agreement
UN	United Nations
UNDRD	United Nations Declaration on the Right to Development
UNUDHR	United Nations Universal Declaration of Human Rights
WPSW	White Paper on Social Welfare
WPTPS	White Paper on the Transformation of the Public Service
WPTPSD	White Paper on the Transformation of Public Service Delivery

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CHAPTER ONE

INTRODUCTION

1.1 Background Information

The Department of Social Development (hereinafter referred to as 'the Department') is at the forefront of designing systems for providing necessary social services to identified target groups, as well as resources to social welfare service providers.

After 1994, through the South African Constitution (Act 103 of 1995) and the accompanying revised social welfare regulations, the Department of Social Development – as an affiliate of the state – was obliged to ensure inclusive access to welfare services by all racial groups, with a special focus on the previously marginalized black communities. Such obligation on the Department included the protection of vulnerable groups, among which is elderly people within the disadvantaged communities. The White Paper for Social Welfare (WPSW, 1997) also pledged the mainstreaming of previously excluded groups through equitable distribution of social welfare resources. The transformation of social service delivery within the Department of Social Development was introduced as a way of eradicating all historical forms of discriminatory practices, so that beneficiaries from all racial groups can have equal access to available services.

At the Department of Social Development cannot single-handedly provide social welfare services to beneficiaries, Non-Governmental Organizations (NGOs) were then brought in as service delivery partners. These are community-based organizations registered under the Non-Profit Organizations (NPO) Act No. 71 of 1997. The NPO Act regulates the operational activities of registered NGOs and gives them authority to fully engage in fundraising activities. As legal entities, NGOs are autonomous and can operate as private service delivery agencies; partnering with the Department is optional. In most cases, those NGOs that partner with the Department are those that have a history of fighting the discriminatory service delivery systems of the apartheid government, but are also usually in need of a government subsidy. In this research report, the terms NGOs and Elderly Homes will be used interchangeably.

Contractual partnerships between Social Development and NGOs in service provision require the Department to financially support all those NGO programmes that comply with Departmental funding requirements. Amongst such requirements is the degree of compliance with the transformation objectives of the Department of Social Development. Similarly, Non-Governmental Elderly Homes funded by the Department of Social Development are expected to provide services in ways that correlate with transformation objectives.

In 2004, the Department of Social Development introduced a transformation charter, obliging all its funded NGOs, particularly those previously servicing only white people, to provide services in an equitable, non-discriminatory and affordable manner. In

support by the Departmental Social Service Funding Crisis Committee of Gauteng Social Development expressed concerns that within these NGOs there was little evidence of accessibility to welfare services by marginalized societies, even after a decade of democratic dispensation.

After almost two decades now, and despite Social Development Departmental efforts to encourage compliance with transformation, the previously white Elderly Homes still display tendencies of racial exclusivity when providing services to elderly people.

In view of the above statement, it becomes important to explore transformation challenges as experienced by previously white Non-Governmental Elderly Homes. Such challenges impact significantly on the relationship between the Department of Social Development and Elderly Homes, especially because effective social service delivery to target groups depends largely on healthy relations between the Department and its NGO partners.

This chapter provides an introduction to this research report. It highlights contextual issues with regard to Elderly Homes, and the relevant regulatory processes. It then raises matters of concern, what the research aims to reveal and the rationale thereof. It lastly presents the structure that will inform the research report.

1.2 Context and Policy Framework for Transforming Elderly Homes

Historically, expectations from black parents, both traditional and urban, are that their adult children will take care of them during their aged years. In black communities, the notion of children and family members placing their parents and/ or elderly members in elderly homes was taboo, due to the fact that black societies always regarded children as the main means of support for their elderly parents. Frescura (1990) asserts that black communities were not used to the concept of an 'old age home' which they felt has Western origins and had no place amongst blacks, who pride themselves on the fact that they include their elderly members in their extended family structures. Europeans, on the other hand, were perceived by blacks, rightly or wrongly, to have a throw-away attitude towards their parents, their spouses and their children whilst bestowing undue care and attention on old buildings, books and artefacts. It was for this reason that Elderly Homes within black communities were never encouraged, but this is not to say that they never existed.

Nonetheless, elderly people remain the most vulnerable group that always need continuous care, as they are susceptible to exploitation in the hands of both their families and within their own communities. The erosion of the traditional extended family system, mostly exacerbated by rapid urbanization, has grave consequences for the capacity of families to care for their elderly members. In most cases, a large percentage of old people provide support to their unemployed children and grandchildren with their meagre pension and the possibility of them enjoying their final years is often not realised.

Modernization has also resulted in many employed black people opting for nuclear family arrangements as opposed to the traditional extended family. This is further fuelled by the escalating cost of living in most black middle class families, which leaves them with few or no means at all to provide necessary care to their vulnerable elderly family members. Such situations predispose black elderly people from these families to neglect whereby they are mostly left alone with no-one to take care of them. For this reason, many black families now opt for Elderly Homes as a means of ensuring the safety of their elderly members.

Care of the elderly is one of the prioritized focus areas of the Department of Social Development. The Department ensures such care under the directive of the Older Persons Act No. 13 of 2006. The Act places a strong emphasis on the rights of older persons which flow from the Constitution, and provides the basis for future strategic direction and transformation of services to older persons. Non-Governmental Elderly Homes are part of improving the lives of, and providing care and protection to, elderly people as required by the Act.

The main aim of the Reconstruction and Development Programme (RDP) introduced at the outset of democracy was to ensure equitable resource redistribution. This was to be achieved through transforming public service provision activities, to allow for equal access by all, especially the previously excluded communities. It was believed that the RDP would bring the government and NGOs into an effective partnership geared towards nation-building. Partnering with and transforming NGOs'

ities thus allows the Department of Social Development to respond to the service needs of communities, whilst redressing past imbalances. Within Elderly Homes registered and funded by the Department, transformation was implemented through ensuring that services within the previously white residential facilities are accessed by all racial groups, especially the black elderly, who had always been kept at the margins of the social welfare system.

Amongst the legislative framework used for transforming Elderly Homes was the White Paper on the Transformation of Public Service Delivery (WTPSD, 1997), which was implemented through the Batho Pele principles. This policy was based on the transformation priorities as stipulated in the White Paper on the Transformation of the Public Service (WTPS, 1995), which places the emphasis on improving service delivery as the overall objective of the transformation programme. Of its few objectives, the revamping of public service delivery systems, processes and attitudes relates relevantly to the transformation of previously 'whites only' Non-Governmental Elderly Homes. To deliver on its transformation mandate, the Department of Social Development adopted a developmental approach through the White Paper for Social Welfare (1997) also based on the WTPS (1995). This strategy emphasises accessibility in terms of removing all barriers to social and economic development thereby balancing race, class, and gender spatial imbalances.

Still geared toward transforming NGOs in general and Elderly Homes in particular, the Department of Social Development introduced the Policy on Financial Awards to Service Providers (2004), to transform and redirect funding to NGOs servicing the

and to ensure that these NGOs conform to required standards of governance, transparency and accountability. This policy is based on the funding criteria of the Partnerships and Welfare Financing Unit of the Gauteng Department of Social Development. According to this policy, financial awards are based not only on the organization's history or service outputs but in addition on the level of relevance of the organizational goals to Departmental priorities and specifications (of which transformation forms a larger part), within the framework and provisions of the Public Finance Management Act (PFMA 1 of 1999).

1.3 Problem Statement

The Departmental Policy on Financial Awards to Service Providers (2004) requires NGOs receiving funding from Social Development to comply with specific conditions. Moreover, Elderly Homes and all other NGOs receiving funding from the Department sign an annual contract known as the Service Level Agreement (SLA), committing their programmes to addressing race, class, gender and spatial imbalances. The SLA also requires funded NGOs to observe the equity principles that stress the equitable distribution of resources, among other things. Below are conditions as set out in the Policy on Financial Awards to Service Providers:

- Ensuring that the previously white Elderly Homes internal policies and procedures, including their constitution, are in line with the principles of the Constitution of the Republic of South Africa, and other national and provincial policies and priorities;

There is visible evidence that these Homes have redirected their services to include the previously marginalised communities and that they prioritise the most vulnerable and the poorest of the poor;

- Displaying visible evidence that the same quality and standard of service is provided to all, irrespective of race, gender and ability to pay;
- Ensuring that there is visible evidence that the composition or profile of these Homes reflects the demographics of the geographic area and community being served;
- Ensuring that there is a plan to promote access to services and facilities and that this is regularly, clearly and publicly communicated;
- Ensuring that the composition of these Homes' governing boards, the operational management structures and staff, reflect the profile of the beneficiaries and communities being served.

Despite the commitment of the Department of Social Development to Elderly Homes, black elderly people have not yet been adequately reached.

Although a much broader concept, according to the Social Development Departmental Transformation Charter and in relation to this study, transformation will be confined to the following observed factors:

- There are still Elderly Homes that are exclusively white, due to the fact that the provision of services therein is done according to the level of affordability by the consumers;

t board structures within these Homes do not reflect the demographics of the locality, but only include a few black persons with no important positions other than as additional members;

- Some Elderly Homes that claim to have transformed, still have racially separated internal units and processes, with whites accommodated in the well-maintained units;
- Decision-making processes are still very much vertical and maintained at the strategic apex which is mostly white, excluding blacks who are mostly at the ground level within these Homes;
- There seems to be little empowerment of staff within these Homes, i.e. black staff members are still in lower job categories and instead of being promoted to higher positions, a white person with no experience would be recruited externally to supervise black workers with years of experience within a particular job category.

Still attempting to facilitate transformation, in 2006 the Department of Social Development introduced transformation indicators to NGOs, stipulating areas of transformation and also providing Homes with a yardstick to gauge their transformation activities. All these efforts do not seem to have yielded the required results. As recently as in August 2009, onsite visits conducted together with Social Development Head Office staff to some Elderly Homes revealed the following:

- Unit cost reportedly too high for black beneficiaries, despite the call by the Financial Awards Policy for affordability of services;

- management to accommodate only 10% of black beneficiaries, despite the obligation to redirect a bulk of services to previously marginalized groups;
- White residents refusing to share rooms with black residents and management taking no action to address the situation;
 - Residential units for black residents not being given priority in terms of cleanliness as well as other supplies, and staff being expected to improvise;
 - Black residents not being allowed to have their meals in the main dining hall with whites, but served in separate dining rooms;
 - Black staff occupying the lowest job ranks and all supervisors being white or only white people working in administration offices;
 - The governing board being predominantly white with only a few black members recruited based on their ability to speak Afrikaans because meetings are conducted in Afrikaans (Report by Partnerships and Welfare Financing Unit – Gauteng Provincial Office, August 2009).

Of concern is the fact that these Elderly Homes formulate their objectives in a manner that shows their understanding of the obligation to transform their services, and their preparedness to extend them to previously marginalized groups, but there appear to be impediments within their operational systems that prevent them from achieving transformation as expected. Elderly people within these Homes, although sometimes not by design, still remain categorized according to their socio-economic status, which eventually becomes equivalent to racial classification. Questions then remain: what do Elderly Homes understand

Are they willing to promote it? If so, how?

what have they achieved so far that indicates their progression towards transformation?

There are currently 103 Old Age Homes within Gauteng province, of which only 10 are situated within black townships and the rest within white areas, and there are 135 elderly day care service centres, of which only 27 are within black townships. This skewed distribution of these services to elderly people indicates that most services are located within the historically white areas.

This unequal distribution of services to elderly people indicates the need to have the bulk of these services transformed so that they become inclusively accessible to all racial groups.

1.4 Purpose Statement

The intention of this research is therefore to establish how these Non-Governmental Elderly Homes which have for years been receiving multiple sponsorships, and which are presumably well-resourced, seem to display such an inability to conform to transformation requirements, in terms of:

- extending their services to previously excluded groups;
- ensuring representativeness of all population categories in their governance membership structure;
- integrating their residential units so that residents are not racially classified;
- decentralizing their decision-making processes for a more participative management system;
- integrating their staff components to reflect a racially inclusive staff establishments;

operational management structures and start categories to make it representative of all population groups of communities being served

Moreover, the research also aims to establish how these Homes intend to align their operations to the transformation charter and the Policy on Financial Awards, as required by the Department of Social Development.

This study will be conducted within six Elderly Homes, funded by the Gauteng Provincial Department of Social Development, and located within the Springs area, under Ekurhuleni Region, viz: Frank Mynhardt, Eventide, Rus 'n Bietjie, Springs Retirement Village, ESDA, and Ebenhaeser. This is due to an observed continuing partial racial exclusion in service rendering within these Homes. Although similar Homes are spread throughout the five Departmental regions, i.e. Ekurhuleni, Sedibeng, North Rand, Johannesburg Metro and West Rand, their operational activities are more or less similar, and the selected Elderly Homes will therefore be representatively assessed.

Research results will then be used as a basis for further research, to understand underlying obstacles for non-conformity by Elderly Homes. The results will assist in alerting decision-makers to review strategies that foster a culture of transformation within the historically white organizations.

1.5 Rationale for the Study

Although Elderly Homes get funding from other sources, Social Development is their primary source of funds, probably due to the fact that such funding involves a fairly high level of predictability and continuity for these community-based Elderly

alleviates uncertainties associated with managing a variety of complex funding sources.

The formerly white Elderly Homes are generally deemed to be well-run and adequately resourced, and therefore in a better position to promote transformation through serving as good examples of practice to other less well-resourced Homes. It is therefore expected of them to extend and share their resources with the previously disadvantaged beneficiaries.

Most Departmental review reports portray transformation processes as having limited success, all citing inadequate support to NGOs by the Department. Several years of the researcher's involvement with these Elderly Homes has revealed their inability to provide fully inclusive services to transformation targets. Furthermore, after eight years of working with the previously white Elderly Homes towards which transformation is mostly aimed, Departmental evaluation reports always portray these Homes as not sufficiently extending their services to disadvantaged target groups. Moreover, while the Department continuously voices concerns about the minimal level of conformity to transformation requirements by these funded Homes, there appear to be no attempts by the Department to actually investigate the underlying reasons for limited compliance, through allowing these Homes to reflect on the transformation challenges as they experience them within their service operations. It has for some time been observed with concern that the Department of Social Development tends to use quantifiable indicators to gauge the level of conformity to transformation principles by NGOs in general and Elderly Homes

Such indicators are subject to differing interpretations.

This study explores transformation challenges experienced by the previously white Elderly Homes, and will allow the researcher to draw out participants' tacit concerns about transformation prescriptions as conditions for funding allocation. As such concerns are brought to the surface, it is to be hoped that they will eventually attract the necessary attention from the transformation planners.

1.6 Structure of the Research Report

Chapter One: Introduction

This presents the background to the report by reflecting on the issue under investigation and the rationale for the research. It then highlights issues of context and legislative framework for the issue under study.

Chapter Two: Literature review

This chapter examines the concept and available theoretical foundations of transformation as a strategy. Relevant approaches in relation to transformation are also discussed. The chapter further depicts the impact of transformation on previously "whites only" Elderly Homes, in terms of aligning it to their internal systems. It also looks at partnerships of Elderly Homes and the Department as well as the financial processes, and the way these affect structural arrangements of Elderly Homes.

Chapter Three: Research Methodology

describes the research methods used, with emphasis on their relevance as applied in this research report.

Chapter Four: Presentation of research results

This chapter presents the research findings in some detail.

Chapter Five: Analysis of research results

This section provides the qualitative interpretation of data collected through interviews, observation and documents.

Chapter Six: Conclusion and Recommendations

In this chapter the researcher will make concluding remarks and recommendations.

1.7 Summary

Chapter one provided the introductory explanations of the research report, highlighting the issue being investigated. It then deliberated on the social and economic factors leading to the use of Elderly Homes by marginalized groups, which then obliges the Department of Social Development to ensure that all these groups equally access these services. Finally it presented an overview of the research report.

CHAPTER TWO

TRANSFORMING ELDERLY HOMES: THEORY AND PRACTICE

2.1 Introduction

Strategies to promote human rights existed long before the democratization of African countries in general. Although such strategies gradually fell into disuse, they served as a significant foundation for change, specifically as a framework on which subsequent democratic strategies were to be based. Transforming Elderly Homes was, and is, mainly about ensuring that the rights of elderly humans are recognized and promoted. Being based on moral consensus and legal obligation (Lombard, 2008), the rights-based approach, as is further discussed in this chapter, forms a relevant point of departure for this study. However, as mentioned earlier, transforming NGOs in general and Elderly Homes in particular is subject to a series of political, economic and social factors, which can impact negatively on the relationship between Elderly Homes and the Department of Social Development.

This chapter first examines the concept of transformation and its relationship to Departmental service delivery strategies. The chapter provides a detailed description of transformation as an overarching goal adopted by Social Development specifically to redirect services to areas of need, as well as the manner in which it is implemented. It then reviews both the international and regional instruments for promoting the rights of the elderly people, but with more emphasis on local ones. A discussion on the rights-based strategies provides an appropriate focus on

to social benefits, processes, organizations, as well as methods of rectifying service delivery omissions. Added to the discussion are models related to change management (i.e. change management model and environmental approaches to organizational change) because, as structured approaches to transition, they provide essential guidelines for managing transformation complications. A discussion of the Social Development Departmental Integrated Service Delivery Model follows, which provides a basis for equal rights and equal opportunities for all. The discussion will also draw attention to the impact as well as the challenges of implementing these approaches in Elderly Homes, in terms of structural reforms, partnership agreements, the ability of Homes to carry the transformation process forward, and issues around financing policies.

2.2 Conceptualizing Transformation: Social Development Departmental Service Delivery Operations

Transformation, like all reform strategies, is a complex phenomenon complicated by inherited historical and structural factors.

The White Paper on Transforming the Public Service (1995) describes transformation as “a dynamic, focused and relatively short-term process, designed to fundamentally reshape the public service for its appointed role in the new dispensation in South Africa”. For the Department of Social Development, transformation means shifting from an old paradigm characterized by racial segregation to a new developmental welfare system which is about creating a more just, equitable and appropriate environment in meeting the needs of all citizens.

Department means a reform of operational activities, removing all barriers to accessibility for a just, equitable and responsive welfare system (White Paper for Social Welfare, 1997). The Gauteng Welfare Summit expressed the need for longer-term transformation strategies through deliberating on the fact that 'a transformation plan be developed, embracing all transformation principles as prescribed in the Transformation Charter, with the full participation of all stakeholders' (Gauteng Welfare Summit, October 2008). When viewed realistically, one would not expect that after more than a decade of public service transformation, deliberations are still focused on the development, and not the maintenance/review of a transformation plan. This confirms the fact that apartheid and its accompanying discriminatory processes was so entrenched in all public service systems, that rooting it out appears to require ongoing processes of change.

Levy and Merry (2005:105) view transformation as the need for change, discontinuity from the past, commitment to change, reframing processes, creating and discovering new realities, a sudden shift in perception, a moment of illumination and an emergence of a new possibility and direction different from the old one. Transformation, Levy and Merry continue, is what happens when people see the world through a new lens of knowledge and are able to create a future infrastructure never before envisioned. Transformation is also motivated by survival, by the realization that everything needs to change or the organization will die; and that a significant breakthrough in mindset is needed in order to pursue new opportunities. In an organizational context, transformation is a process of profound and radical change that orients an organization in a new

it to a different level of effectiveness. Transformation implies a basic change of character and little or no resemblance with the past configuration or structure (Business Dictionary).

In relation to this study, transformation as implied in the above viewpoints has several connotations. Firstly, it means disengaging from the past discriminatory practices by the Department through designing new operational policies, hence the RDP on which the White Paper for Social Welfare is based. Secondly, it means finding common ground with these Elderly Homes and encouraging them to commit to change, hence the memorandum of agreement signed by the Homes' management, agreeing to deliver services according to Departmental funding regulations. Thirdly, it means a complete structural reform through persuading previously white Elderly Homes to realign their vision and mission as well as all other operational policies and procedures, to constitutional obligations and the Departmental transformation charter, so that their service delivery operations bear no resemblance to discriminatory and oppressive apartheid systems. Within the Department of Social Development, this is done through the submission of a transformation plan by these Homes before funding is approved.

According to Kotter (1995), transformation occurs when leaders create a vision for transformation and a system to continually question and challenge beliefs, assumptions, patterns, habits and paradigms, with the aim of continually developing and applying management theory, through the lens of the system of profound knowledge. In other words, transformation happens when people managing a system focus on creating a new future that has

based on continuous learning and with a new mindset, and taking new approaches completely different from those of the past.

The foregoing statement confirms the longer term necessity for the transformation process, which then indicates that there should be relevant systems of reviewing, supporting and maintaining this process. It is for this reason that a number of units were set up within Social Development, as a means of supporting the transformation process. For instance, the Partnerships and Welfare Financing Unit is responsible for ensuring effective service provision partnerships and the financing thereof. This unit also monitors compliance with transformation requirements by these service providers. The different sub-directorates are set up for each target group (e.g. the elderly, women, children), to ensure compliance with norms and standards applicable to their specific service objectives.

In relation to the South African transition to democracy, Levy and Merry's (2005:262) conception of transformation becomes relevant, particularly when they assert that "transformation occurs when healing imaginary visions emerge in periods of crisis and oppression and how these images become powerful transformative tools for both individuals and collectives. These visions are produced out of deep crisis of social order and are often radically transformative and regenerative". The RDP as a major transformation programme was premised on redressing past discriminatory practices, with the aim of reconstructing processes of service provision so that they equally benefit all citizens.

Social Development gauges transformation in the following ways.

Language

Service beneficiaries should be conscious of the terminology used to refer to them. There should be a concerted effort to educate and sensitize professionals and the public at large about this, so that when the beneficiaries are addressed or referred to, correct terminology is used. Service providers must strive to ensure that language used is fairly understood by beneficiaries. Beneficiaries should feel free to express themselves in the language of their choice.

This relates to the importance of having racial diversity in the staff composition of Elderly Homes. With the staff component reflective of the demographics of the community being served, beneficiaries are able to communicate in their own language.

Payment for services

Organizations that receive a state subsidy for each beneficiary should accept these beneficiaries and they should make provision to cater for the shortfall where families cannot afford. Organizations must ensure that the unit cost is reasonable.

This is based on the principle of affordability as prescribed by the Transformation Charter and the Policy on Financial Awards to Service Providers (2004), which stipulates that no-one must be excluded on the basis of inability to pay for the service and where fees are charged, a means test should be applied. The financial support by the Department of Social Development

is at ensuring the inclusion of the poorest beneficiaries.

Having said that, the following statement stands in direct contrast: the current Departmental subsidy rate stands at R1 540.00 per resident per month. Most Elderly Homes' unit costs range from R4 500.00 to R7 000.00. In other words, what the Department currently provides does not form even half of what Homes spend on each beneficiary per month. Homes then categorize beneficiaries according to their financial status, i.e. those beneficiaries who are able to contribute to their boarding and lodging expenses. Such beneficiaries have their own units where they enjoy the privacy of their own room. Consequently, most of these Homes now keep the number of subsidy cases to a minimum and tend to increase the number of economically able beneficiaries, through extending residential units for this particular group. Such living arrangements result in the most disadvantaged beneficiaries, who are economically deprived, not being given the care and treatment to which they are entitled. This indicates serious discrepancies in budget allocations as per the Policy on Financial Awards to Service Providers.

Admission policy

The admission policy should not exclude any particular group. Admission policy should be geared towards accommodating all the people in need of the service.

This refers to social integration, as set out in the Policy on Financial Awards, in terms of policies and procedures that promote social justice. This is supported by the Constitution in that it requires that all people be treated equally and without

ly Homes, it requires that services be inclusively provided to beneficiaries of different racial categories.

Previously marginalized communities

Organizational policies should be geared towards actively including and extending services to previously marginalized communities.

This is the main objective of transformation, in line with the principles as outlined in the WPSW (Republic of South Africa, 1997), to promote accessibility to social services. Within Elderly Homes, policies should clearly stipulate the Homes' commitment to non-racial discrimination, and their willingness to open their services to the mostly disadvantaged. However, despite such documented commitment, inclusivity within these Homes remains a challenge.

Eligibility criteria

Eligibility criteria should be designed to include the most vulnerable and the poorest of the poor.

Again, this is what transformation strives to achieve, but as previously mentioned, the financial constraints experienced by most of these Homes, bearing in mind that the Department provides only 75% of the subsidy, compel the Homes to include the vulnerable poor on a very minimal scale. Commenting on NGO-Departmental partnerships, Lombard (2008b) states that the relationship between these two was under great threat in 2005/6 owing to a complete breakdown in trust over funding, and uncertainty about the transformation agenda and its outcomes. However, stakeholders have developed a terms of

including the design of proper costing models which should go some way towards alleviating tensions.

Equitable Distribution of Services and Resources between rural and urban areas

The department should keep an updated audit of services available in peri urban areas to continuously determine beneficiary needs for equitable distribution of services and resources. There should be an effort to distribute resources evenly between advantaged and disadvantaged organizations.

In relation to this study, the skewed distribution of services in terms of white areas having more Elderly Homes than black townships is the main reason for the Department to implement transformation, to ensure equitable access to services by the elderly. Moreover, Departmental databases and monthly reports from Homes allows for service trends analysis which in turn will enable service delivery planners to appropriately map services.

Deracialization of services

Beneficiaries must be treated equally regardless of race, gender, colour, religious affiliation and financial position. Residential facilities should accommodate all racial groups. Beneficiaries should not be racially discriminated against or segregated. There should be a plan to promote access to services and facilities and this should be regularly, clearly and publicly communicated.

Although racial classification is never deliberately done, the classification according to financial capability of residents

inevitably result in racial segregation of residents within these Homes. This is not necessarily to say that there are no mixed residential units at all, but these form a smaller percentage.

Management Boards and Structures which reflect the Demographic Profile of the Region and Province that it serves.

Composition of management structures and staff should reflect the demographic profile of communities served. Organizations should strive to adhere to organizational governance and constitutional guidelines and procedures. The management structures should be representative of people from the communities served, beneficiaries and staff.

Most Elderly Homes still struggle to achieve this. Board membership is voluntary and it becomes a challenge for community members from black localities to form part of management board structures within white areas, as this becomes costly, both in terms of time and money.

The abovementioned elements indicate that the concept of transformation should not be narrowly defined along racial lines but should be broadly understood in terms of transformation of functions, approach, demographic distribution, and gender balance.

As a pledge to conform to the funding criteria, Elderly Homes receiving funding from the Department are obliged to present a transformation plan, which should be approved by the Department, wherein Homes commit to the following:

Principles and procedural guidelines to Social Department Developmental Priorities

Within the operations of previously white Elderly Homes, this becomes necessary to transform their operational systems, so that their service benefits are also enjoyed by those previously excluded. The National Department of Social Development enforces this alignment through the Older Persons Act No. 13 of 2006, which clearly stipulates norms and standards along which these residential facilities should operate. The Act also stipulates the composition of staff categories, but without any reflection on the racial profile.

Providing services irrespectively

Through the Batho Pele policy, the Departmental service delivery improvement programme calls for inclusive service provision across racial barriers, gender and economic status of target groups. To facilitate this inclusivity, the Department subsidizes Non-Governmental Elderly Homes, so that they can render services to even the poorest individuals. Elderly Homes then ensure this inclusive service provision through the use of means tests and other screening processes, to ensure needs-based service provision. Through these assessment procedures, elderly people are then categorized according to their level of functioning and affordability. It is for this reason that Elderly Homes have different units wherein the elderly are placed accordingly.

Prioritize and redirect their services to marginalized groups

In general, previously “whites only” Homes are deemed to be well-resourced. Based on the aims of the RDP of resource

Homes are then expected to share their resources with the poor and vulnerable communities.

Display a racially-inclusive staff and management profile

This relates to the principle of equity as it largely requires these Homes to align their staff recruitment processes to Employment Equity principles. Through this, the Department is able to reverse the effects of the apartheid policies (such as job reservation), thereby redistributing job opportunities for the benefit of poor citizens. Similarly, the inclusion of community members in the governing board structures to reflect the demographics of the area of operation ensures active community participation and fair representation of vulnerable individuals. Patel and Wilson (2003:107) believe that the starting point for the creation of accountable and accessible leadership is primarily to establish democratically elected and committed structures. For instance, within the Non-Governmental Elderly Homes, election of the governing board must be democratic and representative. As these board members are mostly involved in decision-making, they are then in a better position to ensure that operational decisions also accommodate the needs of poor individuals. Again, through Employment Equity and Affirmative Action directives, Elderly Homes and all other NGOs are then compelled to promote racial diversity within their staff components, which also contributes to the principles of equity and racial inclusion.

Strategies: A Rights-Based Approach

2.3.1 Early Rights-Based Strategies

In 1943 the Universal Declaration of Human Rights (UNUDHR, 1943), was adopted by the United Nations, and was the first global expression of rights to which all human beings are entitled. Simultaneously South Africans were campaigning locally for the recognition of citizens' rights, through the Kliptown Freedom Charter (1955). In 1963, the Charter on the Organization of African Unity came into being as a way of eradicating all forms of colonialism as a root cause of racial discrimination. In 1981, the African Charter on Human and People's Rights was adopted, for the establishment of bodies to promote and protect human and people's rights (ACHPR, 1981). This was followed by international United Nations Declaration on the Right to Development (UNDRD) in 1986, emphasizing the right to development as the right by which everyone is entitled to enjoy economic, social, cultural and political development. These strategies placed a greater emphasis on the entitlement of beneficiaries to government service benefits, the issue that was equally emphasized by the State of the World Population (2005), putting forth that the rights-based approach marks a shift away from an earlier development focus on meeting basic needs, which relied on charity or goodwill, but which recognizes individuals as rights-holders, and thus implies that governments are duty-bearers. Consequently, this compelled government departments to design policy strategies to ensure that individuals' rights are fulfilled.

N) then developed an International Plan of Action on Ageing at the Madrid Conference (MIPAA, 2002), the focus of which was the mainstreaming of aged issues into the global agendas of development. It was believed that mainstreaming their concerns and issues into the objectives of social development initiatives would mean that particular needs would be addressed when conceptualising, implementing and evaluating development policies (MIPAA, 2002).

From the above it can be deduced that the transformation of Elderly Homes by Social Development stemmed from both the international and national political advancement strategies triggered by societal development demands, exactly what the UNDRD (1986) aspired to. Moreover, certain clauses/articles in the ACHPR (1981) seem to have laid the basis for transformation in general and are relevant to the transformation of Elderly Homes:

Article 13

Every citizen shall have the right of equal access to the public service of his country, and the right of access to public property and services in strict equality of all persons before the law.

The Departmental transformation indicators mentioned in this report refer to accessibility of services as its priority. Applied to Elderly Homes, this requires that services within these Homes accommodate all race groups, but should be specifically accessible to the previously excluded and vulnerable black beneficiaries.

The aged and disabled shall have the right to special measures of protection in keeping with their physical and moral needs.

This right relates to the Departmental obligation to ensure the safety and protection of elderly people from, for instance, neglect/abuse by family or community members, and to ensure that they receive comprehensive care within the Elderly Homes.

Although the abovementioned rights-based strategies were not always adhered to because of internal conflicts regarding their implementation, which then affected the general recognition of individual rights, they served as a basis upon which the transformation programme of the South African government is grounded.

2.3.2 The South African Constitution

The Constitution (1995) obliges the Department of Social Development to contribute to the government strategies of redressing past inequities in order to contribute to a transformed social service delivery, as expected by its beneficiaries. From the constitutional rights perspective and with reference to Elderly Homes, the Department is expected to focus its activities on equitably allocating resources to enable Homes to provide necessary care and protection to vulnerable beneficiaries.

2.4 Change Management Model

Kotter (1996:4) strongly warns against underestimating the efforts required for change as it in turn leads to underestimating the difficulties of producing change. Kotter believes that change can mostly be made possible if those instituting change can avoid overestimating how much change they can force into organizations, and also be aware of the difficulties in driving people out of their comfort zones. Offe (1996:200) supports this view, stating that organizations are not founded on a *tabula rasa*, but on memories that have set expectations and assumptions based on previous experiences. He further argues that institutions generate a vested interest in their own preservation, sometimes to the extent that the endogenous rise of effective preferences for an alternative arrangement becomes virtually inconceivable. Greenwood and Hinings (1996:123) share a similar view, stating that the embeddedness of organizational cultural tendencies and internal dynamics are hard to let go by those owning them. French, Bell and Zawacki (1989:499) argue this point further by stating that resistance to change is perpetuated by people's need for stability and the anxiety brought about by the unknown nature of the change process. French *et al* (1989) also mention the loss of autonomy, coping strategies and balance of power whenever change is introduced.

To effectively deal with the abovementioned transformation influences within previously white Elderly Homes, change management theories require that the Department and Elderly

to a strategy to promote transformation, clearly communicating expectations from both of them. The Department should thereafter put systems in place to monitor the functioning of these Homes in line with transformation expectations.

Change management strategies, as depicted in Figure 1, propose that before introducing change, the old state of affairs in terms of values, structure, approach and systems should be clearly understood. This, it is believed, assists in designing an effective strategy to visualize and plan in detail for the desired change, to prioritize tasks and resources and to allow for the timely implementation and evaluation of change efforts. The change management model also requires that the need for change be triggered by creating dissatisfaction with the existing business situation. In relation to Elderly Homes, sessions between the Department and the Gauteng Welfare Summit served as a platform to convey the importance and value of transformation, and also to jointly plot strategies for implementing it. It is unclear, however, whether the Department had any means of allaying the fears and concerns of NGOs, especially when considering the significant progress in achieving adequate transformation within previously white Elderly Homes.

Effective change is mostly possible through clearly communicating the vision which then clarifies the goal of the change effort, allowing all stakeholders to develop strategies to achieve the identified vision, thereby working towards a common goal (Kotter 1996:5). Likewise, the Elderly Homes in the study do have the interest to care for elderly people with support from the Department but the question remains whether these two



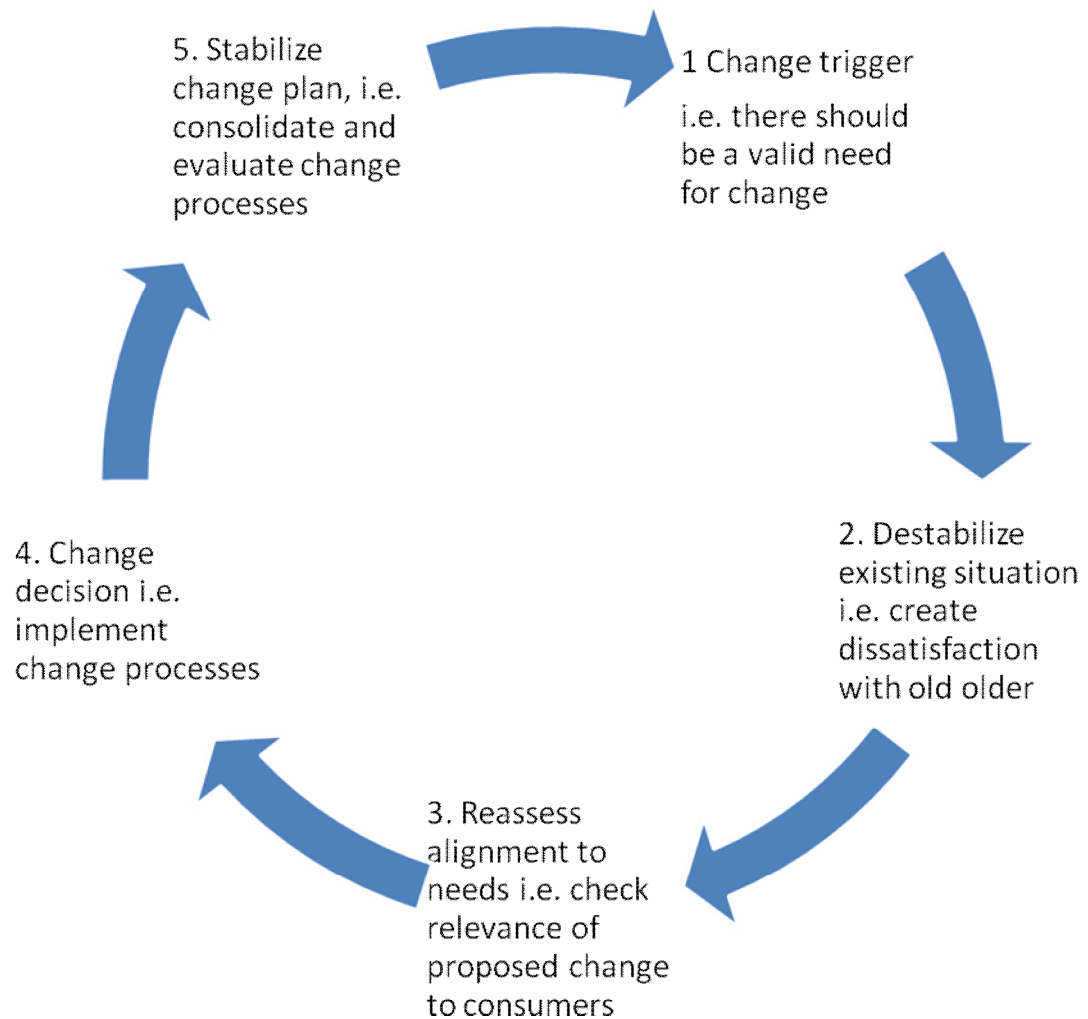
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ree on feasible terms to achieve such a
common goal.

Figure 1: Change Management Model



Source: Change Management Handbook by Berger, Sikora and Berger

requires the reassessment and alignment of transformation efforts to consumer needs. Much as they need the service, elderly people come from a history of extreme racial segregation. At their advanced age, they can hardly understand or fully accommodate change, unless such change is gradually but regularly introduced to them. Transformation within Elderly Homes is expected from the experienced, previously white Elderly Homes that display a track record of good management and may have accumulated resources over the years. Of concern is whether such Homes were sufficiently motivated to engage in transformation, whether enough time was given to them to disengage with old systems, and whether the Department developed effective transition management structures to deal with issues of power, anxiety and control (Nadler, 1998:93).

The previously marginalized groups are in dire need of services, but the lingering question is whether they want to receive such services outside their familiar surroundings and by people other than their own? While such questions present genuine obstacles to transformation efforts by the previously white Elderly Homes, they also reflect negatively on the introduction of the transformation process by the Department, taking into consideration the diverse nature of South African communities.

2.5 Environmental Approaches to Organizational Change

Contextual factors enable organizations to select and process information within their environments, so that they are able to meaningfully interact with the environmental influences. This assertion views organizations as open structures, largely susceptible to penetration by environmental influences. Jaffe

that the existing internal structure, strategy and success of an organization are heavily influenced by the environmental forces in which it operates, and therefore poses some challenges for most organizations. This point is relevant to the study in explaining transformation challenges experienced by Elderly Homes, and will be further discussed under the Contingency and Resource Dependence theories below.

2.5.1 Contingency Theory

Organizations function within certain environments and in most cases, cannot escape environmental influences. Contingency theories attempt to explain the relationship between the environmental demands and the organization's internal structural arrangements, as shown in Figure 2 below:

Figure 2: The Organization and the Environment



Source: Jaffe (2001)

As depicted in Figure 2, operations within Elderly Homes are subject to influences from various environmental factors, the most influential being the following:

Government systems are by nature highly political. By entering into partnership agreements with the Department of Social Development, Non-Governmental Elderly Homes were in essence, agreeing and binding themselves to the terms and conditions as set out in such agreements. In relation to this study, Elderly Homes have to conform to the conditions as set out in the transformation charter and the Policy on Financial Awards, which are to comply with transformation requirements of service provision. For the previously white Elderly Homes, this is to be done by including marginalized blacks in their service recipients' databases. The Departmental Policy on Financial Awards and the transformation charter are therefore an indication of the influence of government regulations in the service operations of state-funded Elderly Homes.

Power and Politics

French *et al* (1989:420) refers to a power-coercive strategy of change, which focuses on gaining, using and developing enforcement methods. They believe that within such a strategy, change will occur when people with such power use it in forcing their preferences on people with less power, thereby exacting compliance. Wallace in Transform Africa (2002) believes that the issue of power shapes all aspects of partnerships, especially if such power emanates from the ability to hold and control the 'purse strings'. Lister (2001) echoes this point when he mentions the inequality of power as one of the problematic issues in partnerships. Moreover, in its report on transforming partnerships, Transform Africa cites the inability of NGOs to plan for the longer term, due to their dependent relationship on

Ultimately NGOs, by their very nature, derive not only their sustenance but also their legitimacy from the donor community. By agreeing to comply with transformation principles, funded Elderly Homes ultimately find themselves having to succumb to Departmentally determined plans, which could contribute to neglect of their own plans. Although this might seem to be the case between the Department of Social Development and the Elderly Homes, the Department using its financial power to promote compliance was intended to ensure fair distribution of services among all beneficiaries. The power used by government to enforce public service transformation was informed by the scarcity of resources and the need to distribute such resources evenly across qualifying racial groups. By using such coercive power, the government was hoping to promote co-ordination and inter-relations among public service providers, so as to achieve homogeneity between the goals of both the Departmental and Elderly Homes so that they both aspire towards equity in service provision.

2.5.2 Resource Dependence Theory

Jaffe (2001:218) makes the following assertion:

To survive, organizations need resources. Typically, acquiring resources means the organization must interact with others who control these resources. In that sense, organizations depend on their environments. Because the organization does not control the resources it needs, resource acquisition may be problematic and uncertain. Others who control resources may be undependable,

When resources are scarce. Organizations transact with others for resources, and control over resources provides others with power over the organization. Survival of the organization is partially explained by the ability to cope with environmental contingencies; negotiating exchanges to ensure the continuation of needed resources is the focus of much organizational action.

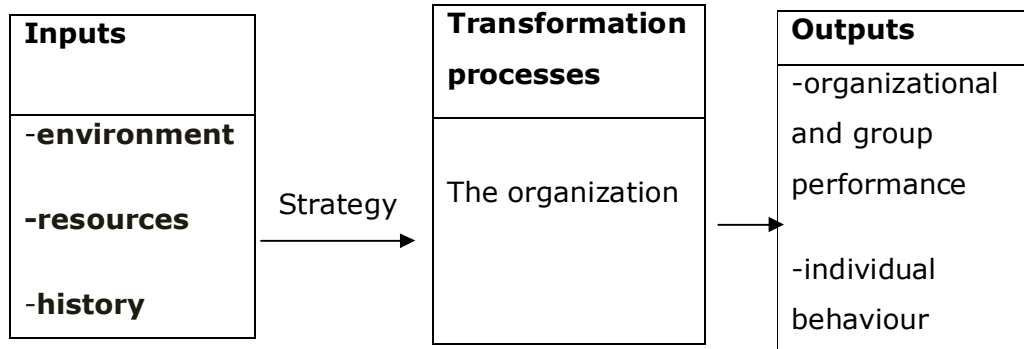
The above statement relates to the fact that the level of dependence on resources always determines the organization's ability to exercise discretionary decision-making without imposed constraints. Having to depend on Departmental resources result in the survival of Elderly Homes being uncertain and unstable, which then compels Homes to constantly adapt to new conditions which require structural flexibility and formality. Similarly, due to their dependence on Departmental funds, Elderly Homes are not able to exercise autonomous decision-making. They then find themselves having to promote Departmental agendas which are mostly politically determined. Both contingency factors and resource dependence, coupled with incompatibility in Elderly Homes' goals and Departmental priorities, result in the two parties working competitively instead of co-operatively. For instance, the Department uses its power over resources to control Elderly Homes and Homes continue to prioritize rendering services to affording clients.

ce Model

The Congruence model as proposed by French *et al* (1989:497) in *Figure 3* provides an ideal strategy to effectively manage change. This model is based on the systems model and basically maintains that organizational change can be facilitated by the congruence or fit among the major components of the organization. Such congruence should be within inputs (resources, environment and history), the transformation process (tasks, individuals and organizational arrangements) and the outputs (organizational, group and individual performance).

The first step, according to this model, is to check the environmental readiness for the transformation process in terms of resources and historical influences. That should be followed by clear task allocation with relevant manpower to carry out such tasks. Organizational arrangements should then be put in place with regard to the lines of authority and operational standards, as well as ensuring the availability of systems of monitoring organizational performance. It is believed that the nature of consistency among these organizational components will assist in identifying problems and opportunities.

Figure 3: Congruence Model



Source: French, Bell & Zawacki, 1989

Viewed from this model's perspective and flowing from this diagram, for the effective achievement of transformation Elderly Homes should operate within a constraint-free environment with necessary resources that will assist them in achieving the required change. Such an environment should reasonably take into consideration the history of these Elderly Homes together with the accompanying culture and norms which greatly influence operations within the Homes. The Congruence model requires that transformation decision-makers strategize transformation processes in such a way that will create a match between the Elderly Homes' resources and opportunities within the prevailing environmental demands.

2.6 Integrated Developmental Model for Social Service Delivery

The Integrated Developmental Model (2006) is strategy of the Department of Social Development to deal with fragmentation in service provision. It is aimed at integrating excluded social groups into the mainstream of equitable service provision. Based

groups such as the previously marginalized black older persons were then given special attention. The integration of these groups is based on the recognition and protection of their human rights. Through this model the Department was acknowledging the complex nature of social problems, and the need to have a variety of service providers as well as relevant legislative frameworks.

It was on this basis that the Department of Social Development formed partnerships with NGOs because the increasing use of contractual partnerships with specialized organizations constitutes a further illustration of the advantages of linking the public service with those that represent identifiable groups of consumers (Patel and Wilson, 2003:110). Aucoin (1996:321) shares a similar opinion, stating that service quality is likely to be improved where explicit contractual agreements impose service standards, performance measures and public reporting requirements on service delivery organizations. The service level agreements signed by Elderly Homes, pledging commitment to, and compliance with, transformation requirements ensures the delivery of services according to Departmental prescriptions.

2.7 Impact of Departmental Funding on Elderly Homes

2.7.1 Creation of new identities

NGOs in general and Elderly Homes in particular have always operated independently as autonomous entities. Even donor support used to be provided directly to them, which they utilised at their discretion. When government approached NGOs to discuss partnerships, NGOs were obliged to review their

ed in them losing focus on their motivating vision. The more they committed to implementing government programmes, the more they lost their identity and vision and became mere implementers of government programmes.

Pieterse (1997:158) points out that most NGOs involved in the liberation struggle were drawn by the anticipated success of the African National Congress (ANC), and by the early 1990s, most of these NGOs were networking and participating in the ANC's complex political protocol, largely encouraged by donor priorities.

Habib and Taylor (1999:76) are of the opinion that the increased state involvement in activities which subscribe to core NGO values of participation and empowerment have raised real issues of identity for NGOs. They were faced with new demands of shifting priorities and their relationships with the donors. In relation to this report, by affiliating with the Department, Elderly Homes had to restructure their systems in ways that indicate conformity to transformation requirements.

2.7.2 The Government-NGO Partnership

Strategic partnerships between the Department and NGOs presumably facilitate the achievement of inclusive social service provision to target groups, with a deemed connection between purposeful government/NGO partnerships and improved service provision, especially where government and NGOs share similar goals. However, most literature suggests that such collaboration does not presuppose harmonious government-NGO relations.

most donors supporting anti-apartheid NGOs assumed that their funding obligations had been met and there was no need to continue to finance these organizations. Government then took over the financial provision function to these NGOs. Habib and Taylor (1999:93) concede that the once adversary, resistant relationship between the state and the NGO sector changed to that of partnership and reconstruction. With this approach in mind, it was taken for granted that forging a collaborative relationship between the government and the NGOs was going to be a relatively simple process. Bebbington and Thiele (1993:2) view this as a grave omission because according to them, the problem of politics was skated over with the assumption that NGOs and government were going to have a shared view of social and development policy.

Ferguson (1995:48) views the State-NGO relationship in the context of 'top and bottom', with the state being up there and resulting in superior spatial scope, supremacy in the hierarchy of power and superior generality of interest. There is fear that NGOs are being pushed to the development margin as mere sub-contractors to government. Partnerships are therefore increasingly defined in contractual terms with all the associated power imbalances that exist between any contractor and service provider. A study by the Community Agency for Social Enquiry (2004) revealed that although members of civil society and state structures share similar goals at an abstract level, they adopt different approaches in practice and as a result, their relationship is characterized by mistrust. This study further revealed that many community-based organizations believed that their intervention was supplementary and never aimed at substituting the role of the state in social service delivery.

ent shows that, from the onset, the issue of partnership between the Department of Social Development and NGOs was never clearly articulated; there were aspects of it that were never examined so that each partner knows exactly how far to go. It also does not come out clearly as to whether the Department allowed Elderly Homes to establish their role and position as development partners within the Departmental service delivery mandates.

Lewis (2001:75) suggests that the creation of government-NGO partnerships is seen as a way of making more efficient use of scarce resources and improving beneficiary participation, therefore such partnership needs to span gaps of culture, power and resources if it is to be successful. The literature suggests, however, that the word partnership covers a range of different relationships between actors, which can either be an active or a passive and more dependent type of a relationship.

James and Hailey (2007:26) believe that governments do not always treat NGOs as serious partners but engage instead in a 'mere cosmetic' consultation. Consequently, in many places, government and NGO relations are characterized by mutual suspicion. This emanates from the fact that more often, the government seems to merely want NGOs to implement state-designed policies, but does not involve NGOs in the formulation thereof. As a result, whenever government policy statements refer to NGO participation, they simply mean the subordinate role of NGOs at the level of implementation, either to improve or guarantee the efficiency of government programmes. (Datta, 2007:111).

community development programmes financed by the Department shows that the relationship between these two is largely one of dependence. Organizations usually enter into this relationship in order to access Departmental funds which are conditional on transformation and partnership, without considering the implications thereof on the organizations' management systems. Lewis further argues that such dependent partnerships are constructed on rigid assumptions, often linked to the availability of external funding. Gronbjerg (1993:56) confirms this point by stating that organizations that depend disproportionately on a particular funding source must devote a relatively high proportion of their energies to manage that relationship. He further argues that continuity in funding allows organizations to refine their management approach, but it also limits their ability to pursue new opportunities.

McLaughlin (1986:143) believes that government funding involves a complex exchange of relationships and explicit requirements of accountability to external funders and therefore limits management discretion over internal disposition of resources. He further argues that, although NGOs tend to determine community needs at the time of establishment, making only marginal adaptations subsequently, they refrain from aggressive efforts to re-examine or undertake major changes in their service delivery approach. Such inflexibility may well reflect the complex patterns of dependency on funders, and the difficulties NGOs have in managing funding relationships, while also maintaining an independent orientation towards their goals and services. Kotze (2003) also believes that the inability of NGOs to deliver as expected stems from the unreasonable demands of donors as well as government-driven development

ent indicates the dominant nature of the relationship between the Department and funded NGOs.

2.7.3 NGO Accountability to Consumers

In this era of funding-driven policies and programmes, the perception that NGOs actually participate in policy-making is an illusion. It is also presumptuous on the part of NGOs to pretend that they represent the people in the process of policy-making. This undermines the supposedly democratic and representative character of the NGOs. As the state hands over to NGOs the responsibility for the implementation of its own programmes, NGOs cease to be accountable to their own people, but become accountable instead to the state as their development partner and financial provider (Pieterse, 1997:159).

Pieterse (1997) further asserts that the envisaged foundation to be built of an interdependent and mutually supportive engagement between the new government and the NGO sector was potentially contradictory and tension-filled. Moreover, serious consideration of the new relationship was viewed as time-consuming by NGOs and that resulted in NGOs losing their accountability to their clients.

2.7.4 Operational Capacity within Elderly Homes

Hudson (2003:206) asserts that as a transformational purpose, capacity-building is about facilitating societal and democratic change through shifting relationships and power dynamics; as an organizational purpose, capacity-building is not only about learning new skills and acquiring new knowledge, it is also about giving up bad habits and behaving in new ways, through

ation's sustainability, autonomy, integrity, independence and resilience.

Greenwood and Hinnings (1996:91) believe that radical change can only occur if there are adequate skills and competencies to support such change, which enables the organization to manage the attainment of the desired change. They further criticize transformation planners for not giving skills development matters the necessary attention, but instead hoping for an automatic 'blending into transformation' by targets.

Within the Gauteng Province, NGOs in general and Elderly Homes in particular experience serious capacity challenges. Staff salary packages between government and NGOs still differ despite several pleas by the NGO Forums to rectify this anomaly. At the same time, Elderly Homes are also expected to conform to Employment Equity and Affirmative Action prescriptions. Most personnel appointed in compliance with these employment requirements lack relevant skills which requires the Non-Governmental Elderly Homes hiring them to embark on skills development. For instance, Homes may employ people with only a Matric qualification and then train them as social auxiliary workers. As soon as these people are adequately qualified and experienced, they then join the Department for better salary packages. With such continuous inadequacy in their staff complement, Homes cannot provide effective and consistent services, and this negatively affects the Homes' ability to achieve their transformation objectives.

The Department of Social Development as a facilitator and funder of NGOs social services also plays a regulatory role to

environment for such NGOs. Financial support to NGOs is done according to the Departmental Policy on Financial Awards, which aims to provide funding to social services at a broader scope than the previous funding policies which provided only for social work posts. However, this policy recommends funding per beneficiary which means that the fewer the number of beneficiaries, the lower the amount that will be given to a Home, and any other aspect of the programme will only be considered subject to the availability of funds. The policy also stipulates that the subsidy for Homes not moving towards transformation will be cut off, but does not clearly specify how Elderly Homes should be helped to transform. Furthermore, it does not clearly specify norms, service standards, performance indicators or realistic budget allocations. Such vagueness and discrepancies in this policy prevents proper budget planning for adequate capacity within these Homes.

2.7.5 NGOs Autonomy and Innovation

McLaughlin (1986) asserts that NGOs do not have any independent source of funding but have to seek donor funds through customary procedures set by the funding agencies. In this respect, the degree of independence they can exercise in relation to donor agendas varies depending on the perspectives of its leadership. In practice, however, their scope for action is limited. Heinrich (2001:5) supports this statement by saying that although the legal and financial environment, as well as institutional access to policy-making has improved for NGOs over the past years, these developments also bring disadvantages in the form of decreasing autonomy for NGOs and a shrinking space within which to manoeuvre. Although autonomy and innovation

onal development, limited autonomy for Elderly Homes might be favourable in promoting transformation activities to the racially diverse beneficiaries within these Homes, in terms of compelling Homes' management to conform to Departmental prescriptions for equal service provision.

James (2001:74) believes that NGO dependence on donor funding makes management behaviour very sensitive to donor demands, especially in an increasingly competitive funding environment. James further asserts that in some cases, NGOs are merely asked to be a vehicle for implementing state projects. Preoccupations with funding-driven agendas can contribute to blocking NGO managers from designing innovative strategies for their operations. Similarly, the elderly are the Department's responsibility in terms of providing care and protection, and the Department has contracted Elderly Homes to do that on its behalf, at a cost. As the Department is paying for such services, it then obliges these Homes to provide services according to its specifications. This then means that Elderly Homes cannot simply provide services at their discretion but must conform to Departmental requirements, which Homes sometimes view as an unrealistic expectation.

2.8 Summary

This chapter briefly explained transformation, narrowing it down to the context of being an equity-producing programme as designed by the Department of Social Development. It then deliberated on the theoretical basis for change in general. It further focused specifically on the transformation process and its

cations as applied in Non-Governmental
Elderly Homes.

Rights-based theories explain the importance of access to rights by marginalized groups. Change management theories stress the importance of preparing the transformation targets for change, ensuring that they view change as the only option, as that will facilitate the adequate 'absorption' of, and compliance with, transformation. The Integrated Service Delivery Model tackles the issue of fragmentation, and the importance of partnerships to counter that.

It is notable that all these approaches view change as a developmental human rights issue, aimed at creating social, economic and racial balances. Most literature on transformation implementation by Elderly Homes in this chapter portrays the Department as having roped NGOs into public service delivery processes to subject them to manipulation. It describes the Department as having failed to honour terms of agreement between itself and NGOs, thereby reducing trust in government. It also portrays NGOs as having limited power to compel the Department of Social Development to honour agreements, mostly due to their dependence on Departmental funding.

CHAPTER THREE

RESEARCH METHODOLOGY AND DESIGN

3.1 Introduction

This chapter explains the method used in investigating the problem and reasons for its preference, followed by a discussion on the data collection techniques and a framework for data analysis. Issues of data reliability and validity are also discussed.

3.2 Research Design

There are two approaches that are widely used in social research, namely qualitative and quantitative. Although these two approaches are different in terms of techniques, there is generally a lot of overlap in the use thereof. While the quantitative approach 'measures objective facts, the qualitative approach is concerned with the construction of social reality and cultural meaning' (Neuman, 1997:14). Most literature confirms the contextual orientation of the qualitative approach with much focus on interactive processes, as compared to the quantitative approach which seems context-free with a greater focus on variables. The qualitative approach also focuses mainly on the essence of the phenomenon, with the aim to discover and understand, and not to predict and control, as with the quantitative approach. The qualitative data collection techniques entail observation, interviewing and reviewing documents, thereby making the researcher a primary instrument. Merriam (2002:5) takes this point further to say such a human instrument is able to be immediately adaptive and responsive,

be the ideal means of collecting and analyzing data.

This study largely adopts a qualitative approach. However, having explained possible overlap between qualitative and quantitative approaches, some quantifiable data will be examined and used in the presentation of findings for this study.

Gillham (2000:95) states that the qualitative approach has the ability to enable the researcher to:

- view the research issue from the inside out and see it from the perspective of those involved;
- 'get under the skin' of an organization to find out what is really happening;
- conduct research into the process leading to results rather than into the significance of results.

The qualitative approach as used in this study was preferred due to the abovementioned reasons. The rationale for this study stems from the perception that there is lack of compliance by Elderly Homes with Departmental transformation requirements. The inductive nature of the qualitative method as explained by Mouton and Marais (1990:103) enables the researcher to use such specific observation as a point of departure, then build towards a general pattern based on emerging issues as the study proceeds. The subjective element of the qualitative approach puts the focus on the experiential state of actors and their perception of the situation. What this means in essence is that the researcher's observation should be adequately backed by the views of individuals practically engaged with the situation being investigated. Put differently, a qualitative approach mostly uses

by providing a framework within which subjects can respond in terms of their own meanings.

Mouton and Marais (1990:160) also believe that qualitative research is an effort to understand situations in their uniqueness as part of a particular context and the interactions there in terms of what the nature of the setting means to participants within it. Merriam (2002:6) takes it further and asserts that in a qualitative approach, individuals are conceptualized as active agents in constructing and making sense of realities they encounter. For this reason, individual sessions with participants in the form of interviews were done because the researcher could not just rely on her continuous observation of the Homes' non-compliance regarding transformation, without attempting to understand the meaning given by participants to transformation obligations.

Qualitative research is especially effective in obtaining culturally specific information about values, opinions, behaviours and social contexts of particular populations. Its strength lies in its ability to provide complex textual descriptions of how people experience a given research issue (Leedy and Omrod, 2005:106). This approach enabled respondents to interpret realities of democracy and transformation as they experience it in their daily activities within Elderly Homes.

Neuman (1997:330) also views qualitative research as relying mostly on the informal wisdom that has developed from the experiences of researchers. In relation to this study, the researcher has already accumulated knowledge about transformation through professional experience. Being in the employ of the Department of Social Development and working

Elderly Homes enabled the researcher to use informal information and experience gained during routine visits to these Homes, wherein issues pertaining to operations would be discussed informally. For instance, on being asked, some of these Homes would confirm that they prefer to keep the number of subsidized cases (mostly blacks) to a minimum for financial reasons. Such information and experience was also drawn on to negotiate entry into these Homes and gain the co-operation of respondents as a researcher rather than a Departmental official. It also helped the researcher to devise strategies to work around 'power and political' influences within these Homes, based on her knowledge of internal power dynamics. On the other hand, a situation of such familiarity can prevent the researcher from considering alternative ways of approaching issues. To mitigate that, the researcher acknowledged the assumptions she had as biases and reassured the respondents that she viewed them as a rich source of knowledge on the issue and that she was there to learn from them.

3.3 Sampling Procedure

Identifying a sample usually depends on the research question being answered. Six previously 'whites only' Elderly Homes, namely Eventide, Frank Mynhardt, Ebenhaeser, Springs Retirement Village, Rus 'n Bietjie, and ESDA were purposefully selected for inquiry, using the purposive sampling method because it enables the researcher "to select cases that are especially informative" (Neuman, 1997:206). Usually, a sample has the same characteristics as the population from which it is drawn. These Homes were selected because besides being the

able within the area of investigation, they possess specific characteristics in which the researcher is interested. Such characteristics include the fact that they were previously serving only white beneficiaries.

These Homes were selected because transformation was mostly aimed at having their services inclusively accessed by previously marginalized community groups, as a way of achieving equity in accessing public services by all target groups. Such inclusion was to be done through obliging these Homes to extend their services to previously marginalized blacks, and to include blacks within their staff and management committee structures. It was thus anticipated that they will yield the most relevant information about the topic under investigation, as they are seen to be representing similar Homes registered with the Department of Social Development. However, the researcher is aware of the drawbacks of the purposive sampling method as stated by Bless and Higson-Smith (1995) in that it "relies more heavily on the subjective consideration of the researcher than on scientific criteria". By identifying and acknowledging this sampling method's disadvantages, the researcher will be able to monitor its effects on the research findings.

3.4 Data Collection

Collecting qualitative data involves sifting through and documenting real events, recording whatever people say with words, gestures and tone, observing specific behaviours within the research setting, studying written documents or examining visual images (Neuman, 1997:328).

to the Research Setting

As the research topic has some racial sensitivity attached, permission to undertake such a study within the previously white Elderly Homes was first secured with the Department of Social Development. Accessing these Homes as a researcher required an extensive discussion with their management structures, explaining the aims of the research and to access documentation as well as conduct interviews with staff and beneficiaries.

3.4.2 The Process of Data Collection

The principle of triangulation is sometimes used to refer to a combination of qualitative and quantitative methodology. Creswell (2003:174) asserts that triangulation is based on the assumption that any bias inherent in a particular data source, investigator and method would be neutralized when used in conjunction with other data sources, investigators and methods. Padgett (1998:32) views triangulation in qualitative research as the convergence of multiple perspectives so that what is being targeted is being accurately captured. In this study two types of the triangulation method, as given by De Vos *et al* (2005:362) were used, namely data and methodological triangulation. The two methods were preferred because they enabled the researcher to collect data from a variety of sources using both qualitative and quantitative methodologies.

In this study, visits to Elderly Homes during meal times, recreation and routine activities served this purpose (observation). Furthermore, the use of registers, policy documents, beneficiary waiting lists, residents' lists, staff duty sheets, minutes of meetings, and management board attendance lists provided concrete data regarding the Homes

Moreover, the scheduled face-to-face sessions with management, staff and beneficiaries enabled the researcher to compare the participants' views to those being observed as well as the documented operational processes within these Homes (interviews).

This was done in the hope that it will increase the reliability so as to ensure transferability of the research findings.

3.4.3 Interviews

Properly framed open-ended interview questions in qualitative research enable participants to speak freely in their own terms about issues brought forth by the researcher. In line with the exploratory nature of this research, the main aim of the interviews was to understand the issue being investigated from the interviewees' perspective, and to allow them to qualify and clarify their responses.

Another advantage of qualitative methods in exploratory research is that the use of open-ended questions and probing gives participants an opportunity to respond in their own words, rather than forcing them to choose from fixed responses as quantitative methods mostly do. Open-ended questions have the ability to evoke responses that are:

- meaningful and culturally relevant to the participant;
- unanticipated by the researcher;
- rich and explanatory in nature.

Due to the sensitive nature of the research topic, the researcher firstly handed out the research questions to identified respondents in each Home, in the form of questionnaires. The

discomfort associated with the issue being investigated, especially because it refers mostly to racial issues.

Semi-structured interviews were thereafter conducted using predetermined open-ended questions in the questionnaire, within the six identified Elderly Homes in the Springs cluster. Such open-ended questions allow for more complete responses to complex issues, as they allow respondents to answer in detail. The interviewee list included the Home manager and four staff members – two white and two black from the kitchen and from the grounds, as well as one black and one white volunteer. Six residents, i.e. three white and three black, were also interviewed. Each interview lasted for approximately one hour and forty-five minutes. This type of interview was preferred because it allows for a friendly engagement between the interviewer and interviewee, which in turn helps in establishing a rapport with participants, which further assists in gaining their co-operation. Interviews for this report were also preferred because they enabled the researcher to gain information on those issues that could not be directly observed, for instance the participants' feelings, thoughts and the meanings they attach to transformation demands and challenges. During interviews, the researcher made notes and kept records of all conversations with participants, thereafter compiling a comprehensive report.

3.4.4 Documentary Sources

As a Departmental requirement, among many records Homes are expected to keep registers of all residents, waiting lists of elderly applicants as well as staff duty sheets and registers. Records of management meetings also form part of the standard documentation. Monthly reports with names and racial

iciaries are kept by these Homes. These were used in this research report simply because they reflect public records of meetings, the racial composition of the residents and staff as well as those that will be admitted into the Homes as per their waiting lists.

Minutes of management meetings were used to check the racial composition of management board members and their portfolios, and whether black members form part of the executive committee, rather than just being additional members.

Data in documents were specifically preferred because they are presumably a 'factual record', always readily available, with detailed information which can be used to track changes in the systems being used.

3.4.5 Observation

Apart from questionnaires and documents, non-participant observation was also used as a major method of collecting information. This was done without any difficulty because the researcher is working with these Homes, monitoring their compliance with Departmental requirements. Observations were made over a period of two months during various official visits to Elderly Homes as well as during Departmental meetings. In these meetings, issues pertaining to transformation would sometimes be discussed. Elderly Homes' internal activities were observed from various angles. Furthermore, the general interaction between management and staff, i.e. how management relates to staff of different racial categories and the way staff members relate to residents of different racial categories, was also observed. The focus here was mainly on

and staff members relating to black staff and residents.

Moreover, much observation was conducted during the Homes' management committee bi-monthly meetings, of which the researcher is often part. Such observation of the participants' interactional strategies to address any challenges that may arise in the execution of the Homes' daily activities contributed to a better understanding of the research setting, and helped in formulating questions, thereby enabling the researcher to get closer to participants. Observed behaviour was then recorded in detail for easy interpretation.

The main aim of observation was to record the participants' behaviour in their natural setting. Mention can be made that observing people during the performance of their daily tasks (if they are aware that they are being observed) often results in a selective behaviour by participants, which is then not a true reflection of the observed situation.

3.5 Data Analysis

Leedy and Omrod (2005:96) believe that qualitative researchers make use of inductive reasoning through specific observations and drawing patterns from subjectively identified data. Mouton and Marais (1990:103) assert that it is possible that a researcher starts out using the inductive approach, but once data has been generated, the researcher can then apply a deductive approach through a framework of analysis and interpretation.

Although due to the exploratory nature of this study, an inductive strategy was used in generating and discovering

the deductive strategy was used for analysis and interpretation of data through the following framework:

Research Question	Objective	Data Required	Analytic Tool
What meaning do historically white Homes attach to the concept of transformation?	To assess the Elderly Homes' level of understanding of the concept of transformation as described by the Department of Social Development	Detailed description of the concept by various Elderly Homes	Comparative analysis of each Home's description of the concept to check contextual comprehension
What do institutions view as their role in promoting transformation as required by the Department through a) enhancing accessibility, and b) equal distribution of services to target groups?	To establish whether Elderly Homes perceive themselves as being part of the transformation process.	Homes own transformation plans detailing their own activities towards achieving transformation	Correlation analysis of the Home's transformation activities to check whether they correspond with Departmental public service provision principles
How have previously white Homes performed relative to transformation requirements?	To assess the Home's pace towards achieving transformation from the onset of the charter to the present moment To understand Homes' challenges in achieving transformation	Homes monthly reports with targets Trends in board, beneficiary and staff profile from 2004 – 2009	Comparative analysis of Home's reports on targets before and after the implementation of the transformation charter
How can	To assess the	Homes	Correlation

	reconcile their internal operational principles with Departmental transformation requirements?	Homes to align their operational activities to the Departmental transformation charter of the Department	operational plans indicating transformation activities with time frames and transformation indicators	analysis of Home’s transformation plans with the Departmental transformation charter.
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Using the above framework, the researcher firstly aligned responses to specific questions. Responses to the first question entailed the views of participants on the concept of transformation. This enabled the researcher to gauge the participants’ level of understanding of the concept as described by the Department. Such information would then help the researcher to determine whether non-compliance with transformation was due to misconception of transformation. The researcher then contextualized the responses through comparing them with the Departmental description of the term.

The researcher then went on to the second question to establish whether Elderly Homes view themselves as having a role to play in promoting access to services by marginalized groups, as prescribed by transformation requirements, To verify whether they understand their role, the researcher comparatively scrutinized transformation activities as given in the Homes’ transformation plans against the Departmental transformation principles of equitable access, non-discrimination, affordability and appropriateness. This was aimed at assessing the correlation between the Home’s transformation activities and the Departmental transformation principles.

In the third question, the researcher assessed responses indicating whether Homes were moving towards achieving transformation, and to obtain detailed information on the challenges that they encounter. The researcher then comparatively analyzed the Homes' reports on services provided to beneficiaries before the introduction of the Departmental transformation charter (i.e. before 2004) and thereafter when the transformation programme was introduced. This was done mainly to establish the level of equitable service provision to different racial groups, giving the researcher an indication as to whether Homes were compliant with the charter, and to get them to present challenges as they experience them within the transformation process.

Responses requiring Homes to indicate how they intend to align their operational activities to Departmental transformation requirements were analyzed through checking the alignment between the objectives of the Homes' operational plans and the aims of the transformation charter. This enabled the researcher to determine the level of these Homes' willingness to comply with transformation prescriptions.

3.6 Reliability and Validity of Data

To ensure validity and reliability of data, the researcher ensured that the purposive sampling method used was relevant for the study, and that what was observed in the sample would be observed in any other subjects drawn from the same population. Again, research questions were compiled in simple straightforward terms for easy understanding by respondents. The researcher also ensured that the data collected was properly classified and appropriately analyzed.

e Study

Human nature tends to influence data reliability in various ways. The affiliation of the researcher usually results in biased responses. As previously indicated in this report, the official conducting the research is an employee of the Department of Social Development, charged with the monitoring of the very same Elderly Homes' activities. Such monitoring entails, among other things, ensuring compliance by these Homes with transformation requirements. Although the researcher explicitly explained to respondents that the research was for academic purposes, respondents still viewed her activities as those of a government official pushing a Departmental agenda. Naturally, this then is likely to result in 'sugar-coated' responses. To avoid that, the researcher repeatedly reassured respondents that she was there not as a Departmental employee, but as a Masters student and that the research was only for academic purposes.

All the Elderly Homes in the study had previously served a white clientele. The issue of transformation is largely race-related and race being a sensitive topic and furthermore being raised by a black researcher, may well have contributed to unavoidable discomfort between some of the respondents and the researcher.

3.8 Summary

This chapter provided a contrast of the quantitative and qualitative methods, followed by a discussion of the qualitative approach as used in this study as well as the rationale for the preference thereof. It further discussed the sampling process, data collection techniques and analysis. It concluded with a short discussion on issues pertaining to validity and reliability of data.

CHAPTER FOUR

PRESENTATION OF FINDINGS

4.1 Introduction

This chapter reports on research findings that emerged during the interviewing and observation process as well as during the review of the Homes' documents. Interviews were conducted with the Home manager, four staff members (two black and two white; two from the residential unit, one from the kitchen and one from the grounds), as well as two volunteers. Six residents, i.e. three black and three white were also interviewed. The main themes under which interviews were conducted are:

- a. understanding of transformation by the Homes management, staff and beneficiaries;
- b. understanding by the Home of its role in promoting transformation;
- c. successes/challenges experienced by the Home in trying to achieve transformation;
- d. views of staff and beneficiaries on the level of transformation within the Home;
- e. Readiness of the Home to incorporate transformation into its operational plans.

When presenting findings, some key elements of the transformation charter were used as a frame of reference. For instance, in its attempts to transform services in which historical patterns of exclusion may still be evident, the charter

...t that services for whites were better funded and had significantly better infrastructure than those for blacks. While the charter also commits the Department of Social Development to ensuring that the NPO/NGO sector has a sound and dependable funding base, it clearly states that such will be subject to the availability of funds. The charter also commits to addressing staff turnover while developing and maintaining strong capacity in the NPO sector.

This chapter first gives a profile of the sample in terms of the number of previously white Homes within the Springs area, then the profile of staff in each Home, as well as the profile of the governing board members. The rest of the chapter will then focus on presenting findings, based on the responses of respondents according to identified categories.

4.2 Sample Profile

4.2.1 Demographic Background of the Unit of Analysis

The following is a current distribution of social services for the elderly within the area under investigation.

Table 1: Distribution of Elderly Services within Springs Area

Area	Total population	Number of Services
Kwa Thema	300 000	1 service centre, no residential facility
Tsakane	320 000	1 Home, 1 service centre
Brakpan Town	210 000	3 Homes, 1 in the process of registration, plus 1 service centre
Springs Town	200 000	3 Homes plus 2 service centres

Table 1 above depicts KwaThema and Tsakane townships as having a larger population and fewer elderly services than Brakpan and Springs towns. Comparatively, Brakpan and Springs towns have more elderly services than those in Black townships, taking into consideration the population size of these areas.

Tables 2, 3 and 4 below portray the racial classification of beneficiaries, staff and governing boards within Homes, which explains the status of Homes and their movement towards deracializing their service delivery so to as achieve the required level of transformation. According to the Department, the goal is to spread services, so as to reflect the demography of the region. This means greater accessibility by historically excluded blacks using these services, more blacks occupying various positions within their staff establishments and more black members within their governing board structures. Although no targets were stipulated, the Department expects Homes to normalize and have greater numbers of suitably qualified black people within their service structures. The racial classification was compared with the Homes' records of staff and beneficiary databases from 2006, as well as the minutes of annual general meetings in which governing board information (taking racial classification into account) is given. This was done in order to compare and analyze transformation trends since the introduction of the charter and the funding policy. This was also to enable management to identify the challenges preventing the inclusion of more black people into their services.

Table 2: Beneficiaries According to Race: 2006 -2010

Home Name	Total beneficiaries		Racial Classification	
	<i>March 2006</i>	<i>March 2010</i>	<i>March 2006</i>	<i>March 2010</i>
Home No. 1	121	100	46 blacks 75 whites	32 blacks 68 whites
Home No. 2	53	52	4 blacks 32 whites	6 blacks 47 whites
Home No. 3	109	107	4 blacks 105 whites	13 blacks 94 whites
Home No. 4	160	161	9 blacks 151 whites	8 blacks 153 whites
Home No. 5	43	47	0 blacks 43 whites	0 blacks 7 whites
Home No. 6	27	28	0 blacks 27 whites	3 blacks 25 whites

All black residents were in the subsidized unit (with only a few whites). Subsidized units are large rooms which at the minimum accommodate ten beds. By contrast White residents occupy the economic units, which tend to be smaller wards (and even single rooms) wherein residents enjoy more privacy than those in subsidized units. The review of the Homes' waiting lists also revealed a number of black applicants in waiting. Of the six Homes investigated, Table 2 reflects only three Homes as having a slight improvement in the intake of black beneficiaries.

Table 3: Staff According to Race: 2006 - 2010

Home Name	Number of Staff		Race	
	March 2006	March 2010	March 2006	March 2010
Home No.1	53	52	35 blacks 18 whites	40 blacks 12 whites
Home No.2	31	28	23 blacks 8 whites	21 blacks 7 whites
Home No.3	41	21	30 blacks 11 whites	15 blacks 6 whites
Home No.4	67	64	33 blacks, 34 whites	32 blacks 32 whites
Home No.5	49	42	38 blacks 11 whites	32 blacks 10 whites
Home No.6	21	19	16 blacks 5 whites	14 blacks 5 whites

Within the participating Elderly Homes, the majority of black workers hold positions such as cleaner, cook, messenger, and ground maintenance. These positions are generally of low status and pay. Table 3 reflects a higher number of black workers than those of other racial categories. This is mainly due to the fact that within these Non-Governmental Homes, the bulk of activities are labour-intensive and thus occupied by less skilled blacks. A few tasks require professional expertise. White staff members within the cleaning and maintenance units occupied supervisory positions. The perusal of staff personal files revealed most black employees as having a low level of education, most of them below matriculation level.

Table 4: Governing Board According to Race: 2006 - 2010

Home Name	Total No. of Board Members		Racial Grouping	
	March 2006	March 2010	March 2006	March 2010
Home 1	11	16	0 black 11 whites	3 blacks 13 white
Home 2	12	9	9 blacks 3 whites	6 blacks 3 whites
Home 3	10	14	0 blacks 10 whites	3 blacks 11 white
Home 4	8	14	0 blacks 8 whites	2 blacks 12 whites
Home 5	7	7	0 blacks 7 whites	0 blacks 7 whites
Home 6	8	6	1 black 7 whites	2 blacks 4 whites

The study notes that most Homes have disproportionately more whites than blacks on their governing boards (see Table 4). Only one Home has more black than white members, i.e. Home 2. This Home's mission is to serve the poor and was founded on charity principles even during apartheid. It is interesting to note that the chairperson of the board at this Home's is black. Of all the Homes studied, only one still has an 'all white' board. When asked why this was the case, management reported that they did recruit blacks to serve on their governing board, but their stay tended to be short-lived. If such members do stay for the full term, their attendance at board meetings is often not regular. The perusal of governing board records of meetings mostly reflected non-attendance by black members. It was also

ences where black members attended such meetings (which the researcher sometimes attends as a Departmental official), their contribution towards the discussions was largely minimal.

4.3 Presentation of Responses

This section reports on the views of managers, staff and beneficiaries of the identified Homes. Respondents were asked to respond to questions as given in the questionnaire under the following themes.

4.3.1 Transformation and its Relevance to Homes' Services

Five out of six Home managers understood transformation as normalising their service to reflect post-apartheid South Africa. In practice, this would entail having black residents in their Homes. They also believed that they have to get more blacks into their staff and governing board structures. Only one particular Home interpreted transformation to mean redressing the discriminatory effects of apartheid. This Home has a history of non-racialism and was involved in fighting against apartheid even before 1994. Most of these Homes expect the Department to be satisfied with the number of blacks they have and to compensate them for that. The Homes' staff registers reflected most black staff members as caregivers, cleaners, cooks and ground staff. There were no whites within these staff categories. White staff members were only professional and enrolled nurses, laundry and kitchen supervisors as well as head of maintenance. The administration staff in all six Homes was all white. There were black social workers within two of these Homes and in one Home the social worker reported that she has not had an office

and worked from a passage in a residential unit with mostly black residents. In another Home, the social worker's office was not at the front among the rest of the administration offices, but was at the back of the residential units.

It was also noted that some managers were quite open-minded about transformation and the dynamics involved, while to others it appears as just one of the Departmental strategies to control Elderly Homes.

Most staff members (black and white) understood transformation the same way as the management teams, i.e. for white Homes to take in black residents, staff and board members. Those staff members that were employed before the introduction of transformation (before 1994) reported that they expected some improvement in their working conditions, specifically in terms of remuneration. Only a handful of staff members seemed comfortable with the status quo within these Homes.

Most residents had a limited view of transformation. On explanation, white residents expressed concerns that they would not want to stay in the same units as blacks. One Home had separate units for black and white residents, and one white resident told the researcher that such an arrangement was made after the white residents forced the management to separate them. It was reported that even families of residents were involved in enforcing such separate arrangements because their members were 'not comfortable' with the integrated living situation. Conversely, some black residents in one Home reported that they can stay together with whites during the day but prefer praying and sleeping separately. The review of Homes'

the admission policies) revealed little information on the living arrangements of residents, except that services were open to all irrespective of colour or creed. Not even one Home had a specific transformation policy.

4.3.2 Elderly Homes and the Promotion of Transformation

Out of six Homes, four believed that their role was to open their services to previously excluded black beneficiaries. In addition, they volunteered their time through feeding poor families in local informal settlements, although the Department was reportedly not giving them enough funds to do that. Two of the Homes understood their role as that of partnering with the Department in rendering services but stated that they were unable to exercise their role because the Department does not recognize them as its partners, but as subordinates. These Homes also complained that the Department only expects them to implement its programmes but does not give them resources, specifically funds. The Homes were also concerned about the attitude of Departmental officials towards them.

4.3.3 Assessing Transformation Outcomes

In response to this aspect, three Home managers were making a comparison of the number of transformation targets they had achieved since the introduction of the charter. According to them, they had met transformation requirements, especially because they occasionally provided food parcels to poor families, visiting the elderly within the community (home-based care), but felt the Department was not being supportive towards them. Homes were also concerned about the recent cuts in the subsidy for Homes with fewer black residents, which they feel is unfair

is open to all, but they do not get many accommodation requests from black applicants. One Home that has a Home-Based Care training programme reported that only a small fee was charged for training material but the trainees are given meals by the Home, bearing in mind that some cannot afford to bring lunchboxes. Although this Home, due to its charity-oriented background, did not expect any compensation from the Department, management reported that they at least expect some appreciation and that they should not be penalized for the lower number of black residents.

From the perspective of beneficiaries, most of them moved into Elderly Homes as early as 1996, before the transformation charter was implemented. This was true of those Homes that were church-based and had a history of non-racialism. From the interview, most of these beneficiaries were the destitute, with no family to take responsibility for them, e.g. those that were found wandering about and brought to a Home by Police or welfare workers. These destitute beneficiaries were admitted as charity cases and were provided free service by these Homes, before the Department took over.

Black residents in separate units from white residents felt marginalised. They pointed out that white staff members were more tolerant towards white residents, citing as examples that white residents were favoured and given preference in service provision, the uncomfortable state of the rooms for black beneficiaries such as windows that could not be shut properly and let in cold air in winter, not being listened to when they request some traditional foods to be included in the menu, such as *amasi* or *mala mogodu*.

s, some black staff members reported that they had not experienced any progression. The review of staff files revealed cases of employees being in the same position more than twenty years with no prospects of promotion. While it is true that within the Non-Governmental Elderly Homes there is minimal upward mobility in terms of career progression, black employees in these Homes stated that they expected the managers to at least give them salary increases in recognition of their long service. To them, progress towards transformation was the rate of job promotion and salary increases. What emerged from respondents was that Home management usually tell them that they are unable to give employees salary increases because the Department does not increase the subsidy. While the issue of non-increase in the subsidy cannot be disputed, being registered as non-profit entities gives all NGOs including Homes, the authority to raise funds to augment the Departmental subsidy. From mere observation, Homes under review have a number of donated assets. These are easily identified because most donors require their donations to bear their emblem/trademark. Moreover, subject to much dispute, previously white Homes have a long-standing funding relationship with well-established donors. This is evidenced by the yearly expenditure reports of these Homes which reflect a reasonable amount of donated funds.

A black social worker in one of these Homes felt sidelined by her white social work colleague. She complained that instead of being oriented and supervised, her colleague performs all tasks by herself. According to her, although the Home has some blacks within its structures, the attitude of management and other white employees displayed no transformation. The cleaners

'whites only unit' also reported that they do not see any transformation because they are not given proper cleaning materials such as that provided to cleaners in the 'whites only unit'. Some staff within the same category of cleaners/grounds men reported minor improvements as evidence of transformation, e.g. the fact that they are now allowed to use refrigerators and microwave stoves belonging to the Home.

4.3.4 Aligning Services to Departmental Transformation Requirements

All the Homes felt that by having their admission policy stipulating that they admit qualifying beneficiaries irrespective of race, they were adequately prepared to transform their operations. The Department requires that Homes submit a transformation plan, together with a letter of assurance, pledging to render services according to specified regulations. On review of such plans, it was noted that these were just broad statements requiring funds for implementation, e.g. *outreach to informal settlement = R120 000.00*. There were no specifications in terms of clear objectives, activities and indicators. When asked to present operational plans with clear specifications aligning their objectives to Departmental transformation indicators, the Homes responded that they felt that their plans indicating their financial needs to implement transformation activities are never considered by the Department. From practical engagement with these Homes as a Departmental official, no subsidy increase has been given for over five years. The charter also commits to ensuring a dependable base for NGOs only subject to the availability of funds. Nonetheless, the Homes felt that they were already

According to transformation requirements because they are taking in black beneficiaries, have black staff members and also black governing board members as required by the charter.

The review of the Homes' quarterly reports reflected no improvement in the balancing of their racial profiles, i.e. beneficiaries and governing board, and also no promotion within the staff structures. The beneficiary waiting lists also reflected a large number of black people in waiting as compared to whites. It was also noted that the Homes' yearly transformation plans had the same objectives, which are never achieved because their implementation depends on getting funds from the Department. There was also no skills development plan for staff among the Homes' policies. The Homes reported that they will only have such plans if the Department commits to funding them.

Subsequent visits to these Elderly Homes revealed some improvement and progress towards transformation. This is particularly true of those Homes that when visited by Provincial Officials, were found to have racially separated units. Noticeable improvement was also evidenced in the general condition of the 'blacks only' units.

4.4 Summary

Noted from these findings is the fact that almost all respondents understood transformation to mean having blacks within these previously white services. Homes also felt that their role was to reach out to more black communities and that they should partner with the Department in service provision. Homes



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Department was not providing adequate financial support for them to effectively transform their services, despite the commitment of the charter to give appropriate support to those NGOs serving the poor and vulnerable. While Home managers feel that they have progressed reasonably well towards transformation, some beneficiaries and staff feel that service operations within these Elderly Homes have not transformed.

CHAPTER FIVE

ANALYSIS OF FINDINGS

5.1 Introduction

This chapter reports on the analysis of research findings as obtained through literature reviews, personal interviews based on open-ended and structured questionnaires, documents from the Homes as well as the observed activities within the investigated Elderly Homes. Analytical comments start by reviewing the layout of services within the area and units of investigation, and then proceed to racial profiling of beneficiaries, staff and governing boards within Homes. Such analysis aims to assess the state of progress regarding the Elderly Homes' progression towards meeting the departmental goals of transformation. This is followed by attempts to understand the role of the Homes in embracing and promoting transformation, and is followed by that of the staff and beneficiaries. The chapter concludes by examining the propensity of the Homes to align their service objectives to provincial Social Development Departmental transformation principles.

5.2 Analysis

5.2.1 Demography of Elderly Services within Springs

Although the notion of transformation is arguably not merely about numbers games, demographically and in terms of this study's research objectives, previously whites-only areas reflect the presence of a higher number of services to the elderly than those found within black townships. Such skewed distribution merely reflects the legacies of apartheid's discriminatory policies,

are confined to underserved areas with a dearth of infrastructure, facilities and other life-sustaining opportunities for the elderly. The transformation charter also notes the fact that services for whites were better resourced and better funded than blacks. While on a longer-term basis the Department of Social Development should have a plan of upgrading services in the previously deprived areas, in the short term it seems reasonable to place expectations on these well-resourced previously white Homes to open their facilities and services to previously marginalized blacks.

5.2.2 Racial Profile: Beneficiaries, Staff and Governing Boards

The transformation imperatives as stipulated in the Charter require higher levels of representivity in the profile of beneficiaries, staff and governing boards according to the demographics of the region in which they operate. The Charter further acknowledges cultural diversity. In relation to this study and in the period that the Charter has been in effect, evidence from the profile of beneficiaries, staff and governing board members suggests an unsatisfactory level of progress by these Homes towards achieving transformation (as defined within the Departmental Charter), from the period of the implementation of the charter.

However, the fact that the Elderly Homes' monthly reports and waiting lists revealed fewer black entrants in Homes can be explained variously. While the Department continuously demands that Homes should recruit mostly black beneficiaries into their service programmes, the Departmental transformation

ent tool should not only be limited to quantifiable targets because quality is also an essential factor to gauge transformation. The present monthly Departmental reporting tool used by Homes only requires information on the number and racial profile of beneficiaries served. The reporting format should also allow for the assessment of the quality of services rendered by Homes to respective targets. The Charter also calls for quality social welfare services. Another explanation can be drawn from the social and cultural diversity of black and white communities regarding the use of Elderly Homes. From observation, black society in general still views Elderly Homes as places for 'outcasts'. Viewed from a change management model perspective, for maximum achievement change should be aligned to consumer needs. Even if there is acceptance of the view that the aged in Black communities need a structure to cater for the security and general needs of their senior members, being taken away from their surroundings to urban-based white Homes is still viewed as a stigma. This can be further confirmed by Du Toit's (2004) view of social exclusion that its effects might not be pernicious when viewed from an external point but can have adverse consequences which might be damaging to the target group.

Although the large number of black applicants in the Homes' waiting lists was based on the Homes' admission principle of 'first come-first served' and black applicants reportedly take longer to return application forms, the elements of the socio-economic life for black and white people seems very much a factor in this instance. For instance, a black resident would get an application form before a white does, but if that white person were to complete and submit such form before a black person does, the

admit that white residents never consider other reasons that might delay black residents in bringing back the form, given the fact that such a form also needs to be completed by a medical officer and a social worker. For instance, a black applicant might not have anyone knowledgeable within the family to complete the form quickly or might have to wait for someone to provide money for transport to the doctor or to the social worker. While the fewer number of white as compared to black applicants on Elderly Homes' waiting lists might be because whites can get through the application process without any delay, the idea of some previously white Homes intentionally aiming to have fewer black residents should not be disregarded.

The lower numbers of black beneficiaries within previously white Elderly Homes can also be based on the economic status of the two communities, namely the fact that most Homes' unit cost is about R4 500.00 on average, and the current Departmental subsidy stands at R1 540.00 per person per month, plus the state pension contribution of approximately R850.00 which amounts to R2 390.00. This then leaves Homes with a shortfall of R2 110.00. This presumably results in Homes being reluctant to take in a large number of 100% government subsidized residents (who are mostly blacks), as compared to those paying the full unit cost (mostly white residents), because that impacts negatively on the Homes finances. Strangely, Elderly Homes knowingly sign service level agreements (SLAs) with the Department agreeing to these conditions, but whenever they are being questioned with regard to the low number of black beneficiaries which remains the same year after year, they always bring up the issue of financial constraints and that the

white paying-residents will then enable them to cope financially (i.e. cross subsidization). It cannot be overlooked that this may in fact be a strategy used by Homes to extend their services to the previously excluded beneficiaries within their budget constraints.

The above situation reflects the effects of socio-economic inequalities between the two communities. Contingency theories as used in this report explain this discrepancy as being caused by the organizations' vulnerability to environmental influences and challenges. In this case, the political history of unequal access between black and white to economic resources within South Africa manifest themselves vividly. The effects of such deprivation cannot be rectified by a stroke of legislative fiat or charter. Arguably, the Department of Social Development can balance this unequal status of residents within Homes by subsidy increases. The challenge, though, is one of affordability given competing and pressing demands on the national fiscus. However, Elderly Homes boast of the quality of their service, pointing out that they have thus far been able to bring noticeable improvements in the health condition of beneficiaries under their care, including that of elderly black persons.

On the question of inclusive governing board membership, the review of the records of governing board meetings revealed a high level of non-attendance by black members, which Home management interprets as evidence of lack of commitment. However, the racially unbalanced governing board structures are also reflective of the effects of the apartheid system legacy based on population classification and the racial grouping of residential areas. Although the Department used the profile of

large transformation, to successfully achieve a transformed board structure is subject to various requirements. Firstly, as volunteers, members of governing boards have to pay their own travelling expenses when attending board meetings. The better-resourced Homes do reimburse travelling expenses for these members but that may vary depending on the Home's current financial situation. Arguably, one can dispute this point on the basis that white members are able to attend despite the expenses involved. Secondly, most board meetings are conducted in the evenings or during weekends, which may conflict with family life events, like funerals or weddings, but members are usually informed about this from the beginning. Another explanation might be the observed marginalisation of the black members when portfolios are given. This is usually observed during governing board election sessions, in which the researcher was present. For instance, most black board members are ordinary members, while white members occupy the roles of chairperson, treasurer and secretary on the board. What the foregoing statement implies is that, though black members may be open to take up responsibilities within these structures, their socio-economic status will always present challenges.

5.2.3 Understanding and Promotion of Transformation

The fact that Elderly Home managers understand their role in promoting transformation as that of partnering with the Department in service provision and to reform their services and structures to be inclusive of blacks, indicates that they are well aware of the transformation expectations and obligations by the Department. In other words, they know that as Departmental

service delivery they have a responsibility to ensure that services to beneficiaries are provided in accordance with transformation principles. The observed non-compliance in promoting transformation cannot therefore be attributed to the Homes' ignorance of their transformation obligations. However, instead of being partners, Homes feel subordinate to the Department, regarding their scheduled meetings with the Department as mostly 'lecture sessions', wherein Homes are merely given instructions on how to implement newly designed reporting systems. Homes further complained that most of their operational time is given over to complying with the shifting Departmental reporting formats, for example the monthly reporting template. Based on the researcher's practical engagement with the Department and the Homes, the issue of partnership between the two does not seem to be given much attention. Instead, it resembles what French *et al* (1989) refer to as a power-coercive strategy, with the Department seemingly using financial power to enforce conformity with transformation goals by Homes, more especially because the Department is controlling the 'purse strings'. Such dependent relationships are explained by Lewis (2001) as rigid and mostly linked to the availability of funding. In other words, Elderly Homes strongly feel that the Department is using its financial power to leverage control over the Homes' operational systems. With reference to explaining resource dependence in Chapter 2, Jaffe (2001) also asserts that control over resources provides the resource owner with power over the organization. Against this backdrop, one may suggest that the survival of Homes is *ipso facto* dependent on their readiness to cope with Departmental conditionalities for funding. This perceived power imbalance then leads to the superficial compliance by Homes with transformation principles.

the Homes is also manifested in the fact that while most Homes have managed to maintain fewer blacks in their service structures and claim to have transformed, the attitude and mindset is blatantly untransformed. For instance, the responses by staff allocated in 'blacks only' units that management hardly provide them with cleaning requisites, and the fact that such units were reportedly found to be displaying great neglect by Homes in terms of general cleanliness, bears evidence to this (Social Development, Partnerships and Welfare Financing Unit Official Report, August, 2009). This was also evident during the observation of the operational activities. However, such findings seem to have prompted the affected Homes to attend to these identified shortcomings, in that follow-up visits by the researcher showed noticeable improvement in both the integration and cleanliness of these units.

Furthermore, the fact that black employees are still kept at lower levels of job allocations for prolonged periods portrays these Homes as non-compliant with transformation. Although some Homes cite inadequate qualifications within the black employees as the reason for limited or no career progression, from mere observation it would seem that the discriminatory attitude of whites towards blacks is evident within some of these previously white Elderly Homes. For instance, if a Home happens to have a black professional, such as a nurse, such black professional will always work under the supervision of a white professional. Most likely, the only motive that some of the previously white Homes seem to have is for black employees to do those lower grade duties not 'suitable' for whites, mostly to get Departmental funding. Such a motive might have been encouraged by, among other things, the contents of the Departmental memorandum to

Requests for funding will favour organizations serving the poor and vulnerable beneficiaries (Department of Social Development, 29 March 2005). Viewed from the Homes' perspective, while the Department obliges them to observe Employment Equity and Affirmative Action principles, no funds are given to Homes for skills development. Even worse, salary scales for professional staff within Elderly Homes, e.g. nurses and social workers, are lower than for those of their colleagues within government employ. For instance, the salary notch for an NGO junior social worker is R105 590, while that of a Departmental social worker stands at approximately R135 000. This disparity then results in Homes losing most of their professional staff to the Department. Despite such a staff exodus, the Department expects or demands that services within Elderly Homes be of acceptable standards. However, the congruence model holds a different view and suggests that to achieve such acceptable performance standards there should be a fit between the resources, tasks to be performed and the systems of controlling and reviewing operations. By so doing, this model favours the provision of adequate capacity to Homes. The views of Greenwood and Hinnings (1996) would also hold the Department responsible for capacitating Homes, stating that change will not happen unless there are skills and competencies to support it.

Black beneficiaries (residents) do not seem to have experienced the effects of transformation. Besides some of them having a distorted understanding of transformation, namely as giving them entitlement to live in previously white Homes, the way they are reportedly treated within these Homes leaves much to be desired. This was again evidenced through routine site visits

development Departmental officials, where they round black residents placed in a sunny area with no shade, while whites were comfortably put in gazebos. (Social Development, Partnerships and Welfare Financing Unit Report, August 2009). The fact that some previously white Homes still have separate subsidized residential units for black and white elderly persons will continue to make some of the white residents resentful and view black residents as invading their territory. It remains the duty of the Home management to enforce transformation within all structures of service delivery.

In relation to the Homes' efforts to promote transformation, although the charter equally emphasizes some elements of transformation other than race, in practice the Departmental transformation evaluation tools mostly focus on the quantity of targets achieved by Homes. This narrow outlook of transformation seems to encourage Elderly Homes to just strive for the common denominator, that is, to get blacks into their service databases, thereby overlooking or circumventing other essential elements of transformation, for example the quality and impact of service to targets.

5.2.4 Aligning Home Operations to Transformation Principles

All Elderly Homes' transformation plans reflect their willingness to transform their service operations. The annual submission of such plans is one of the Departmental funding conditions. What the study found problematic, however, is the contradictory nature of the Homes' intention to align their activities to transformation principles. The fact that Homes could not produce operational plans specifically designed to realistically

indicates that they were not prepared to align their operational objectives to transformation principles. This was due to the fact that Homes had no confidence that the Department of Social Development would actually finance them.

By specifying that funding will be based on the relevance of the Homes' goals with Departmental priorities and specifications, the Financing Policy encourages these ambitious but impractical plans from Homes. Most of the Home managers also seem concerned about the unrealistic requirements from the Department which they feel restrict their ability to innovate. They feel that such Departmental demands hinder their progress towards achieving transformation. Managers also strongly feel that the Homes are losing their autonomy and becoming 'mere implementers' of Departmental policies. What emerges from this point is that much as Homes understand and are in agreement with the terms of reference put forward in the Departmental funding contracts, they still maintain that they are entitled to lead their own autonomous organizations, not to be treated as mere implementers of Departmental mandates. Value diversity and goal incongruity in this regard comes to mind because in order for Homes to align their objectives to the Departmental transformation vision, they should be able to align their objectives with those of the Department. French *et al* (1989:425) also agree that if two parties hold divergent goals that motivate their behaviour, they are likely to behave inconsistently.

The Charter purports that previously white Homes accumulated a lot of resources over the years of apartheid. The Department thus expects Homes to use such resources to achieve

ives. Equally so, but subject to much dispute, most previously white Homes still have gainful contacts with financially prosperous local and international donors. These Homes could in all likelihood be in a position to cater equally for both the elite and destitute beneficiaries. However, the fact that Homes still struggle to align their service activities to transformation requirements can be explained in two ways. Firstly, the fact that having accumulated many resources from the apartheid era should not be equated to having adequate resources within these Homes. The second factor might be an indication of some degree of reluctance by these Homes to conform to regulations. Such reluctance might be based on the level of the financial subsidy by the Department, which is only 75%. Although the transformation charter clearly stipulates that Homes should make up for the shortfall in subsidy where families cannot afford the costs, Homes might feel that the Department should not have control over the 25% that they accumulate independently. Again, the increase in the number of community-based organizations as compared to the period prior to 1994, as well as the fact that most external donor funding is channelled through government departments for discretionary allocation, results in the scarcity of donations which then subjects NGOs to greater competition. This further results in most NGOs, specifically Elderly Homes, engaging in 'cosmetic conformity' to transformation requirements only to access funds.

5.3 Summary

The Department promotes equitable distribution of funding to Elderly Homes through the Policy on Financial Awards to Service providers, the objectives of which correspond to those of the

Information Charter, in balancing the racial promises or beneficiaries, staff and management board, and also in terms of accountability and good governance, among others. Even with this policy and the Charter in place, most previously 'whites only' Elderly Homes in this study still reflect non-conformity in some aspects of their operations, specifically with racial integration.

Transformation operations within Elderly Homes still require a lot of clarification and streamlining. What emerges is that the Department is enforcing transformation through racial integration, without taking into account the complexity of such integration. As a result, the Department attributes the static pace of transformation to the reluctance of previously white Homes to open their services to black beneficiaries. On the other hand, Homes feel that the Department is not giving them sufficient funds to carry out transformation tasks. While the element of reluctance can never be completely dismissed, the fact of the matter is that there might be serious issues underlying such reluctance, which, if explored appropriately, might provide a way forward for both the Department and the Homes to resolve these challenging matters.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1 Conclusion

The transformation programme is appropriately grounded within theoretical and legislative agendas geared towards the equal fulfilment of citizens' rights. With such a foundation, services to beneficiaries are no longer viewed as charity but as an entitlement. Likewise, the intention of the Social Development Departmental transformation programme was appropriately structured, with policies which were properly formulated and co-ordinated within non-discriminatory aspirations, and thus highly relevant in promoting equity within the racially fragmented social service delivery system. The co-ordination and racial integration of elderly services was a reasonable move by Social Development to allow for equitable access to inadequate resources, specifically by previously marginalized blacks. Transformation therefore enables the Department of Social Development as a duty-bearer to ensure the provision of social services to all target groups in an equitable manner and in line with the Constitutional obligations. It is also very clear that Elderly Homes fully understand their role in promoting transformation.

However, the foregoing statement does not purport that the foundation of transformation is watertight. On the contrary, the observed minimal level of transformation implementation by Elderly Homes largely stems from omissions in the formulation of

as. Such omissions are then used by some or the Elderly Homes to resist transformation.

Furthermore, it was inappropriate to only focus transformation on the previously white Homes on the presumption that they are well-resourced. Such presumption then concealed other possible strategies to address the unequal distribution of elderly services. Firstly, the targeted Elderly Homes were seemingly not adequately capacitated, given the fact that they were expected to extend the bulk of their services to the poorest of the elderly. Secondly, assumptions were made that placing black elderly people in previously white Homes is what black people need and want. The discrimination reportedly experienced by black beneficiaries and staff within these Homes stems from the fact that the Departmental transformation evaluation tools place much emphasis on the racial balancing of residents within the Homes rather than on the impact of services. Furthermore, it is also an oversight for the Department to assume that transformation is and will only be achieved when black and white beneficiaries access services within the same service point. An alternative approach that includes upgrading and strengthening services within black areas will equally allow black elderly to enjoy services similar to those in white Homes, but more ideally within their familiar surroundings.

Moreover, while the Social Development Departmental transformation charter prescribes roles and responsibilities for Elderly Homes, it does not give clear specifications regarding transformation implementation. Again, the norms and standards within the Older Persons Act prescribe service standards pertaining to application for funding, contracting with the

g with accounting procedures, and asset management. There is no guidance regarding the balancing of racial ratios within Elderly Homes, yet the transformation charter puts greater emphasis on racial inclusion and redirecting a bulk of services to the previously marginalized. As the charter prescribes racial balances in the staff, beneficiary and governing board structures, it does not give a suggestion as to how to make this happen, in cases where Homes fall short in this regard. Furthermore, while the Policy on Financial Awards to Service Providers obliges Elderly Homes to align their service goals to transformation principles, it is not based on any norms and standards to guide its implementation. As a result, it has an inconsistent system of awarding finances to service providers.

Another observed omission by the Social Development transformation programme is the intention to manage and control Elderly Homes at which transformation is aimed, with minimal interest in interrogating their reception and conceptualization of transformation, especially because transformation involves dealing with sensitive and deeply held beliefs and attitudes. In fact, this omission then conceals the complex nature of the transformation process, which then creates an impression that transformation can be generically implemented and controlled within these Elderly Homes. This in turn does not allow for the broader understanding of the challenging and complex nature of this process.

Another concern is the fact that as the Department of Social Development was and is continuously putting pressure on Elderly Homes to transform, it has never made provision for the strengthening of these Homes' internal structures. The

to be overly preoccupied with ensuring equal accessibility to social services by marginalized groups, and neglected to prioritise the budget implications of the transformation process. These Homes thus still struggle to perform at the required level of transformed service delivery.

The continued strained relationship between Non-Government Elderly Homes and the Department is an indication of a serious discord between policy formulation and implementation, which has resulted in the failure of Homes to align their operational goals to transformation mandates. This is largely due to the unrealistic nature of the transformation principles, which the Department requires to be implemented in environments lacking adequate resources and implementing capacity. Furthermore, being well-resourced is not always equivalent to having adequate resources and expecting these Homes to serve a bulk of the previously excluded elderly with their inadequate resources amounts to putting unreasonable demands on them.

While most Elderly Homes may insert in their service delivery plans their commitment to render services inclusively, this is usually vague and meaningless. Instead, these Elderly Homes and other NGOs seeking funds from government present convincingly compiled proposals with quantifiable objectives with the express purpose of accessing funds.

Lastly, although change within the NGO sector with special reference to Elderly Homes was introduced with the intention of creating better conditions for all through equity and equal resource distribution, the conditions set by the Department of Social Development for conformity to transformation were somewhat punitive, i.e. no transformation – no funding. Such

have in all likelihood contributed to an attitude of non-co-operation in the Elderly Homes at which transformation was aimed.

6.2 Recommendations

Transformation within Elderly Homes has not been sufficiently achieved because it did not provide precise methods of implementation, considering the fact that until now the entire South African public service system still struggles to deal effectively with transformation complications.

While transformation and integration within these Homes will always be essential for redressing imbalances in service distribution, the legacies of the apartheid regime and the divisions they created should never be underestimated. Racial segregation, with its accompanying marginalization and exclusion, created separate cultures which the Homes cannot be expected to address in the short term.

Such challenging issues within these Homes therefore call for the following approaches to be instituted.

Inclusivity

Proper co-ordination of service delivery proposals towards transformation from various stakeholders, so that public service provision activities can contribute significantly to the advancement of transformation. For instance, within the management structures of most Elderly Homes are very knowledgeable retired professionals, whose input can contribute much in dealing effectively with transformation challenges. What this means is that instead of the Department treating Homes as

representatives from Homes should form part of the decision-making structures from the onset of strategic planning sessions, to allow for the joint designing of feasible strategies. Doing so will also improve the relations between these two, for enhanced service delivery. On the other hand, Elderly Homes as implementers of the transformation programme should be assertive, in terms of putting forth to the Department whatever strategies they deem feasible for them to achieve transformation.

Capacity

While it remains important for the Department to have strategies in place to balance historical discrepancies, implementers of such strategies should be provided with adequate capacity to do that. Financing policies and programmes should be linked to comprehensive programme-based funding guidelines and financial allocations should be tailor-made to accommodate shortfalls in service demands.

This will then prevent having on one hand, the *economic class* with all the luxuries and on the other, the *subsidized group* with minimum basics, all within one Elderly Home. Although Homes argue that this variety is good for cross-subsidization, it defeats all efforts towards achieving equity and equality in social service provision. Arguably, the issue of ever achieving equity/equality is obviously too complicated and extensive to be addressed in this report, especially given the fact that members of society are labelled and treated according to their socio-economic status, which is never equal. The starting point should therefore be for the Department of Social Development to clarify how it conceptualizes equity/equality, a point which needs research of

Department can 'equalize' the status of beneficiaries within Elderly Homes by providing for the full unit cost for subsidy cases, so that the living arrangements for these cases can also be elevated to match that of the economically independent group.

Raising Awareness

The larger community also needs sensitizing and consultation, with regard to transformation and service integration, so that they can be aware of and effectively use available services. There should also be a way of measuring community interest and eagerness in utilizing 'modern' services, so that providers of such services are not accused of being discriminatory. Departmental officials also need to be, from time to time, exposed to refresher sessions to sensitize them on the complex issues in implementing transformation, and how to effectively approach these issues within Elderly Homes, without offending service providers.

Monitoring and Evaluation

Regular evaluation sessions between the Department of Social Development and Elderly Homes should be set up to allow for a joint review of transformation activities, thereby allowing for the simultaneous identification of omissions and hindrances. This will then enable both these parties to jointly deal with fears and frustrations and to work out a way forward. This will further allow for decision-making that accommodates both, rather than only advancing Social Development Departmental mandates.

Finally, this research report reveals that the main obstacle to the progress of transformation within Social Development is that



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with all its good intentions, transformation was largely misconceived. Transformation is never about race only and focusing on transforming only the racial aspect of service provision unfortunately results in the neglect of other equally critical issues like leadership, resources and culture, all of which create unnecessary complications in the process of transforming services within Elderly Homes.

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RESEARCH QUESTIONNAIRE

Dear Respondent

This questionnaire is confidential and anonymous. Your participation in this research activity will be very much appreciated, and the findings thereof (based on your views, of course), will be useful in acquiring my Masters in P&DM.

A. Questions to Home Management

Biographical Data

- i) Name of the Home
- ii) Residential Address
- iii) Position of Respondent in the Elderly Home

What meaning do previously white Elderly Homes attach to the concept of transformation in relation to their service delivery operations?

- i) What does transformation mean in the context of your service delivery expectations?
- ii) How long has the concept of transformation been in operation?
- iii) What practical steps would you consider a major requirement towards transformation?

What do you view as your role in promoting transformation of the Department of Social development through;

**...ssibility and, b) equal distribution of
their services to target groups?**

iv) Based on your understanding of the notion of transformation as described above, how have your services been to beneficiaries?

v) How would you describe your specific roles in relation to service accessibility and equal distribution?

vi) In your own estimation, how would you assess the transformation process?

Since the introduction of transformation agenda by the Department of Social Development, how have previously white Elderly Homes performed towards transformation?

vii) What are your major transformation challenges towards extending services to other community groups, e.g. previously serving white clients only and now having to include black clients/ other racial groups, as required by transformation?

viii) How long do you think will take the previously white Elderly Homes to achieve the successful implementation of the transformation process?

How can previously white Elderly Homes reconcile their internal operational principles with the Departmental transformation requirements?

ix) How in your opinion, can you align your operational activities to the Departmental transformation requirements?

x) Any other relevant comments?

Interview Schedule for Staff

- i) How long have you worked here?
- ii) What is your position?
- iii) What do you understand about transformation?
- iv) Would you say your Home has transformed? Please explain.
- v) If not, what would you say is the problem?

C. Interview Schedule for Beneficiaries

- i) How long have you been staying in this Home?
- ii) What has your stay been like?
- iii) What do you understand by transformation?
- iv) Based on your understanding, would you say this Home has or moving towards transformation?