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Indigenisation of social service delivery in the Pretoria-Witwatersrand-Vereeniging region

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INDIGENISATION OF SOCIAL SERVICE DELIVERY IN THE PRETORIA - WITWATERSRAND - VEREENIGING REGION

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A Dissertation submitted to the Faculty of Arts, University of the Witwatersrand, Johannesburg in fulfilment of the requirements for the degree of Master of Arts in Social Work.

March, 1995

ABSTRACT

This study aimed at analyzing the social service programmes of 30 randomly selected 'progressive organisations' in terms of:

1. the nature of services offered
2. their rationale for service delivery
3. the goals of service delivery
4. the values and principles underlying service delivery
5. the strategies and methods used for service delivery
6. the outcome of services as perceived by the progressive organisations.

On the basis of the information gathered, it was intended that this study would contribute towards an evolving understanding of the indigenisation process occurring in social service delivery in South Africa.

A qualitative-descriptive research design was used. A total of 103 organisations which met the requirements of a 'progressive organisation' with a 'social service programme' were identified in the PWV area. From this universe, a 26% sample of 27 organisations was randomly drawn.

An administered schedule was utilised in order to gather data from the respondents. Data was processed according to the SAS (Statistical Analysis of the Social Sciences) programme.

It was found that a move towards indigenisation has begun to emerge. This model of welfare has been in direct contrast to the traditional formal welfare system in South Africa which historically was based on the ideology of apartheid.

The major conclusions arising out of this study were that the progressive social service organisations under study were contributing towards the development of authentic social service delivery by:

- Incorporating social services into their programmes in order to meet the unmet social welfare needs of people. These unmet needs arose as a direct result of an inadequate formal welfare system in South Africa.
- Playing a major role in fulfilling peoples' unmet social welfare needs by offering services which were traditionally not offered by most welfare organisations in South Africa.
- Incorporating new methodologies into their service delivery as part of their commitment to make their services accessible and accountable to consumers.
- Being acutely conscious of the duality of their political and service objectives and deliberately striving to promote both. This combination of political and service objectives was carried out by including social development principles into service delivery.

A general theme encapsulates the recommendations of this study. This refers to incorporating the experiences of the progressive social service movement into:

- social policy making
- education and training of social workers and,
- into furthering the process of authentication and indigenisation of social welfare in South Africa.

It is further recommended that the indigenisation experiences of other countries should be studied in order to provide useful insights in the planning of a more appropriate model of social welfare in South Africa.

DECLARATION

I hereby declare that his dissertation is my own unaided work and that the assistance obtained has been only in the form of professional guidance and supervision, that no part of this dissertation has been submitted in the past for a degree at any other university, and that the information used in this dissertation has been obtained by me while registered as a candidate for the degree of Master of Arts in Social Work, University of the WitwatersRand, Johannesburg.

Rayna Taback _____ 13 March 1995

RAYNA TABACK DATE

DEDICATION

FOR MY SISTERS

DALE AND JO-ANNE

AND

FOR MY PARENTS

LYNETTE AND SYDNEY

ACKNOWLEDGEMENTS

I would like to acknowledge my since thanks and appreciation to the following people:

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CHAPTER: ONE

INTRODUCTION

1.1 TOPIC Indigenisation of social service delivery in the Pretoria-Witwatersrand-Vereeniging (PWV) region

1.2 AIMS OF THE STUDY

1.2.1 To study the social service programmes[1] of 30 randomly-selected progressive organisations[2] in terms of:

1.2.2 the nature of services offered

1.2.3 their rationale for service delivery

1.2.4 their goals of service delivery

1.2.5 the values and principles underlying service delivery

1.2.6 the strategies and methods used for service delivery

1.2.7 the outcome of services as perceived by the progressive organisations

2. To contribute towards an evolving understanding of the indigenisation process occurring in social service delivery

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[1]A social service programme refers to the following service activities: 'personal social services for example, counselling services, provision of social and/or material assistance; community development programmes, self-help groups, social advocacy programmes, social security, human resource and information services' (Patel and Taback, 1989)

[2]Progressive organisations refer to community organisations and trade unions that receive no state subsidy, have adopted formal policies condemning the system of apartheid and/or services divided along racial lines.

in South Africa.

3. To contribute to a developing critique of social service delivery in South Africa.

1.3 RATIONALE OF THE STUDY

The historical development of human welfare in South Africa has, until 1994, been based on the philosophy of apartheid. More specifically, this meant that welfare provision and services were racially differentiated. Although a democratically elected government has been elected, the consequences of an apartheid welfare system remain. The effects of an apartheid welfare system have had a direct bearing on the people it is supposed to benefit. The following characteristics highlight that these effects have been negative for most South Africans:

-It has entrenched racial differentiation in the allocation of welfare grants, for example in maintenance and disability grants (Lund, 1994; Patel, 1992; McKendrick,1990). While parity in welfare grants was recently introduced, the effects of differentiation on those persons receiving inadequate social security was deleterious (Lund, 1992b).

-The government of national unity elected in April 1994 inherited a welfare system which was costly as it was highly bureaucratized and services were fragmented and duplicated.

-The privatisation of welfare services which took place over the past ten years has isolated thousands of people from obtaining soc. services. Privatisation of welfare services resulted in people who could afford it having to purchase social services, while those in desperate need, such as unemployed people, were not in a position to purchase them (Woods, 1994; Lund, 1986).

The existing South African welfare system has been based on First World models of social welfare, largely British and American, and it is also primarily urban-based (Taback and Triegaardt, 1992). McKendrick highlighted this point by stating that South Africa has a welfare system that has been unsupportive of national development and which has been discriminatory and antagonistic in terms of promoting human dignity and potential (McKendrick, 1990). These factors have resulted in an inadequate and inappropriate welfare system which has not met the needs of the majority of people in South Africa.

Over the past decade South Africa has been a society undergoing transition. It has faced escalating crisis on political, economic and social levels, social disintegration has been observed at every level in society, and although a democratically-elected government is now in power these problems have not disappeared. Coupled with these influences have been the negative effects of repression, which South African society experienced at the hands of the National Party government prior to April 1994.

The above mentioned conditions increasingly led many members of the social work profession to question the nature and philosophy of the apartheid welfare system, including underlying values, methods and principles of social service delivery. In response to a perceived crisis in South African society during the 1980's, anti-apartheid organisations campaigned against inadequate and inappropriate social welfare policy and social services. This was because people realised that the welfare system did not meet their needs, and that it entrenched an apartheid ideology which excluded the majority of South Africans from receiving adequate social services.

Various initiatives were convened in order to oppose existing state welfare policy. These initiatives resolved to work towards evolving an alternative welfare policy and to promote relevant, indigenised and authentic social services for South African society. There was also an increase in research concerning welfare policy alternatives and critique of the South African welfare system (Lund, 1994; Lund, 1992; Lund, 1992b Patel, 1992; Lund, 1990; McKendrick, 1990; Patel and Taback, 1989; Lund; 1986).

One such research study was undertaken by Patel and Taback (1989). They undertook a survey which documented the nature and scope of progressive organisations rendering social services nationally. Their survey identified 435 service organisations, all of which were affiliated, aligned, or identified with the United Democratic Front (UDF), an organisation representing most anti-apartheid groupings in South Africa, or the Congress of South African Trade Unions (COSATU). Findings of this study

indicated that progressive social service organisations were rendering a wide range of types of social services, established as a direct response to the political, social, and economic context. The major but tentative conclusions drawn from data collected in Patel and Taback's survey were that progressive social service organisations were rendering alternative services concerned with priority felt needs. Service methodologies were devised in order to be appropriate to meet the local conditions of the people being served and included participative and democratic strategies. These services were concerned with filling the gap which arose from a deliberate oversight on the part of the traditional formal welfare system. It was hoped that the development of such social service organisations would have implications for the evolution of social services in present day South Africa where it is hoped by many that the present welfare system will be reconstructed in order to become undiscriminatory and accessible to the people it is supposed to serve (Patel and Taback, 1989).

The above tentative conclusions indicated that an alternative model of social service delivery was emerging in South Africa. However, Patel and Taback's study was wide, and did not attempt to explain or explore the dynamics underlying the findings. The researcher therefore aimed to specifically identify how these services were contributing towards the indigenisation of social services in South Africa. The present study focuses on one geographical grouping of progressive social service organisations which forms part of a variety of indigenous social services in South Africa. The study seeks to promote understanding of the

evolution of an indigenous model of social services and social service delivery, and involves an analysis of the methods, rationale, and the value base underlying the practice of services being delivered by the progressive organisations.

The development of an alternative welfare system is not unique to South Africa. McKendrick (1987;3) states that: "In the first and second quarters of this century, when colonialism was at its height or only just beginning to decline, social work was exported to other developing countries which had begun to experience the social dislocation that accompanies economic and industrial development". In Third World developing countries such as Cuba, Nicaragua, Brazil, Somalia and others (Costa, 1987; Kendall, 1986; Midgely, 1981), colonial influences contributed to increasing the inappropriateness and inadequacies of social services, and a wide range of scholars of the Third World have identified a need for indigenous approaches to social services (Desai, 1988; Costa, 1987; Small, 1987; Midgely, 1981; Resnick, 1976; Mayo, 1975; Thurz and Vigilante, 1975). It is generally agreed that the dominance of American and British approaches to social services in the Third World should be challenged as these models have been perceived to be inappropriate to the needs of developing countries. A growing body of literature and practice skills has emerged in response to this reality (Costa, 1987; Kendall, 1986; Resnick, 1976).

The concept of indigenisation according to Midgely(1983) refers to 'appropriateness'. This means that social service roles, methods and approaches should be appropriate to the developmental

needs of the countries in which they are delivered. Further, Walton and Nasr(1988) identify three distinct stages that social services are postulated to pass through in the process of evolving an indigenous and authentic social service delivery system in Third World countries:

Stage 1: The transmission stage. This refers to the transference of Western models of social welfare to Third World societies. It takes the form of dependence on Western literature, theories and practice techniques and the fashioning of Third World welfare [illegible] First World models. Social welfare is viewed univers[illegible] ofessional activity and its approaches are considered [illegible] able to meeting needs in all societies.

Stage 2: The indigenisation stage. The process of indigenisation emerges as it becomes increasingly clear that Western , First World modalities are inappropriate to meeting the developmental needs of Third World countries. The shift towards indigenisation results in a critique of Western social service delivery models and the evolution of local interventions to meet needs. In this phase, Walton and Nasr (1988) postulate that Western models are adapted to local conditions.

Stage 3: The authentication stage. This refers to the development of a domestic model of social service delivery which is an organic development rooted in people's perceived needs, and in the political, economic and social fabric of the society. This stage refers to the identification of unique features of

social work practice in a particular society, which are a specific response to the social, economic and cultural circumstances of the society.

The framework proposed by Walton and Nasr (1988) is a useful one to analyze the indigenisation process in South Africa, as it provides definite parameters for the indigenisation process. South African society is undergoing a transition and it is hoped that this study will show where welfare in South African fits into this framework. Further, in order to provide a relevant theoretical framework the researcher will make use of Patel's (1992) study on Welfare Policy Options as a conceptual foundation for the analysis of progressive social services in South Africa. The following core elements will be included in this analysis:

1. The societal context
2. The nature of services delivered.
3. The rationale for service delivery.
4. Methodology of service delivery. What types of methodologies are suited to meet local needs?
5. Values. What are the values and principles underlying social service delivery?

In summary, therefore, this study will be informed by Walton and Nasr's (1988) stages of the indigenisation process of social service delivery in Third World countries, and Patel's (1992) framework of core elements in the evolution of an alternative welfare policy and social service delivery system in South Africa.

1.4 RESEARCH DESIGN AND METHODOLOGY

A total of 103 organisations which met the requirements of a 'progressive organisation' with a 'social service programme' (see section 2.1) were identified in the PWV area. From this universe, a 26% sample of 27 organisations was randomly drawn. All organisations agreed to participate in the study.

An administered schedule was constructed, pre-tested, and personally administered on an individual basis to representatives of the chosen organisations during the period April to June, 1991. Data from completed administered schedules was coded and computer processed, using the SAS programme.

Research design and methodology is reported upon in detail in Chapter 5 of this document.

1.5 LIMITATIONS OF THIS STUDY

1. The research tool, that of an administered schedule, may have limited the degree of honesty by respondents. It may be difficult for respondents to be objective regarding an assessment of their own projects.

2. While the field work of this research study was being carried out South Africa was being ruled by an apartheid government. This could have influenced the way in which respondents answered the administered schedule.

3. South Africa is undergoing a transition on social, economic and political levels, and since the fieldwork of this study was completed South Africa has adopted a new constitution. This can be seen as a limitation as social service organisations are now operating within a different context. However, no major changes to past welfare policy have thus far been announced.

1.6 OVERVIEW OF THE DISSERTATION

In this section, an overview of the dissertation will be presented. Chapter 1 includes an outline of the research aims as well as a discussion of the rationale of this study. The assumption that the South African welfare system has developed based on historical and political influences is discussed and the development of alternative initiatives in the form of social service programmes is presented. The concept of indigenisation of social welfare is introduced in this chapter. This concept focuses on the appropriate matching of social service roles, methods and approaches to the developmental needs of countries served. A brief discussion on the research design and methodology is presented. The chapter concludes with a discussion on the limitations of this research study.

Chapter 2 focuses on the concept of the political purposes of social welfare. The writer uses the examples of Britain and the United States of America to illustrate this phenomenon. It is clearly shown that political forces contribute to the development of a country's welfare system.

Chapter 3 describes the nature of the South African welfare system. The development of an apartheid welfare system is discussed, and the chapter accents the fact that a progressive social service movement began to develop in South Africa in opposition to an inadequate formal welfare system.

Chapter 4 begins the discussion of the concept of indigenisation of social services. Universal experiences of this process are illustrated and the relevance to South African welfare is highlighted.

Chapter 5 focuses on the research design and methodology of this study. A classification of the research design is presented as well as issues pertaining to data collection and data analysis.

Chapter 6 includes a presentation of the research findings. This is mainly in a verbal descriptive manner, although where appropriate the writer has utilised tables to present data.
The final chapter includes a summary presentation and discussion of the findings. Conclusions and recommendations are also made.

CHAPTER TWO

SOCIAL WELFARE AS A POLITICAL PROCESS

2.1 INTRODUCTION

Gil (1990) describes the process of the development of human welfare by examining societies as they are shaped by social, psychological, economic, political and ideological dynamics of advanced capitalism. Gil thus provides a comprehensive framework within which to further explore the development of welfare in the world. This chapter will focus on the development of human welfare in two Northern Hemisphere countries, where in the mid-nineteenth century capitalism was to expand rapidly and have a global effect on the development of welfare. The influences impacting on social welfare, particularly political forces, will also be reflected in this chapter. Moreover, to illustrate the dynamics between politics and social welfare, the writer will discuss the development of social welfare in Britain and the United States of America, since these developments influenced the establishment of social welfare in South Africa.

2.2 THE PURPOSE OF SOCIAL WELFARE

Political forces in society differ in nature due to various and sometimes to opposing ideologies. Several writers (Gil, 1990; Weale, 1983; Galper; 1980, Bailey and Brake; 1975) highlight the fact that politics and welfare form a close relationship. It has been noted (Gil, 1990) that welfare policies originate from broader economic and social policies of particular countries. In the case of liberal-democratic welfare states, Weale (1983) further reinforces this point by noting that the function of

welfare is carried out in two main ways, distinguished as social and economic policy.

Galper (1980) defines social services as being a political phenomenon, since they are active in influencing the values and structures of a society. He stresses that in order to critically understand the nature and purposes of social services a political analysis is necessary. It is thus important to begin to look at a society's ruling ideology, which usually arises out of the ruling government's political identity.

According to Gil (1990:262) "Ideologies develop in interaction with the emerging patterns of basic social processes. They reflect, rationalise, justify, legitimate and reinforce, at any stage of history, the then prevailing patterns of these processes". Coupled with this is the notion that these prevailing ideologies determine the nature of welfare policy and in turn social services. Further insight is given to why such dynamics of society emerge by Cowger and Atherton (1977), who link this issue to that of social control and go on further to point out that social control is a primary function of social welfare, and that it is integral in determining social welfare dynamics. This ties in directly with what Gil (1990) bases his discussion on. He states, as mentioned already in this chapter, that welfare policy and social services arise out of certain dynamics in society. These in turn are specific in what they are intending to achieve, namely social order. Cowger and Atherton (1977:10) view this dynamic similarly by describing it as "the processes in a society that support a level of social control as

cohesiveness sufficient for the survival of the society as a recognisable unit". However Cowger and Atherton (1977) take this discussion further by raising a critical question namely "Who decides on values?". Answers to Cowger and Atherton's question shed further light on how social control and social services become a political tool.

Marshall (1977) discusses this question by making a comparison between the manner in which different social choices are made. He (1977:15) states that voting is typically utilised to make "political" decisions, while the market mechanism is used to make economic decisions. He comments that "the democratic and the economic processes are alike in that they both take a mass of individuals, process them through institutions - the ballot and the market - which register and react to their desires, and produce a single body of answers, a set of prices or a Houseful of Members"(Marshall, 1977:15).

Marshall (1977) makes the distinction that welfare is different to both the political and economic forces. Welfare has the underlying function of responding to needs. The crucial issue here is how and why different countries identify and respond to needs in different ways. Various models of welfare have been conceptualised which give different definitions of the concept 'welfare'. These are usually linked to the prevailing political ideology of that country and are also closely connected to economic policy. There are three widely used definitions of welfare models which describe different welfare systems (Mishra, 1979; Leabeaux and Weinberger, 1965). These include:

1. Residual model: This refers to a system where social welfare institutions come into play only when the normal structures of supply, the family, and the market break down.

2. Institutional model: This refers to social welfare systems where services are an accepted, first line function of the modern industrial state. The complexity of modern life is recognised. The inability of the individual to provide for him/herself, or to meet the needs in the family and work setting is considered a 'normal' condition.

3. Welfare society or welfare state: This refers to a welfare system where welfare is a social norm based on the values of solidarity and co-operation. In concrete terms, welfare manifests itself in the social recognition of human need and in the organisation of production and distribution in accordance with need. The goal of the welfare society is social welfare.

The importance of stating the above definitions is critical, for the definitions not only relate specifically to welfare, but they can be generalised to the broader functioning of society and specifically its socio-economic and political functioning. For example, the South African welfare system is based on the residual model of welfare. This has been linked to a stance taken by the South African government to firstly move away from a socialist state and secondly to enhance and develop privatisation of welfare (McKendrick, 1987).

Each country will then adopt one or a mixture of the previously mentioned models, and respond to the needs of its society accordingly. As discussed earlier in this chapter the adoption of different models of social welfare are purposeful in terms of their functions, which include social control as part of their political ideologies.

2.3 THE DEVELOPMENT OF SOCIAL WELFARE

Capitalism began in Western Europe during the late Middle Ages. It evolved out of long distance commerce, carried out by families, guilds, and companies. Historians refer to the early stages of capitalism as mercantilism. This period involved relatively strong contracts over economic activity by central, usually royal authorities. It was during this era that the newly discovered territories of Africa, Asia and parts of the Americas were gradually transformed into colonial empires. The wealth which was expropriated from these colonies became the basis for advanced capitalism throughout Western Europe and North America. This in turn facilitated the onset of the industrial revolution in the eighteenth and nineteenth centuries.

For the purpose of this chapter the writer will focus on Britain and America as contemporary examples of how capitalism, which includes economic and socio-political dynamics, has shaped the development of human welfare provision. These two countries have been chosen because both have subsequently become influential, directly or indirectly, upon South African political and social welfare developments.

2.3.1 The recent historical development of social welfare in Britain

Hill (1993) provides a comprehensive outline, explaining how political events in British history had an impact and have been in part responsible for shaping social welfare in Britain.

Hill (1993:1) introduces his discussion with an important paradox that developed in Britain. He identifies that while there was a tendency in Britain in the early 1900's to see social welfare in political terms, and shaped by political events, he however comments: "...the main players concerned with social welfare were seen to be less significant than their colleagues who were concerned with economics, foreign affairs, defence, and law and order".

This is an important concept as the development of human welfare in terms of political development is often ignored or underplayed. This phenomenon was clearly evident in Britain where the early Conservative government entrenched this subordination by leaving the management of welfare to "the permanent government of the civil service, while they gave their attention to the high politics which really interested them"(Hill, 1993:2).

Various writers (Hill, 1993; Jones, 1991; McCarthy, 1989; Friedlander and Apte, 1974; Fraser, 1973) have documented the development of welfare in Britain. These writers have shown that in Britain both the Conservative and Labour governments had a

strong hand in shaping the direction of human welfare. A pertinent example of this was during the period of the Second World War, where in Britain the high rate of unemployment and poverty was ever increasing. It was during this time that the war-time government under the leadership of Winston Churchill was concerned with planning for peace. This resulted in the Beveridge Report which included proposals for a comprehensive insurance system and future social policy needs. Hill (1993) notes that in some respects the implications of this report had great political significance. Churchill was to regard this as a distraction from the war effort, while the Labour Party viewed the report enthusiastically.

In 1945 the Labour Party won the General Election. They were clearly committed to the institution of social reform, and they were responsible for introducing a range of social policy measures. The implementation of a National Health Service further entrenched the Labour Party's commitment to social reform and in doing so increased its political credibility.

Hill (1993) comments that the introduction of new or improved personal social services (for example in child and family welfare) was largely unpolitisiced. However he argues that the introduction of such services were important for the future politics of social policy as this laid the foundation for future social services. After an investigation into existing legislation it was found that there was no clear division of responsibility between the education authorities and social service providers. The significance of this investigation was

that it led to the development of a single welfare department as opposed to welfare policy being combined with education. The political consequence was that welfare would receive single-minded attention which would facilitate the development of services. It is interesting to note that during this period the conflict between the Labour Government and the opposition was concentrated on its economic rather that its social policies. A conclusion can be drawn here that the reason for the focus on economic rather than social policies was that the Labour Government's priority was to focus on a post-war society, where the rise of unemployment was a threat. This did not happen due to a strong rise in the world economy (initiated in the USA). One could speculate that if unemployment did rise and Britain became even more depressed after the war, the Labour Government would have been forced to focus its attention on social policy in order to deal with social problems arising out of a country experiencing an economic depression.

The Labour Government lost the General Election to the Conservative Party in 1951. Hill (1993:46) notes: "It was not an era of significant social policy change. The Conservatives did little to undo the structure of social policy created by Labour; rather they concentrated on managing its development or at least maintaining the status quo". The Labour Party succeeded in winning the General Election in 1964, on a manifesto of radical redistributive measures. However this was at a time when the country was experiencing an economic crisis, and therefore the social policy aspirations of the Labour Party were not realised.

The two governments which followed, namely the Conservative Government from 1970-1974 and the Labour Government from 1974-1979 were both seen to share a commitment to welfare.

The period between 1979 and 1990 marked a significant era for social welfare in Britain. Margaret Thatcher came into power in 1975 and brought with her new ideas on the management of the country. Thatcherism has been viewed as a period which was marked by radical changes in Britain on many levels. Thatcher's approaches were focused mainly on economic and industrial policies. However, Hill (1993:123) suggests "The main threat to social policy lay in economic policies which would cut public expenditure".

The period of Thatcherism emphasised a free market philosophy, and had significant consequences for economic, industrial and social policy. The free market ideals posed a threat to existing social policy. This related specifically to welfare state social policy, where the government's priority was to meet the needs of its people through social services. This required budgeting in terms of making financial resources available for social welfare. Hence a threat was posed through the implementation of economic policies where public spending was cut drastically (Jones,1991; Hill, 1990) since this had definite consequences for the social welfare of people. These included:

-A drastic rise in unemployment.

-A reduction in social security benefits.

-Introduction of privatisation.

-Introduction of poll tax.

In summary it can be argued that politics and political ideology have shaped the direction of British social welfare. Rose (In Hill 1990:50) suggests that: "Labour favours the welfare state programmes that collectively account for the largest part of its budget...by contrast, the Conservative Party dislikes high levels of public expenditure on principle...on grounds of party doctrine, whether the Conservative or Labour Party is in office should make a big difference to patterns of public expenditure" (Rose, 1984:119). However Hill (1990) points out that it is important not to simply look at expenditure patterns, rather one should take a broader view of analyzing different approaches to social policy and their impact. Hill (1990) identifies a divergence in the approach to social policy and ideologies of the Labour and Conservative governments. Hill (1990) incorporates the writings of George and Wilding (1985) who view the Labour Party as having a Fabian socialist viewpoint, and according to Hill (1990:157) "The Fabian socialist viewpoint takes as its goals the achievement of services open to all citizens on the basis of need, paid for out of taxation and not rationed by charges". This ideology stresses the commitment to free services for those in need.

In direct opposition to this is the ideological position held by the Conservative Party. This has been described as selectivism (Hill, 1990). The selectivist doctrine involves a view that "income deficiencies should be tackled by means of simple tests...Income replacement schemes should put individuals in a position to buy services...It should not be necessary to provide free services to make up for income deficiencies" (Hill,

1990;158). It is thus clear that the Labour Party and Conservative Party governed Britain with varying ideological standpoints. This has had a direct impact on the allocation of funding for social services as well as the nature and implementation of social policy. The two ideological perspectives, that of Fabian Socialism and selectivism, have reflected this, and illustrate well how the prevailing political ideology affects the perceived purpose and nature of the social welfare system.

2.3.2 The recent historical development of social welfare in the United States

The historical and political development of social welfare in the United States provides an interesting background against which to compare and contrast the development of welfare in Britain. Salient features emerge which indicate that while social welfare policy also developed in the United States because of political events, the nature of this development was very different to that in Britain.

During the early 1900's in the United States, social welfare consisted mainly of education benefits and benefits for elderly war veterans (Weir, Orloff and Skocpol, 1988).

In the United States the development of state policies concerning social services were much slower to evolve than in Britain. A reason for this could be that American political parties were not looking for new policies to attract working class voters, rather

their constituencies were an already mobilised working following. This was in direct contrast to the situation in Europe where parties were looking for new policies to attract new members. One way in which to do this was through the implementation of social policy.

As a result of the Great Depression in the 1920's the federal government of the United States grew enormously and instituted many new social and economic polices. These focused on decreasing unemployment which was creating devastating social problems in America.

The period after the Depression marked a point where welfare policy in the United States began taking on a welfare capitalist approach, where programmes were run by employers for their workers or through private and local charities. This period signified the introduction of the Social Security Act, which also addressed the needs of those affected by the consequences of the Depression. Zastrow (1986:22) states that "The depression brought about profound changes in social welfare". Welfare in the United States began taking on a new face. Political parties could not rely on their electorate to keep up their following while they were being affected by increasing poverty. Therefore, unemployment programmes and social security legislation were seen as mechanisms of maintaining political power as well as addressing the needs of their followers. The Federal government realised that in order to achieve this it needed to play a role in providing financial assistance and social services. From after this period to the 1980's the US government gradually

expanded its role in providing financial assistance and social programmes.

With the election of Ronald Reagan as president in 1980, drastic cuts were introduced in social welfare spending, resulting in a marked increase in poverty. The US began developing a private welfare state, where corporations offered social welfare programmes to workers and their dependants. This created a shift in responsibility from the government to the private sector, but due to the 1980 slump in the world economy and especially in the US economic environment, private funding for welfare services began to decrease. This was to have a negative impact on social service delivery.

This was further entrenched by the Bush administration, where political thinking carried forward the Reagan philosophy of minimum spending on social welfare. It is interesting that with the election of Bill Clinton as president of the United States there were promises of increased welfare spending. This become evident where the spotlight was on increasing financial spending in the health sector, which could have had a positive influence on the social service sector.

In summary it can be said that the development of social welfare in the US has been due to political events in response to the influential dynamics of American society.

The primary goal of social work, the major profession operating

in the social welfare system, is to provide therapeutic and/or developmental services to clients. It is therefore interesting, as reflected in this chapter, to note that the rationale underlying social welfare in different countries is to fulfil government's political ideologies. The values and principles of social work may therefore often come into conflict with the prevailing political ideology of a country. The documentation of the development of British and American social welfare reflects that political events and political ideologies have influenced the nature and development of welfare in these two countries and that this at times has been at the expense of the consumers of social welfare services.

The development of social welfare in South Africa can also clearly be seen to have developed out of the country's political ideology, as is shown by the writer's documentation in Chapter 3 of the development of social welfare in South Africa. This chapter will reflect how through a process of colonisation the meeting of most people's welfare needs was negatively affected. This process coupled with the entrenchment of the political ideology of apartheid led to the establishment of a welfare system that alienated the majority of people in the country.

CHAPTER THREE:

HUMAN NEED AND SOCIAL WELFARE IN SOUTH AFRICA - THE GROWTH OF THE FORMAL WELFARE SYSTEM

3.1 INTRODUCTION

The purpose of this chapter is to document the development and growth of the formal welfare system in South Africa. As outlined in Chapter Two it is clear that a country's welfare system is largely influenced by the historical events of that country and more specifically by the socio-economic and political dynamics of the ruling government. It is therefore important to document the historical events leading up to the establishment of what is today a residual welfare system in South Africa.

Many writers (Patel, 1992; Marx, 1989; McKendrick, 1987; McKendrick and Dudas, 1987) have documented the development of social welfare in South Africa. All these writers begin with the discussion by describing the phenomenon of colonialism in the middle 1600's when Dutch settlers arrived at the Cape of Good Hope.

3.2 COCLONIALISM AND SOCIAL WELFARE IN SOUTH AFRICA

The Dutch settlers arrived with very definite ideas, beliefs and attitudes (Patel, 1992; McKendrick, 1987). Patel (1992:34) notes that the exclusive group consciousness of the Dutch settlers presented itself in the expression of racial and social supremecy, and they judged the African people to be inferior.

These attitudes were to have a marked effect on the development of social welfare. (This will be explored later on in the chapter). The racial attitudes of supremacy can be clearly traced back to the era of colonisation in South Africa and its consequences prevail in present day welfare.

Of particular importance to welfare, was the denigration of indigenous customs held by the African people. This was coupled with discrimination in social services where whites were favoured as the elite. This was further exacerbated with the discovery of precious minerals in the late 1800's, and the subsequent industrialisation of the South African economy, which was to have an effect on the development of human welfare. African people were beginning to experience severe social problems as a consequence of colonisation. Traditional patterns of culture and economics were eroded by the settlement of the Dutch and subsequent European migrant groups. This occurred through the introduction of Western World traditions of culture and economics. Africans were forced to seek a livelihood in the cities where a large labour force was required on the mines. Migrant labour began which paved the way for a secure source of labour for the capitalist empire that was developing in South Africa. It is important to note that welfare programmes for African workers in urban areas were non-existent as they (Africans) were not considered to have political or welfare rights. They were seen to be "temporary sojourners" in the urban areas (Patel, 1992; McKendrick, 1987).

The process of industrialisation and urbanisation resulted in large scale poverty and social problems, and African persons had

to rely on informal traditional structures to deal with social needs. Women, children, the aged and disabled persons were left in rural areas to continue their lives as subsistence farmers. However, the Squatters Law of 1895 and the 1913 Land Act further deprived Africans of their major source of income, that of agriculture. The welfare needs of Africans were not met and normal traditions and cultures of meeting these needs were broken down by the mechanisms of urbanisation, industrialisation and the entrenchment of a racist philosophy. For whites the meeting of their social welfare needs was different. Patel (1992) cites a quotation from Potgieter (1973), a historian on social welfare in South Africa, and which highlights the bias in South African welfare policy which reflects discrimination in social welfare. "Whites received social welfare mainly through the church and the family, although voluntary welfare efforts, particularly by women's organisations, increasingly featured over time. The first two child welfare organisations in the Cape and Johannesburg were established in 1908 and 1909 respectively. Potgieter showed that after the formation of the Union in 1910, National welfare planning for whites became possible through co-ordination of church and voluntary welfare initiatives" (1992;36).

The contrast between the development of welfare for white persons and the limitations placed on Africans becomes apparent from the previous discussion. The development of 'white' welfare was becoming formalised, however unlike Britain and America the South African government did not take responsibility for providing such services, rather as discussed earlier this was being carried out

by families, the church and voluntary organisations. The development of welfare in Britain and in the United States of America, although directly influenced by socio-economic and political events, did not emerge primarily based on the political philosophy of racial differentiation and racial discrimination, as in the case of social welfare in South Africa.

3.3 THE DEVELOPMENT OF FORMALISED SOCIAL WELFARE IN SOUTH AFRICA

In the 1920's, the government of the Union of South Africa became increasingly concerned about the high rate of white poverty. The Carnegie Commission of Inquiry which investigated the causes and effects of white poverty recommended in its Report of 1932 that:

1. A state welfare department be established and,
2. social work should become professionalised. It was recommended that this should be achieved through the formal training of social workers at a tertiary level.

The above recommendations were accepted and signified a conscious decision on the part of the government to become involved in the delivery of social services. What was the government's motivation for doing this? McKendrick (1987) comments that state welfare involvement was strongly influenced by political priorities and the reason for the Department's establishment was "The desire and the urge to solve the problem of poverty and consequent retardation amongst a large section of the European

population, which at the time transcended in importance and gravity all other questions". (Report of the Department Committee of Inquiry into the Training and Employment of Social Workers, 1950:1 in McKendrick 1987:13)

It was thus clear that the government was trying to ensure that its electorate was being kept satisfied. This was to be ensured through social welfare provision where white persons were to receive quantitatively and qualitatively superior social services to that of the other race groups, namely Africans, 'Coloureds' and Indians.

Another clear ideological standpoint by the government was to become evident through the rejection in 1949 of a national, contributory scheme of social security on the basis of cost. McKendrick (1987) notes "By this decision, the South African government rejected an institutional approach to social welfare, and reaffirmed the traditional standpoint that the individual was primarily responsible for ensuring his own wellbeing" (1987:13). Thus a residual model of social welfare was beginning to develop in South Africa.

The development of social welfare in South Africa was to take on another critical purpose: it served to further the philosophy of apartheid, the ideology held by the National Party Government which came into power in 1948.

The principle underlying apartheid, that of differentiation on the basis of race, was to shape social welfare policy, and the

structure of the welfare system.

3.4 THE GROWTH OF A FIRST WORLD MODEL OF SOCIAL AND WELFARE POLICY AND THE ENTRENCHMENT OF APARTHEID IN SOCIAL WELFARE

For white people, social welfare in South Africa developed into a modern First World commodity, which was based largely on theoretical perspectives from Britain and America. Social service delivery was mainly curative and rehabilitative, as opposed to being preventative. McKendrick (1987) defines this era as the "modernisation" of social work and social welfare services. It was during this period that social welfare policy became more deeply institutionalised. These policies were reflected in:

*National Welfare Act, 1978

*Fund-raising Act, 1978, and

*Social and Associated workers Act, 1978

The National Welfare Act provided for 24 uniracial regional welfare boards representing state and community interests, whose primary responsibility was regulating, co-ordinating and promoting welfare activities within each region. A National Welfare Board advised the government on social welfare issues.

The Social Workers Act allowed for the establishment of a statutory council for social workers. The primary responsibility of this council was to regulate the conduct and training of professional social workers. However this body came into

disrepute when in the middle 1980's it attempted to discipline social workers for being involved in anti-apartheid activities.

The fact that social welfare policy in South Africa was clearly based on the ideology of apartheid was further entrenched by the introduction of the Tricameral Parliamentary system which came into operation in 1983. This allowed for 3 houses of parliament for white, 'coloured' and Indian persons respectively. African persons' affairs were dealt with (without direct representation) under the House of Assembly (for white persons).

Social security, which has been based largely on a non-contributory system was also based on racial differentiation (Lund, 1992b). Patel (1992) comments "In general social security programmes have tended to punish people for not being able to cope. Through stringent eligibility requirements they have excluded the majority from benefits" (1992:41). Lund (1992) also addresses the racial discrimination of social security. In her report entitled "The Way Welfare Works" she identifies these problem areas as including corruption, non-availability of benefits, and inconsistencies in delivery procedures. These critical areas of weakness serve to alienate consumers further from obtaining services and benefits.

Coupled with both a paternalistic view of social security and a system which did not allow for maximum benefit, the government turned to privatisation of social services. Introduced in 1985, privatisation was based on the philosophy that the responsibility

of social welfare provision should be shifted from the state to the private sector and the community, and that state involvement in the provision and funding of welfare should be limited. Privatisation of social welfare services is problematic, since it isolates thousands of people from obtaining social services because they are costly (Woods, 1994; Lund, 1986).

3.5 CONCLUSION - THE FORMAL WELFARE SYSTEM

In critically assessing the nature and scope of social welfare in South Africa it has become evident in this chapter that the existing formal South African welfare system is based on the ideology of apartheid which promotes racial differentiation and separate development. In South Africa this has meant that African persons, who are historically the most disadvantaged members of this society, have been discriminated against through receiving social services which are both qualitatively and quantitatively inferior to that of services received by white persons.

Social welfare in South Africa through its historical development (which has been traced in this chapter) was an integral means used by the then ruling Nationalist Party to secure its power base. Political motivations and political ideologies have shaped the nature and structure of South African welfare. It led to a first world residual model of welfare, largely based on 'borrowed' models of service delivery.

In the past decade South African society has been faced with

crisis on political, economic and social levels, and social disintegration could be observed at every level in the society, with violence resulting in the loss of life reaching unprecedented levels. Such conditions and their consequences increasingly led small groupings of social work professionals to question the nature and philosophy of the existing welfare system including values, methods and principles of social service delivery. In response to a perceived crisis, anti-apartheid organisations campaigned against inadequate and inappropriate social welfare policy and social services. This was because people realised that the existing welfare system did not meet their needs, and because it entrenched an apartheid ideology which excluded the majority of South Africans from receiving adequate social services. Various initiatives were established in the past which were organised by professional organisations and non-governmental organisations which were against any forms of apartheid. Issues that were focused on included evolving an alternative welfare policy and promoting relevant, indigenized and authentic social services in the present context. Educators were encouraged to prepare students to deliver these types of indigenized services.

While the above-mentioned developments did not serve to make dramatic changes to welfare policy and structures, they did serve to influence the thinking of many social service providers outside of the formal welfare system.

Patel and Taback (1989) undertook a survey which documented the nature and scope of such social service organisations. The study

indicated that progressive social service organisations rendered a wide range of types of social services, established as a direct response to the political, social, and economic context. The major but tentative conclusions drawn from data collected in Patel and Taback's survey were that progressive social service organisations were:

* rendering a holistic and comprehensive service;
* concerned with the priority, felt needs of people, for example, unemployment, housing, advice and information services, health, education, child care services, legal and para-legal services;
* concerned with rendering services in areas which stemmed from a deliberate oversight on the part of the traditional formal welfare system, (for example, counselling services for ex-political prisoners) arising from repression in the society;
* rendering alternative services in areas where traditional social services were found to be inadequate and unacceptable in terms of their ideology;
* using methodologies of service delivery which were acceptable to the users and potential users of the services, and which were appropriate to the local conditions of the people being served;
* committed to evolving a democratic, participative model of service delivery, characterised by active consumer participation;
* involved in widespread rethinking about the nature, scope and ideology of social services in the South African context. This would have implications for the evolution of

social services in a democratic South Africa (Patel and Taback, 1989:27).

Patel and Taback's (1989) findings as well as the data collected from an in-depth study undertaken by Patel (1992) highlight the emergence and development of a non-formal social service movement which was functioning in South Africa from the early 1980's. This alternative model of welfare played an integral role in the welfare structure of South Africa as it aimed to meet the social welfare needs of people which were not being met by the formal welfare sector.

South Africans participated in the first non-racial election on the 27 April 1994, but the transitionary process in South Africa will not occur instantaneously. The 'New South Africa' has inherited a welfare system beset with many problems, and therefore the debates should continue regarding the future of welfare provision and service delivery in South Africa.

Chapter 4 will serve to continue the debate around a appropriate welfare system for South Africa, and will highlight the fact that the historical development of welfare in South Africa has led to a welfare system which is both inadequate and inappropriate in terms of the people it fails to serve and needs that are not met. This emphasises the need for an indigenous approach to social welfare in South Africa. Reference will be made to the progressive social service movement in South Africa and how this grouping of anti-apartheid organisations has served to fill the gap of meeting the unmet social welfare needs of people in South

Africa.

Chapter Four

INDIGENISING WELFARE

4.1 INTRODUCTION

Various writers (Lund, 1994; Lund, 1992; Lund, 1992b; Patel, 1992; Taback, 1991; Lund, 1990; McKendrick, 1990; Naidoo, 1988; Coovadia, 1987; Lund, 1986) have documented the inadequacies and inappropriateness of the South African welfare system. Chapter 3 has highlighted these limitations by tracing a historical background to the development of human social welfare in South Africa. Over the past ten years there have been attempts to plan and act against the ills of a welfare system that did not meet the needs of the people it was supposed to serve. A survey undertaken by Patel and Taback in 1989 highlighted that there was a progressive social service movement in South Africa. These service organisations offered localised, democratically managed, non-racial social services which were a direct response to the contemporary felt needs of South African people. Patel (1992) has provided further support for this point through an extensive study focusing on welfare policy options for a future South Africa (This study will be elaborated on later on in this chapter). It is important to point out that the political transformation of South Africa that has occurred and will be progressing rapidly, will have a tremendous impact on the planning of a new welfare system, one which is not based on the notion of apartheid. However, the welfare system of the National Party government could provide useful lessons and experiences for a future welfare system, while the experiences of the progressive social service movement could do the same.

The foundations of planning a more appropriate welfare system have begun to be laid, and the road to indigenisation of social services in South Africa has been pointed out. This chapter will focus on the indigenisation process of social services in South Africa, and reference will also be made to universal attempts of indigenisation of social services, which will provide further useful insights to the South African situation.

4.2 A FOCUS ON UNIVERSAL EXPERIENCES OF INDIGENISATION OF HUMAN SOCIAL SERVICES

The development of indigenous approaches to social services is not unique to South Africa, since many countries have a concern with the imposition of alien First World welfare services. McKendrick (1987:3) states that: "In the first and second quarters of this century, when colonialism was at its height or only just beginning to decline, social work was exported to other developing countries which had begun to experience the social dislocation that accompanies economic and industrial development". In Third World developing countries such as Cuba, Nicaragua, Brazil, Somalia and others colonial influences have contributed to increasing the inappropriateness and inadequacies of social services (Kendall, 1988; Costa,1987; Midgely,1981). A wide range of Third world scholars have identified a need for indigenous approaches to social services (Desai, 1988; Costa, 1987; Small,1987; Midgely, 1981; Resnick, 1976, Mayo,1975; Thurz and Vigilante, 1975). It is generally agreed that these models could be more appropriate to the needs of developing countries.

A growing body of literature and practice skills has emerged in response to this reality (Costa, 1987; Kendall, 1986; Resnick,1976).

Documentation of the indigenisation process began in the early 1970's with the writings of Resnick (1976), who introduced the concept of conscientisation as an indigenous approach to the social work profession and social work training. She drew on the work of Paolo Freire who as a professor of history and philosophy of education studied psycho-social methods of literacy training. According to Resnick (1976) the profession of social work relates to Freirian philosophy: "As in Freire's conception of education as a dialogue in which educator and educatee assume a role of mutual sharing in order to work toward social change, the social worker who has committed himself to social change establishes a dialectical relationship with his clients through which they both try to understand the problematic situations they are experiencing. Together they decide on a course of action to be undertaken in order to change not only the client's individual or group situation, but also the problematic situation of an entire class of people, with the ultimate aim of transforming the society at large into a more just and liberated order" (1976:25) This indigenous approach to social work took into account development based on the socio-political and cultural needs of each society and a particular country. Emphasis was given to social work education. Of particular note in Resnick's (1976) writing was the reconceptualisation of social work during the 1960's in Latin America. The emphasis in professional intervention was diverted to grassroots issues, to root causes

of problems, and methods of service delivery were devised in accordance with these principles such as grassroots participation and democratic planning. Emphasis was also given to linking broader political objectives and political transformation with social service delivery.

The emphasis on indigenisation of social services in underdeveloped countries and communities was explored further by Midgely (1983), who develops the concept of indigenisation by broadening this definition. According to him the concept of indigenisation refers to 'appropriateness' which means that social service roles and approaches should be appropriate to the developmental needs of the countries in which they are delivered. Midgely's writings (1990, 1987, 1981) incorporate socio-political and political components into this definition.

Various African authors (Cohen et al, 1993; Osei-Hwedie 1993; Mupedziswa, 1992; Mazibuko et al., 1991; Patel, 1991; Osei-Hwedie, 1990; Eziakor, 1989) have also addressed the issue of indigenisation and appropriateness in social services and in the training of the providers of these services. All of these writers incorporate the concept of social development into their discussion. For example, Eziakor (1989) makes the distinction of appropriate development as compared to early conceptualisations of Third World Development. According to Eziakor(1989) the latter refers to "The excessive emphasis on economic growth per se through capitalisation and industrialisation, as well as on centralised planning and decision-making without concern for popular participation and

equity issues" (1989:39). In contrast Eziakor(1989) refers to the concept of appropriate development as the new development paradigm where there are four core elements. These include:

1. The basic human needs approach is viewed as central to national development. This would incorporate housing, water supplies, education, health facilities, electricity and transportation. Reference is also made towards "non-material" needs such as grass-roots participation in programme design, planning and implementation.

2. Attention is focused on the design and implementation of simple, low-cost, efficient technologies that are both accessible and affordable to the people served, for example, poor people in developing countries.

3. Socio-cultural identification and recognising the autonomy of the indigenous population is stressed. Opportunities are provided for people to realise their potential autonomously.

4. The causes of underdevelopment both internal and external need to be recognised. This would facilitate the understanding of present conditions and how to plan for the future.

Eziakor's (1989) arguments for re-thinking Third World development provide useful insights when analyzing and discussing the need for indigenisation of social services. The 'human needs approach' can be directly contrasted to the inadequacies

of the South African welfare system. Various writers have criticised the gaps identified (Lund, 1994; Patel, 1992; Roche-Silva, 1991; Mckendrick,1990; Coovadia, 1987; Lund, 1986) in the South African welfare system and have criticised the lack of participation in service delivery, access to basic services, socio-cultural identification and programme planning, in an attempt to make services affordable and accessible. These points will be highlighted later in this chapter.

Midgely (1990) has expanded further on the observations put forward by Eziakor (1989) by noting that although social work in the Third World continued to face many problems, it also attempted to enhance its relevance to local needs. In an attempt to achieve this, Midgely states that various countries in the Third World have developed indigenous strategies that have addressed local needs of their countries and communities. According to Midgely (1990) this has been achieved by:

* Formulating new social welfare strategies that involve greater de-institutionalisation
* More frequent use of cooperative community programmes
* The integration of indigenous welfare practices with modern social services
* The identification of non-remedial forms of intervention that help clients fulfil developmental goals
* The modification of curricula by many schools of social work to include an understanding of local realities and the use of non-traditional practice methods.

Although the above mentioned strategies have served to indigenise social services, Third World social workers have had to cope with severe resource constraints (Midgely, 1990). This is particularly relevant to South Africa where until now social welfare has received proportionally small budget allocations. This has been coupled with the implementation of privatisation of social services and a declining economy which has created difficulties for welfare organisations to fund-raise from the public and private sector.

Patel's (1992) study reflects that progressive social service organisations have had to operate and function with minimal resources. Strategies to overcome these difficulties include the methodologies that organisations have incorporated into their social services. These have often been referred to as being cost-effective and are seen to be affordable and accessible to the clients they serviced. Such strategies include: "...a focus on mass poverty, inequality and underdevelopment, and the integration of localised social development initiatives with national public demands" (Patel 1992:66).

In her doctoral thesis "Social Welfare Options for South Africa", Patel (1991) developed an ideology of progressive social service organisations in South Africa. She contextualised the progressive social service movement within a dominant apartheid ideology which extended into the welfare system of that time. Patel (1991:174) noted that "The philosophy of the apartheid welfare system was characterised by institutional racial discrimination in social services, coercive relations which were

embodied in various state institutions, and a lack of democracy and concern with mass poverty and inequality".

The emergence of the progressive social service movement coincided with a time when South African society was characterised by increasing levels of poverty, unemployment, violence and societal turmoil.

Patel's (1991) central thesis in analyzing progressive social service organisations in South Africa included the philosophy of a transforming ideology, one which challenged dominant apartheid ideals. Patel (1991:174) summarised this by stating that "The social development programmes (pertaining to her study) could be considered to form part of the building of hegemony at a grassroots level through the reproduction of a new set of ideas, values and attitudes which reflect a new vision for a future welfare system based on the philosophy of the African National Congress's Freedom Charter".

Patel's (1991) conceptual framework of progressive organisations included four core principles, namely:

* The building of a new national identity
* Grassroots participation in social development
* The promotion of equity
* The application of the principle of appropriateness to social welfare polices and social services

Patel (1991) documented the process in which these principles were realised. Strategies and methodologies were incorporated

into practice in order to realise the principles. These strategies included the above-mentioned core principles.

Services were developed that included programmes which were:

* non-racial
* accessible in terms of language usage to bot' the providers and consumers of services
* aimed at building inter-community, regional and inter-regional unity
* aimed at building unity between people of different religious groups
* responsive to the developmental needs of women
* able to translate the principle of participation into action. This focused predominantly on empowering both consumers and service providers in developing their capacities to meet their needs and promote their rights.

According to Patel (1991:227) the central ideology in realising the above mentioned principles was "empowering the oppressed" to advocate for their rights. Patel (1991) comments that these principles and strategies could inform the planners of a new welfare system in a post-apartheid South Africa.

Attention by various writers (Cohen et al., 1993; Ntusi, 1993; Mupedziswa, 1993) has been given to the methodologies implemented and roles of social service workers. Much emphasis has been placed on the importance of the indigenous worker as well as the need for para-professional involvement in service delivery. The indigenous worker is seen to be a member of the community, thus

allowing for community participation to be strengthened.

Patel's (1991) observations and analysis of the progressive social service movement in South Africa compare with and are similar to the observations of various Third World writers (Midgely, 1990; Osei-Hwedie, 1990) and confirm the notion that South Africa (as in the case in other Third World countries) is undergoing the process of indigenisation of its social service movement. Walton and Nasr (1988) provide a useful framework which traces the movement of the indigenisation process. Walton and Nasr have identified three distinct stages that social services are postulated to pass through in the process of evolving an indigenous and authentic social service delivery system in Third World countries. These stages, briefly mentioned earlier in Chapter 1, include the following:

Stage 1: **The transmission stage:** This refers to the transference of Western models of social welfare to Third World societies. The process takes the form of dependence on Western literature, theories and techniques and the fashioning of Third World welfare systems on First World models. Social Welfare is viewed universally as a professional activity and its approaches are considered to be applicable to meeting needs in all societies.

Stage 2 - **The indigenisation stage.** The process of indigenisation emerges as it becomes increasingly clear that Western, First World modalities are inappropriate to meeting the developmental needs of Third World countries. The shift towards

indigenisation results in a critique of 'Western' social services delivery and the evolution of local interventions to meet needs. In this phase, Walton and Nasr (1988) postulate that Western Models are adapted to local conditions.

Stage 3. **The authentication stage.** This refers to the development of a domestic model of social service delivery whic constitutes organic development rooted in people's perceived needs, and in the political, economic and social fabric of that society. This stage refers to the identification of unique features of social work practice in a particular society, which is a specific response to the social, economic, political and cultural circumstances of the society.

The framework put forward by Walton and Nasr can be applied to the South African welfare scenario, where welfare in this country as implemented by progressive organisations, can be seen to be located in stage 2, the indigenisation stage, as well as passing through to stage 3, the authentication stage. Development in this sector of South African welfare is a clear example of the process put forward by Walton and Nasr (1990). Overall, however, welfare in South Africa has undergone only the 'transmission' stage, where western models of social service delivery were instituted in welfare; and South African formal welfare provision remains modeled primarily on First World models of welfare. As discussed in this chapter many writers have addressed the issue of indigenisation, and this phase has also been documented as occurring to a limited extent in South Africa as Patels's study reflects. While the development of a domestic model of social

service delivery has not emerged in South Africa at present, attempts are being made to initiate this process. The Reconstruction and Development Programme (1994) of the African National Congress is one such initiative while research, such as the present study, has been carried out which may promote the establishment of a authentic model of social service delivery for South Africa. These efforts reflect the theme advanced earlier in Chapters 2 and 3; as South Africa embarks upon a political future characterised by democracy, participation and affirmative action, the model of social service provision and delivery will be reshaped to reflect and reinforce these newly-emphasised political and ideological values.

CHAPTER 5

RESEARCH DESIGN AND METHODOLOGY

5.1 INTRODUCTION

The study involved the administration of schedules on an individual basis to representatives of 27 progressive organisations in the PWV region which offered social service programmes.

5.2 RESEARCH DESIGN AND METHODOLOGY

5.2.1 Classification

The research design utilised in this study was mainly quantitative-descriptive. Quantitative research has been defined as 'methods to count and correlate a social and psychological phenomenon' (Grinnell, 1988). This type of research also aims to use measuring devices to describe relationships among variables, hence statistical concepts such as correlations, proportions and so forth are employed (Tripodi et al. 1976).

The following are reasons why this research study has been classified as having a quantitative-descriptive design:

* It attempts to systematically document, quantify, and

analyze the nature of service delivery and perceived outcome of social service programmes by progressive organisations.

* It attempts, on the basis of quantitative and descriptive data gathered, to trace the extent to which these social service programmes are contributing towards developing an alternative model of social service delivery that is indigenous and authentic.

5.2.2 Sampling

5.2.2.1 The universe population and sample selection

A random sample was drawn from the group of 103 organisations located in a survey undertaken to identify the progressive social service organisations in the PWV region. The sample drawn consisted of various organisations concerned with different needs and constituencies.

The following table reflects the nature and scope of the organisations represented in this study.

Table 1: THE NATURE AND SOPE OF ORGANISATIONS INCLUDED IN THE SAMPLE OF THIS STUDY

NATURE/SCOPE OF ORGANISATION	N
Literacy training	4
Education	3
Advice offices	2
Human rights advocacy	2
Trade unions	2
Advocacy organisations concerned with rural and land issues	2
Religious social action	2
Social action and advocacy	2
Health	1
Political party	1
Child care services	1
Research	1
Disabled rights	1
Housing	1
Organisation and development	1
Advocacy - homosexual and lesbian rights	1

N=27

5.2.2.2 Sample size

The sample size in this study was 27 progressive social service organisations in the Pretoria-Witwatersrand-Vereeniging (PWV) region. Since the population within this region was 103, a 26% sample was considered to be sufficiently representative of the population to allow for generalizations to be made (Grinnell, 1988). All organisations selected agreed to participate in the

study.

5.2.3 Data collection

Data was collected by means of a schedule administered by the researcher on an individual basis to representatives of the 27 organisations.

5.2.3.1 Motivation for using an administered schedule

The questionnaire was personally administered. The reasons for the choice of this research tool included the following:

* To ensure that the respondents understood the questions, to facilitate responses being ma in a uniform manner.
* To ensure a high response rate.
* To increase the quality of the responses, as the presence of the researcher allowed for both clarity and depth to responses to be explored.

5.2.3.2 Construction of the administered schedule

Williamson et al. (1982:62) note that the form and content of the questionnaire must be carefully considered. "Seemingly minor details regarding the organization, phrasing, and order of the questionnaire items, and the recording of responses, can make the difference between a successful research effort and a quagmire of confusion and frustration". It was with this in mind that the researcher constructed the research tool. An important aspect in the construction of the questionnaire was that the respondents

being interviewed were not all of the same educational level, therefore it was important to ensure that all respondents would understand the questions being asked. Care was taken to ensure that the layout of the questionnaire was systematic which enhanced the ease and accuracy with which subjects responded.

The content of the questionnaire was partly collated from previous research that the researcher had undertaken, selected with reference to the aims of this study. This facilitated the comparison of data to the findings of earlier studies. The researcher made use of both open and close-ended questions. The open ended questions complimented and added a qualitative dimension to this study.

5.2.3.3 Pre-testing the administered schedule

The researcher pre-tested the research tool on an organisation which did not form part of the sample. This was an important exercise as it allowed ambiguities in questions to be identified. After minor amendments, the administered questionnaires were ready for the study proper. The administered questionnaire is attached as Appendix A.

5.2.3.4 Administration of schedule

The adminstration of the questionnaires took place from March 1991 until June 1991. Appointments were made with representatives from the different progressive organisations. These meetings were organised telephonically. The researcher

made initial contact with the organisation leader and was given an appointment with him/her or else referred to another project member. Interviews were held at the premises of the organisations under study. The interviews took approximately one hour.

5.3 DATA ANALYSIS

Data has been presented in a descriptive manner. Frequency arrays have been incorporated in order to best present the data gathered in this study. This has been done by presenting data in tables. The researcher did not incorporate any form of statistical test as this research study did not lend itself to such techniques.

5.4 LIMITATIONS OF RESEARCH DESIGN AND METHODOLOGY

* This research study was aimed at a broad range of organisations. The research tool therefore had to incorporate questions which could be generalised to all these organisations. This could have limited the detail of responses.

* The person who answered the questionnaire was selected by the organisation. This person may have been biased in his/her views and opinions.

* Respondents may have misinterpreted various questions, due to a lack of understanding. Respondents came from different educational backgrounds.

* The tool was constructed in English, which was not the first language of many respondents.

* The design of this study allowed for many aspects of progressive organisations to be analyzed, however it limited the depth of analysis of these aspects.

CHAPTER 6

FINDINGS

6.1 NATURE OF THE RESPONDENT ORGANISATIONS' SERVICES

All 27 organisations were affiliated, aligned or identified with the anti-apartheid movement or the Congress of South African Trade Unions. They were located in the Pretoria-Witwatersrand-Vereeniging region, and all offered a wide range of social services.[3] All organisations offered at least one type of service, with 5 organisations (19%) offering over 10 different services. These services are shown in Table 2.

This table shows that out of the total of 27 organisations, a range of 18 types of services were rendered (112 service programmes in all). While some of these services were 'typical' welfare services (such as counselling services and feeding schemes), others were traditionally not offered by most formal welfare organisations in South Africa (for example, community action programmes, literacy projects and advice services, amongst others).

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[3]Social services refer to human welfare services offered by community organisations and trade unions, as defined in Chapter 1.

TABLE 2: TYPES OF SERVICES

TYPE OF SERVICE	N	%
research, information, consultation services	16	60
advice services	14	5
educational programmes	12	44
non-formal educational programmes	12	44
rural development	8	30
newsletters	7	30
community action programmes	7	30
counselling services	5	19
tutor projects	5	19
educare programmes	5	19
women's organisations	4	15
literacy projects	3	11
health projects	3	11
co-operatives	3	11
professional organisations	3	11
recreational programmes	2	7
services to trade union members	2	7
feeding schemes	1	4

N=27

The most common service rendered by organisations was undertaking research, disseminating information and providing consultation. Such research, information and consultation was focused on areas which the formal welfare sector did not address. For example, gathering and publicising statistics regarding human rights violations, information documents pertaining to health issues and research around education and education policy. Consultation services included involving members in the planning of services and consulting with different communities to facilitate problem

solving around difficult issues, negotiating on behalf of communities and offering and providing technical advice.

Advice services were commonly offered. Such advice involved directing information to communities which was not readily available or accessible from formal welfare organisations. Information dealt with housing, family, health and legal matters, amongst others.

Just under half of the organisations (44%) provided formal and non-formal educational programmes to their consumers. There is a lack of educational facilities in disadvantaged communities in South Africa. By establishing educational services, for both children and adults, the progressive social service movement was trying to fill the gap in state provision of educational facilities, especially in disadvantaged communities. Education programmes were offered by a broad range of organisations. These programmes formed part of the service offered by the organisation itself, and were offered through advice offices, rural development programmes, health projects and co-operatives.

While traditional or 'typical' welfare services were offered (such as counselling services, feeding schemes and professional organisations), these organisations addressed issues that were historically or deliberately ignored by the formal welfare sector. Issues and subjects that were addressed by the organisations included counselling victims of political violence, providing primary health care, and professional groups establishing campaigns to highlight the plight of their

consumers.

The atypical nature of services reflected in Table 1 (compared to services provided by the formal welfare sector), is due in part to their being viewed by organisations as being the priority, 'felt' needs of people, a point made by 60% of the respondent organisations, which corroborates a finding by Patel (1992) that progressive social service organisations render services which are directly related to the priority social needs of people. The writer's findings concur with those of Patel since the needs addressed by the organisations under study were often related to basic human needs and rights, including food, education, social services, health, human rights and gender issues.

Further insight which supports the above finding can be obtained by studying the reasons why the respondent organisations established their services, reflected in Table 3.

TABLE 3: REASONS FOR ESTABLISHING SERVICES

	REASON	N	%
*	Political factors (racial discrimination in access to services, lack of effective decision making powers, rejection of apartheid social policies and their impact on the lives of people).	19	70
*	Social service needs not being met by the formal welfare sector.	11	41
*	Meeting the needs of impoverished communities.	4	15
*	Minimising the effects of apartheid.	3	11
*	Accessibility of services in terms of location, cost, language, and other social factors.	2	7
*	Prevention of social problems	2	7
*	Retrenchments	1	4
*	Lack of community services and facilities.	1	4
*	Challenging the inadequacies and ideological bias of services rendered by the formal welfare sector.	1	4

N=27

Table 3 reflects that the main reasons why organisations established services were to counter the effects of political repression, and the lack of resources in an inadequate formal welfare system. The main emphasis regarding the establishment of these services related to social issues and conditions which directly influenced people's lives. Such issues and conditions included racial discrimination, an inadequate welfare system, retrenchments, and inadequate community services and facilities,

to name but a few.

An interesting phenomenon therefore occurs whereby these organisations combined their political objectives with service aims to fulfil various needs not being met by the existing welfare system, and thereby furthered their political principles through human service provision. This characteristic of the organisations studied deeply impacts upon their service aims, methodologies and strategies, as the following findings show.

6.2 SERVICE AIMS

The aims of the services offered by respondent organisations are reflected in Table 4.

Interestingly, this table reflects, through the spread of often-associated aims, that the principal objective of organisations was to empower their consumers and communities. This was achieved through various ways. For example, consumer development was targeted as the means of development through which organisations could achieve their aims. This was carried out by mobilising consumers around certain issues, such as inadequate housing, unfair labour practices and the effects of political violence. Educating the consumers was similarly seen to be an important aim of organisations. Organisations would hold public meetings, seminars and workshops where issues would be addressed, hoping thereby to empower consumers, who would then be in a position to fight for justice and the promotion of their own social and human rights. This aspect of development was focused

on a broad level which included the political, economic, social, cultural and spiritual development of the consumers.

One reason why organisations formulated these aims was that such issues were not being addressed by the formal welfare sector. To further their aims and objectives, 33% of the organisations aimed to promote the participation of their constituencies, that is, grassroots participation. This further filled the gap left by the formal welfare sector where the involvement of consumers has been limited. Respondent organisations promoted the involvement of their consumers in policy formulation, programme design, implementation and evaluation of their programmes. As mentioned previously, the emphasis lay on empowering persistently structurally disadvantaged people. Organisations (7, 30%) also aimed to develop alternative models of social development programmes. They hoped that the experience gained from such programmes could inform social development policies in a post-apartheid South Africa.

TABLE 4: AIMS AND OBJECTIVES OF ORGANISATIONS

AIM	N	%
To mobilise, educate, organise the people to fight for justice and the promotion of human and social rights	12	44
To promote grassroots participation and involvement in policy formulation and programme design, implementation and evaluation in the programme	9	33
To develop alternative models of social development programmes which could inform social development policies and programmes in a post-apartheid South Africa.	7	30
To meet the needs not provided for by the formal welfare sector	6	22
To build confidence, self-esteem and co-operative relations of the participants in service delivery	5	19
To equip grassroots people with the skills to plan, implement and evaluate social development programmes	5	19
To improve the material conditions of life of the population as-a-whole, and more specifically, the most needy and least powerful groups who are vulnerable to poverty	5	19
To promote the political, economic, social, cultural and spiritual development of people	5	19
To organise and mobilise people to meet their needs	5	19
To develop a critical awareness of the causes of social problems	4	15
To strengthen grassroots organisations and indigenous social service networks	3	11
To advocate for the needs and rights of the participants in service delivery	3	11

N=27

Analysis of the organisations' aims reinforces a trend, mentioned earlier in this chapter, that organisations furthered their

political objectives by delivering very specific services which were not traditionally provided for by the formal welfare sector. It can clearly be seen from the analysis that while the respondent organisations aimed to empower their consumers, this was carried out with the purpose of broader political objectives, such as grassroots people's political and economic development and advocacy on behalf of powerless groupings.

While all human welfare services reflect the ideologies of one or another power group, and therefore serve a political as well as a humanitarian purpose (Mckendrick; 1991), most formal welfare organisations in South Africa are at pains to deny - or at least to play down - the political purpose of their service delivery. In contrast the 'progressive' organisations surveyed in the present study were acutely conscious of the duality and complementarity of their political and service goals, and deliberately strived to promote both aims in tandem.

The duality of these social services - expressing a political ideology as well as a concern for the human needs of people systematically disadvantaged by apartheid policies - is further entrenched through the expressed principles on which the respondent organisations based their service delivery, as the following findings show.

6.3 PRINCIPLES, AND THEIR IMPLEMENTATION IN PRACTICE

Table 5 highlights the principles on which the organisations

based their services.

TABLE 5: PRINCIPLES

PRINCIPLES	N	%
A belief in the power of grassroots people to shape their own destiny.	15	56
The promotion of free participation on equal terms by all individuals and groups in social, political and economic activities.	14	52
The development of programmes which take into account the need to redress social divisions in the society, such as race, gender, geographic location, national or social origin, birth or other social status.	14	52
The promotion of grassroots self-reliance within the context of an enabling social, economic, and political environment.	12	44
The development of social policies and programmes which would impact on the distribution of resources, status and power differentials between groups or classes in society.	7	30
The development of authentic social service methodologies and models of service delivery which are responsive to the political, economic and socio-cultural context.	6	22
The building of a national consciousness founded on the recognition, respect, and promotion of the cultural, language and religious diversity of all South Africans.	5	19

N=27

Principles are the philosophical base on which the aims and activities of organisations are founded. Table 5 reflects a broad spectrum of principles on which the respondent organisations based their service delivery. Over half of the organisations (56%), identified the importance of the 'ordinary'

person as the tool for change. This implies that the person is the vehicle through which change can occur, and that the individual has the power to institute change. Overwhelmingly, organisations based their principles and objectives on the belief of empowering people. Examples of such organisations include a religious organisation, an advice office, a rural development programme, a trade union, a literacy project, a health service, and a disability rights organisation.

Various strategies were incorporated into service delivery in order to carry through these principles. These included such issues as the involvement of consumers in service delivery, ie. encouraging citizen participation; making services accessible to people; promoting and developing grassroots self-reliance; developing appropriate social polices; attempting to develop authentic social service methodologies; and efforts to build a national consciousness. These strategies were based on the identified principles of the respondent organisations. The following discussion will highlight these strategies, which included:

6.3.1 Citizen participation:

It is shown in this study, that the principles of the respondent organisations were the foundation for various practice strategies that the organisations employed. Hence, three of the four main principles reflected in Table 5 concerned citizen participation, and in practice all but one of the organisations stated that they made extensive use of citizen participation. This contrasts

directly with the formal welfare sector, where citizen participation is not generally practised widely, other than at the Board of Management level.

Most frequently organisations created opportunities for citizen participation by providing channels for user feed-back about the nature and content of programmes. Consumers were also involved in various aspects of service delivery such as administration, peer counselling, and identifying and prioritising community problems, as well as being trained in specific skills in order to carry out particular tasks such as book-keeping, first aid and negotiating. Consumers were also involved in evaluating whether needs were being met effectively, and in the decision making and policy formulation structures of the organisation.

Some organisations (9,33%) encouraged their consumers to become part of the structured process of formulating policies as well as designing, implementing and evaluating programmes. This formally recognised and strengthened citizen participation.

One organisation viewed citizen participation as being poor, while 6 organisations (22%) viewed this as being highly effective. Eighteen organisations (67%) were able to evaluate citizen participation as being moderately effective to effective in their projects, although many of them also noted that citizen involvement brought problems as well as gains.

The following Box shows the main reasons that were given for the effectiveness of citizen participation and also the main problems

experienced.

BOX 1 : COMMENTS FROM RESPONDENTS REGARDING CITIZEN PARTICIPATION

Reasons for effectiveness
1.The organisation is run by members. 2.The organisation has a strong policy of citizen participation. 3.Participation is encouraged from the onset of the establishment of the organisation. This encourages responsibility of the consumers for the project.
Problems with citizen participation
1. Lack of transport. 2. Lack of confidence and self-esteem. 3. Lack of skills. 4. Lack of resources. 5. Geographical distance, language barriers and sexist myths hampered work. 6. The communities are destabilised by violence, general disorganisation and lack of skills.

6.3.2 Programme development

A second definite theme runs through all the principles reflected in Table 5 - they are based on values which legitimate a response to issues that have not been addressed by the formal sector and which have often isolated many South Africans from receiving adequate welfare services. In practice, this was reflected by half of the respondent organisations noting that they had developed programmes which took into account the need to redress social divisions in the society, such as race, gender, geographic location, political persuasion, national or social origin, birth or other social status. Writers (Patel, 1991; Mckendrick, 1991; Coovadia, 1987) have outlined that such factors have resulted in an inadequate and inappropriate welfare system which does not

meet the needs of the majority of people in South Africa.

Patel (1992), who investigated organisations similar to those researched in the present study, comments that a distinguishing feature of South African social movements has been the integration of social development goals with the political and economic transformation of societies.

Examples of services in the present study which reflect this integration include: advice offices which provided services addressing the issue of violence against women, political service organisations incorporating political campaigns into their service delivery, and social action organisations addressing social identity issues such as homosexuality.

6.3.3 Accessibility

Accessibility of services, which has both physical and psycho-social dimensions, was seen to be an important component of the respondent organisations' aims and principles (see Table 5). More than half of the organisations (19, 70%) incorporated strategies into their service delivery to make services more accessible to consumers. Two principles were:

- Establishing services which were located in areas which were physically accessible to consumers (19, 70%); and
- Establishing services which were accessible to consumers in terms of their time constraints (16, 59%).

Organisations further made their services accessible by establishing policies around payment for services. In 16 organisations (60%), payment for services by consumers was not usually required. Six (22%) of the organisations asked consumers to give a voluntary donation, and three organisations (11%) required the consumer to make a voluntary service as payment (eg. assistance with child care or fundraising).

Language has been a key factor in the accessibility of social services for many people. Traditionally the service providers in the formal welfare sector have not spoken the language of the consumers. This alienated the consumers. A large proportion of the respondent organisations (18, 66%) surveyed in this study had at least some member of the programme personnel speaking the language/s of the consumers. In nine organisations(33%) all members spoke the languages of the consumers. By having some or all members being able to speak the languages of the consumers, the services were made additionally accessible and acceptable.

One issue of accessibility not reflected in the study is concern about the non-accessibility of services to rural people. Partly, this is due to the fact that the sample of respondent organisations was drawn from the highly urbanised PWV region, but it is nevertheless interesting that in commenting on accessibility issues, only 3 (or 11%) of organisations made reference to the urban bias in service availability.

Finally, it is important to note that organisations made services as accessible as possible to their clients because of their dual

aims: they were incorporating socio-political and economic aims into their service delivery programmes and wished to reach as many grassroots people as possible.

6.3.4 Promotion of grassroots self-reliance

As indicated by principles 1 and 2 in Table 5, respondent organisations saw the individual as the locus for change, and 44% of the organisations gave as a specific principle the promotion of grassroots self-reliance within the context of an enabling social, economic and political environment. Some organisations(13, [illegible]d this principle by establishing services such as se[illegible]jects, co-operatives, community development projects, pre-school teacher training, disability rights action groups, and skills and literacy training.

6.3.5 Development of social policies

While most organisations in their principles focused primarily on human development, a smaller grouping of organisations (30%) focused in principle on the development of social policies and programmes which would impact on the distribution of resources, status and power differentials between groups or classes in society (see Table 5). Such organisations included health projects, human rights organisations, community action programmes and professional organisations. The reason for seeking to change social polices and programmes was based on the belief that power differentials between groups do exist and that these are often unequal, with one grouping being at a disadvantage.

However, it is important to note that 'people development' principles and those associated with 'policy change' are not mutually exclusive, but complementary. People development principles focus on empowering people to become able to change social policy, while a primary emphasis on changing social policy and programmes has the ultimate purpose of people empowerment.

6.3.6 Building of a national consciousness

Nineteen percent of the or isations included amongst their principles the building of a national consciousness founded on the recognition, respect and promotion of the cultural, language and religious diversity of all South Africans.

6.3.7 Development of authentic social service methodologies

The development of authentic social service methodologies and models of service delivery which are responsive to the political, economic and socio-cultural content was seen to be an important principle by 22% of the respondent organisations, and in practice every organisation gave attention to one or other aspect of making their service programmes 'authentic'. The development of authentic social service methodologies was seen by organisations mainly to involve the 'de-professionalisation' of service-giving through the extensive use of non-professionals, while the development of models of service delivery was seen to involve the promotion of internal and public education and research, and networking. Respondents' views on each of these three activities

to promote authenticity of services is reported upon in depth below.

6.3.7.1 The use of non-professionals

Organisations made wide use of both volunteers and paid non-professionals in their service organisation and delivery. As mentioned earlier, over half of the organisations used volunteers, and all but one of them (an educational policy unit) used non-professionals to deliver services. With only three exceptions, these non-professionals were paid workers.

Non-professional and professional workers appeared to work well together, and little friction was reported. Some respondent organisations (8, 30%) did note that professional workers within their organisations were seen to have a higher status than non-professionals, but most organisations (18, 67%) reported that their professional and non-professional workers had equal status. This can be seen to be linked to the principle of promoting participation on equal terms by all individuals and groups in social, political and economic activities.

It should be pointed out that in all organisations with the exception of one, professional workers were willing to impart their skills and knowledge to non-professional colleagues. In some organisations (4,15%) professionals did not want to relinquish control to non-professionals and two organisations (7%) noted that non-professionals misused their elevated status both within grassroots organisations and in the community.

Box 2 reflects the main reasons why organisations employed non-professionals

BOX 2: EMPLOYMENT OF NON-PROFESSIONALS

Comments from respondents
1. It is cost effective
2. Non-professionals workers are in touch with community issues
3. It allows community members to become more involved in grassroots organisations
4. Consumers identify with community members
5. It reduces professionalism thereby making consumers feel more comfortable
6. Non-professionals have shared problems with consumers
7. Non-professional workers are aware of untapped resources in the community
8. The use of non-professionals in the service promotes accountability
9. Non-professional workers are able to encourage consumers to utilize the service
10. The use of non-professional workers alleviates person-power shortages

It can be seen from the comments in Box 2 that citizen participation seemed to have been reinforced through the use of non-professionals. Indeed, 12(44%) organisations involved the community and consumers in the selection of non-professional workers.

The non-professional workers were involved in the following areas of work:

* Administration
* Organising and planning - workers identified target problems and assessed problem areas
* Service delivery - for example counselling, advice giving,

facilitating various workshops, providing primary health care services, and providing basic pre-school education

* Community development
* Distribution of information to clients as well as establishing linkages with other organisations

Training of these workers took the form of workshops, in-service training, special courses, and on the job training. The content of this training included specialised knowledge, skills training and practical training. For example office adminstration, bookkeeping, first aid, health education, training in counselling techniques, basic pre-school education, and training focused on skills on how to negotiate effectively.

Despite the focus on non-professional workers the largest grouping of respondents (14,52%) reflected that there should be more professional involvement in their organisations, and a number of organisations (9,33%) were not sure whether the degree of professionalism was adequate in their projects. A few (3, 11%) respondents commented that it was difficult to employ professionals due to the organisations' inability to provide the salaries professionals were seeking. While these organisations would have liked to employ professional staff members, they could not afford to do so. This may be one reason why they were not sure whether the degree of professionalism was adequate in their projects.

On addressing the issue of working with non-professionals, respondents reflected that the value of incorporating non-

professionals in their organisations was that these were people who were foremost community members, and who had already been integrated into their communities. Issues such as accountability and credibility were often not areas of conflict and concern (as had been the case with non-community members). Respondents were also of the opinion that while tertiary education was important, it was also valuable to be trained on the job and to gain experience through working in a progressive organisation. Skills gained through political experience was seen as crucial to competency. Thus, respondents concluded that services delivered did not necessarily need professionals.

Interestingly, one person did comment that their staff members did seek an academic degree of some sort. This therefore raises the question of whether non-professionals, once fully trained and having gained experience, naturally seek further higher education?

6.3.7.2 Education and Research

Almost all of the organisations (26, 96%) provided various forms of public education to their consumers. This was achieved through research which was then published in various forms of media such as documents and books, through citizen participation in the organisations, and through campaigns encouraging free participation on equal terms by all individuals and groups in social, political and economic activities. In respect of publications by organisations, topics covered included human rights violations, magazines for persons undergoing literacy

training, newsletters reporting on various political events, and statistical and historical facts regarding land and housing issues.

In regard to the promotion of citizen participation in the organisation and in wider issues, skills training was utilised as an important method. This incorporated training in a broad range of skills, including, for example, bookkeeping, office administration, first aid, counselling skills and assertiveness training. Skills training was viewed as a means of fulfilling the aims of the organisation's educational objectives (in various forms and both formal and non-formal), and was also as a means of meeting the needs of communities. In addition to skills training, education was seen as a priority in most organisations, since consumers of these organisations were often people who were seeking some sort of non-formal education (these programmes included literacy training programmes, a trade union, a primary health care setting, and an advice office).

By incorporating a strong focus on education in their service methods, the respondent organisations further entrenched their objectives of empowering people.

6.3.7.3 Networking

Networking was an important and largely utilised strategy that organisations incorporated into their service delivery.

In order to contribute to the development of policies and

programmes for a future South Africa, organisations networked with other organisations having similar objectives. This was further reinforced by most of the organisations (26,96%) referring their consumers to other progressive organisations. Some organisations (12, 44%) participated in local, regional and national progressive forums in order to facilitate the development of programmes and polices. This in turn further reinforced the strategy of netw ng.

Interestingly, a number of organisations (13, 48%) made referrals to state welfare organisations and institutions. Referrals by a smaller number of organisations(9, 33%) were made to government departments.

Engaging in dialogue with representatives of state social service organisations was also utilised to further the development of policies and programmes. This is in direct contrast to how progressive organisations operated approximately 5 years ago. During this era it was seen to be counterproductive and a form of collaboration to become involved or work with state structures.

The way in which organisations worked together with state structures was of importance.

Engaging in dialogue with state social service structures was done through the organisation developing policy positions on what was to be discussed. While the main benefit of this was that of contributing to policy formulation, a number of organisations

also engaged in such discussions for the purpose of advocating on behalf of grassroots constituencies. These purposeful, strategic discussions were carefully planned with some organisations (6,22%) developing guidelines which determined the basis of participation as well as deciding to participate from a position of strength.

CHAPTER 7

MAIN FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

7.1 AIMS:

7.1.1 To study the social service programmes of 30 randomly selected progressive organisations in terms of:

7.1.1.2 the nature of services offered

7.1.1.3 their rationale for service delivery

7.1.1.4 their goals of service delivery

7.1.1.5 the values and principles underlying service delivery

7.1.1.6 the strategies and methods used for service delivery

7.1.1.7 the outcome of services as perceived by the progressive organisations.

7.1.2 To contribute towards an evolving understanding of the indigenisation process occurring in social service delivery in South Africa.

7.1.3 To contribute to a developing critique of social service delivery in South Africa.

7.2 SUMMARY PRESENTATION AND DISCUSSION OF MAIN FINDINGS

7.2.1 The nature of services offered

While the services offered by the organisations under study were welfare services, various programmes offered services which traditionally were not offered by most welfare organisations in South Africa. The atypical nature of services was due in part to their being viewed by organisations as being the priority 'felt' needs of people.

7.2.2 The rationale for service delivery

The main reasons why organisations established such services were to counter the effects of political repression, and the lack of resources in an inadequate formal welfare system. The main emphasis regarding the establishment of these services related to social issues and conditions which were perceived to directly influence people's lives.

7.2.3 Goals and objectives of service delivery

The findings of this study highlighted the phenomenon that organisations combined their political objectives with service aims to fulfil various needs not being met by the formal welfare sector, and thereby furthered their political objectives through human service provision. This characteristic deeply impacted upon the organisations' service aims, methodologies and strategies. The aims of the organisations included the

following:

1. Empowerment of consumers: The principal objective of organisations was to empower their consumers. This objective was carried through in the secondary aims of the organisations. For example, educating consumers was seen as a means to empower consumers. This development of the consumers, it was hoped, would place consumers in a position to fight for justice and the promotion of their own human rights. This aspect of development was focused on a broad level and included the political, economic, social, cultural and spiritual development of consumers.

2. Grassroots participation: Participation of the organisations' constituencies was promoted. Participation of consumers was encouraged at different levels. This included involving consumers in decision making about the services they were receiving, in policy formulation, and in some cases consumers were encouraged to form part of the service delivery system.

There was a commitment on the part of service organisations to include principles of social development into their service delivery.

From the above summary of aims of the respondent organisations it is clear that while the organisations aimed to empower their consumers, this was carried out with the purpose of broader political objectives such as grassroots people's political and

economic development and advocacy on behalf of powerless groupings.

7.2.4 The values and principles underlying service delivery

The progressive organisations surveyed in this study were acutely conscious of the duality and complementarity of their political and service goals, and deliberately strived to promote both. Various writers (Patel, 1992; McKendrick, 1990; Midgely, 1990) have stressed the importance of locating social services within a holistic context. More specifically, this means that welfare services should be situated within a country's political, economic and social contexts. As shown in Chapter 3, both Britain's and America's welfare systems were founded upon, and promoted the political objectives of the ruling governments. It was also clearly shown in Chapter 4 that the political ideology of the National Party government in South Africa, that of apartheid, was firmly entrenched in the development of the formal social welfare system in South Africa.

The philosophical bases, that is, the principles of organisations were varied. However, over half of the organisations identified the importance of the 'ordinary' person as the tool for change. This implied that the individual has the power to institute change. A theme runs through all the principles held by the organisations -they were based on values which legitimated a response to issues that were not addressed by the formal welfare sector. This was reflected by half of the respondent organisations noting that they had developed programmes which

took into account the need to redress social divisions in the society such as race, gender, geographic location, national or social origin, birth or other social status. Writers (Patel, 1992; McKendrick 1990; Coovadia, 1987) have outlined that such factors resulted in an inadequate welfare system which did not meet the needs of the majority of people in South Africa. Patel(1992), who investigated organisations similar to those researched in this study, commented that a distinguishing feature of the alternative South African social service movement was the integration of social development goals with the political and economic transformation of societies. Examples of such services in this study which reflected this integration included:

* Advice offices which provided services addressing the issue of violence against women.
* Political service organisations incorporating political campaigns into their service delivery.
* Social action organisations addressing social identity issues such as homosexuality.

7.2.5 Strategies incorporated in order to fulfil principles

Various strategies were incorporated into service delivery in order to carry through the organisations' principles. These included:

* the involvement of consumers in service delivery
* Encouraging citizen participation. This contrasted directly with the formal welfare sector, where citizen participation was not practised widely other than at the Board of Management level.

* Making services accessible to people. Accessibility of services which has both physical and psycho-social dimensions was seen to be an important aim. Such strategies included:

  -Establishing services located in areas which were physically accessible to consumers.

  -Establishing services which were accessible in terms of consumers' time constraints.

  -Policies around non-cash payment for services were established.

  -Language was seen to be an important issue regarding accessibility that is, service providers spoke the language of the consumers.

* Promoting and developing grassroots self-reliance. The promotion of grassroots self-reliance was actively reinforced. This was once again based on the principle that the organisation saw the individual as the locus for change.

* Developing appropriate social policies. This focused on the development of social policies and programmes which would impact on the distribution of resources, status and power differentials between groups or classes in society.

* Attempting to develop authentic social service methodologies which were responsive to the political, economic and socio-cultural context.

* Promoting the building of a national consciousness. This was founded on the recognition, respect and promotion of the cultural, language and religious diversity of all South Africans.

7.2.6 The development of authentic social service methodologies

The development of authentic social service methodologies and models of service delivery responsive to the political, economic and socio-cultural context was promoted by all organisations. In practice every organisation gave attention to one or other aspect of making their service programmes authentic. Activities identified as part of the development of authentic social service methodologies included:

7.2.6.1 The use of non-professionals

Organisations made wide use of both volunteers and non-professionals in their service delivery. All but one organisation used non-professionals to deliver services. The inclusion of non-professionals into service delivery was noted to be a positive aspect of the organisations' functioning. Most(67%) organisations reported that their professional and non-professional workers had equal status. This can be seen to be linked to the principle of promoting participation on equal terms by all individuals and groups in social, political and economic activities.

Although non-professionals were used widely in most organisations more than half reflected that there should have been more professional involvement in their organisations. A further grouping(33%) were not sure whether the degree of professionalism was adequate in their projects. Some organisations noted that

they would have liked to employ more professionals, however financial constraints limited this. The value of incorporating non-professionals into service delivery was highlighted. Factors to substantiate this included:

* These people were foremost community members, who had already been integrated into their communities.
* Issues such as accountability and credibility were often not areas of conflict or concern (as had been the case with non-community members).
* Respondents were also of the opinion that while tertiary education was important, it was also valuable to be trained on the job and to gain experience through working in a progressive organisation.
* Skills gained through political experience were seen as crucial to competency.

7.2.6.2 Education and research

Almost all of the organisations(96%) provided various forms of public education to their consumers. Training around a broad range of skills was incorporated in order to promote citizen participation. Education and training was seen as a priority in most organisations. It was mostly the consumers of these organisations who were seeking some sort of non-formal education. By incorporating a strong focus on education in their service methods, the respondent organisations further entrenched their objectives of empowering their constituencies.

7.2.6.3 Networking

This was a largely utilised method that organisations incorporated into their service delivery. The purpose of this was to contribute to the development of policies and programmes for a democratic South Africa. Organisations networked with other organisations having similar objectives. The method of networking was reinforced through organisations' referring their consumers to other progressive organisations. Referrals were made to state funded welfare organisations and institutions. Under half of the organisations were involved with such referrals. A smaller number of organisations (33%) made referrals to government departments. Engaging in dialogue with representatives of state social service organisations was also carried out in order to further the development of policies and programmes.

7.3 CONCLUSIONS

Various writers (Midgely, 1990; Patel, 1992; Walton and Nasr, 1988) have given attention to the concept of indigenisation. Concepts such as 'appropriateness of services' and 'authentication' have developed. This study has highlighted that these processes have been occurring in South Africa. Walton and Nasr(1988) made the distinction as to how a country passes through the stages of the indigenisation process. According to Walton and Nasr's study , as outlined in Chapter 4, South African social welfare is moving between the indigenisation stage - where the shift towards indigenisation results in a critique of Western

social service delivery and the evolution of local interventions to meet needs - and the authentication stage - where the development of a domes ic model of social service delivery is an organic development rooted both in people's perceived needs, and in the political, economic and social fabric of the society.

The above trends can be substantiated from the following conclusions. The writer draws these conclusions by concluding that the progressive service organisations under study contributed towards the development of indigenising welfare and the development of authentic social service delivery by:

1. Incorporating social services into their programmes in order to meet the unmet needs of peoples' social welfare requirements. These unmet needs arose as a direct result of an inadequate formal welfare system that developed in South Africa. This welfare system was based on the ideology of apartheid, thus a racially differentiated and unequal formal welfare system emerged. Social services were established by these organisations to counter the effects of political repression, and the lack of resources in an inadequate welfare system.

2. Progressive service organisations played a major role in fulfilling peoples' unmet social welfare needs by offering services which were traditionally not offered by most welfare organisations in South Africa.

3. Progressive organisations were acutely conscious of the

duality and complementarity of their political and service objectives and deliberately strove to promote both. Organisations combined their social service objectives with furthering their political objectives. This was carried out by including social development principles into their aims of service delivery. These principles included:

* Empowerment of consumers
* Promotion of grassroots participation
* Development of alternative social development programmes.

These principles focused on people's disadvantaged position in society and how this made them powerless.

The methodologies that progressive organisations incorporated into their service delivery were part of their commitment to make their services accessible and accountable to their consumers. The aspects of service delivery which promoted the appropriateness of services included:

* Education and training
* The use of non-professionals in service delivery
* Networking.

This contrasted directly with the formal welfare sector where such methodologies were often not practised.

From the above conclusions it can be clearly stated that the progressive social service movement began the move towards indigenising welfare in South Africa and that a domestic model of social welfare has begun to emerge. This model of welfare has

been in direct contrast to the traditional formal welfare system in South Africa which historically was based on the ideology of apartheid.

7.4 RECOMMENDATIONS

Recommendations arising out of this study are based on the conclusions made about the progressive social service organisations interviewed. They include:

1. That the experiences of the formal welfare sector should be combined with experiences of the progressive social service movement in order to continue with the process of authentication and indigenisation of social welfare in South Africa.

2. When social policy changes are made, the people involved in the progressive social service movement should be involved in this process.

3. Further research should be carried out regarding the role of non-professionals in service delivery.

4. Education and training of social workers should incorporate documentation and findings of research studies regarding the experiences of the progressive social service movement into the curriculum. Social work students should have practical experience of working in such organisations.

4. A domestic model of social welfare has began to emerge in South Africa. Experiences of such like processes in other countries should be studied in order to provide useful insights in the planning of a more appropriate model of social welfare in South Africa.

APPENDIX A - ADMINISTERED SCHEDULE

INSTRUCTIONS
PLEASE MARK THE APPROPRIATE RESPONSE/S WITH A TICK (✓) IN THE SPACES PROVIDED. TICK MORE THAN ONE RESPONSE IF NECESSARY.

A. What is the name of this organization?
.....
.....

B. hat position/portfolio do you hold in this organization?
.....
.....

C. lease mark the response/s which best describe/s the activity/ies of your organization. (Tick more than one response if necessary.)

___1. co-operative
___2. advice service
___3. counselling service
___4. newsletter
___5. tutor project
___6. literacy project
___7. educare programme
___8. recreational programme
___9. health project
___10. feeding scheme
___11. trade union
___12. community action programme
___13. professional organization
___14. civic association
___15. women's organization
___16. social service organization
___17. educational organization
___18. research, information, consultation
___19. non-formal educational programmes
___20. rural development
___21. other (detail).....
.....
.....

D. Does your organization offer services to people with one or more of the following needs: (Tick more than one response if necessary.)

___1. housing and rental needs
___2. child and family problems
___3. youth needs
___4. needs of women
___5. rural needs
___6. disability needs
___7. senior citizen needs
___8. worker needs (eg. UIF, unfair dismissals, provident funds, housing, conflict, health needs, etc)
___9. agricultural development
___10. formal education (school, university)
___11. non-formal education needs
___12. literacy needs
___13. spiritual needs
___14. cultural needs
___15. health needs
___16. recreational needs
___17. educare needs
___18. psychological needs
___19. consequences of mass poverty
___20. effects of violence, repression, and social dislocation due to changing societal context
___21. other (detail) .....
.....
.....

E. Please mark the response/s which best describe/s the aim/s of your organization. (Tick more than one response if necessary.)

___1. to mobilize, educate, organize the people to fight for justice and the promotion of human and social rights
___2. to organize and mobilize people to meet their needs
___3. to develop a critical awareness of the causes of social problems
___4. to meet needs not provided for by the formal welfare system
___5. to develop the skills of grassroots people to deliver social services
___6. to strengthen grassroots organizations and indigenous social service networks
___7. to promote grassroots participation and involvement in policy formulation, programme design, implementation and evaluation in the programme
___8. to advocate for the needs and rights of specific target groups
___9. to build confidence, self-esteem, and co-operative relations of the participants in service delivery
___10. to equip grassroots people with the skills to plan, implement and evaluate social development programmes
___11. to improve the material conditions of life of the population as-a-whole, and more specifically, the most needy and least powerful groups who are vulnerable to poverty
___12. to promote the political, economic, social, cultural and spiritual development of people
___13. to develop alternative models of social development programmes which could inform social development policies and programmes in a post-apartheid South Africa
___14. other(detail).....
.....
.....

F. From the aims mentioned in question E, please list the three most important aims that this organization subscribes to. Please denote the aim by the corresponding number from question E.

___1. _____
___2. _____
___3. _____

G. In which of he following areas does your organization operate (Mark more than one response if necessary.)

___1. urban areas
___2. peri-urban areas
___3. rural areas
___4. all of the above
___5. urban and peri-urban areas
___6. urban and rural areas
___7. peri urban and rural areas

H. How long has your organization been in operation?

___1. less than 2 years
___2. more than 2 years, but less than 4 years
___3. more than 4 years, but less than 6 years
___4. more than 6 years, but less than 8 years
___5. more than 8 years

I. What is/are the predominant language/s spoken by the consumers of your service? (tick more than one response if necessary)

___1. afrikaans
___2. english
___3. north Sotho
___4. south Sotho
___5. xhosa
___6. zulu
___7. tswana
___8. other (detail) .....
.....
.....

J. Do the service providers of this organization speak the language/s of the consumers?

___1. yes
___2. no
___3. some
___4. don't know

K. Please complete the following questions

QUESTION	NO.
1. How many paid full-time staff members are there?	
2. How many paid part-time staff are there?	
3. How many active volunteers are involved with the project?	

L. Please mark the relevant factors which influenced your organization to develop a programme of this nature (tick more than one response if necessary).

___1. political factors (racial discrimination in access to services, lack of effective decision making powers, rejection of apartheid social policies and its impact on the lives of people)
___2. social service needs that were not being met by the formal welfare sector
___3. lack of income
___4. lack of employment opportunities
___5. retrenchments
___6. dismissal due to strike action
___7. low income earning capacity
___8. meeting the needs of impoverished communities
___9. lack of community services and facilities
___10. furthering cultural traditions
___11. prevention of social problems
___12 minimizing the effects of apartheid
___13. challenging the inadequacies and ideological bias of services rendered by the formal welfare sector
___14. accessibility of services in terms of location, cost, language, and other social factors
___15. other(detail).....
.....
.....

M. From the list given in Question L please choose the 2 most important factors which influenced this organization to develop a programme of this nature. Please denote the factor by the corresponding number from question L.

___1. ____
___2. ____

PART TWO

INSTRUCTIONS
PLEASE MARK THE APPROPRIATE RESPONSE/S WITH A TICK (✓) IN THE SPACES PROVIDED. TICK MORE THAN ONE RESPONSE IF NECESSARY.

A. Does your organization subscribe to any of the following principles?: (tick more than one response if necessary)

___1. the building of a national consciousness founded on the recognition, respect, and promotion of the cultural, language and religious diversity of all South Africans
___2. the development of programmes which take into account the need to redress social divisions in the society, such as race, gender, geographic location, political persuasion, national or social origin, birth or other social status
___3. the promotion of free participation on equal terms by all individuals and groups in social, political and economic activities
___4. the development of social polices and programmes which would impact on the distribution of resources, status and power differentials between groups or classes in a society
___5. the development of authentic social service methodologies and models of service delivery which are responsive to the political, economic and socio-cultural context
___7. a belief in the power of grassroots people to shape their own destiny
___8. the promotion of grassroots self-reliance within the context of an enabling social, economic, and political environment

B. From question A please choose the three most important principles your organization subscribes to. Please denote the principles by the corresponding numbers from question A.

___1. ____
___2. ____
___3. ____

C. Does your organization use any of the following strategies to build non-racial social services?

___1. challenging the dominant racial perceptions of the world
___2. networking between groups, communities and organizations
___3. advocating for the de-racialization of services and institutions
___4. developing alternative programme content
___5. developing skills to promote empowerment of disadvantaged groups
___6. evolving affirmative action strategies to reverse the structural injustices and inherited inequalities generated by apartheid
___7. bussing strategies
___8. breaking down racial stereotypes, barriers and social distance
___9. building up confidence self-esteem and assertiveness of participants in development initiatives

D. From the list in question C please choose the strategy that is most frequently used. Please denote the number which corresponds to the strategies mentioned in question C.

___1. ____

E. Please tick the response/s which best describe/s how your organization has developed appropriate strategies to make the services more accessible to the users.

___1. developed appropriate communication strategies which include the translation of documents,
___2. interpreted individual and group discussions
___3. consulted with constituencies regarding language preference
___4. evolved services which are located in areas accessible to users
___5. evolved services which are accessible to users in terms of their time schedules
___6. none of the above
___7. other (detail).....
.....
.....

F. Do the consumers of your organization (tick more than one response if necessary)

___1. receive a free service
___2. pay an affordable amount based on ability to pay
___3. contribute a voluntary service as payment(eg. assist with child care or fund raising)
___4. make a voluntary donation
___5. other(detail).....
.....
.....

G. Does your organization make provision for citizen participation?

___1. yes
___2. no
___3. don't know
COMMENT:_____
_____
_____

H. Has your organization created opportunities for citizen participation in the following areas? (tick more than one response if necessary)

___1. in the decision-making and policy formulation structures of the organization
___2. in creating opportunities for feed-back about the nature and content of programmes
___3. in evaluating whether needs are being effectively met
___4. in facilitating appropriate participation in various aspects of service delivery

I. Is citizen participation in this organization:

___1. highly effective
___2. effective
___3. moderately effective
___4. poor
___5. extremely poor
COMMENT:_____
_____
_____

J. Please tick the response/s which describe the problem/s this organization experiences in implementing participatory strategies:

___1. lack of knowledge of aims of participation
___2. lack of knowledge of expectations of participants and organizations in participatory processes
___3. operating times of the organization are not accessible to the participants
___4. lack of transport
___5. cost involved in participating in organizational activities
___6. lack of confidence and self esteem
___7. lack of skills
___8. public perception of the organization
___9. racial barriers
___10. class barriers
___11. gender barriers
___12. cultural barriers
___13. religious affiliation of the organization
___14. generational barriers
___15. political affiliation of organization
___17. a lack of resources
___16. other (detail).....
.....
.....

COMMENT:_____
_____
_____

K. Please tick the response/s which describes/s how grassroots social service organizations contribute/s to the development of policies and programmes for a future democratic South Africa. (tick more than one response if necessary)

___1. through networking with organizations with similar objectives
___2. through internal organizational education
___3. through research
___4. through participating in local, regional and national progressive forums
___5. through engaging in dialogue with traditional social service organizations and institutions
___6. through engaging in dialogue with representatives of state social service structures

L. From the list in question K please choose the two most important strategies frequently used by grassroots service organizations in contributing to the development of policies and programmes for a future democratic South Africa. Denote the strategy by the corresponding number given in question k.

.....
.....
.....

M. In engaging in dialogue with representatives of state social service structures, has your organization (tick more than one response if necessary)

___1. developed a set of guidelines which determine the basis of participation?
___2. decided to participate in such structures from a position of strength?
___3. decided to advocate on behalf of grassroots constituencies?
___4. developed a set of concrete issues to be discussed?
___5. developed policy positions to be discussed?

SECTION THREE

INSTRUCTIONS
PLEASE TICK THE APPROPRIATE RESPONSE/S WITH A TICK (✓) IN THE SPACES PROVIDED. TICK MORE THAN ONE RESPONSE IF NECESSARY.

A. Does this organization incorporate any of the following approaches into its service delivery?

___1. counselling
___2. group work/committee work
___3. refer consumers for counselling
___4. community development
___5. programme design, implementation and evaluation
___6. administration
___7. research
___8 skills training
___9. volunteer training
___10. public relations
___11. public education
___12. fund raising
___13. alternative policy formulation in a specific field
___14. other (detail).....
.....
.....

B. Would you describe this service as:
___1. curative/rehabilitative
___2. promoting the needs of people
___3. preventing social problems
___4. social, economic and political
___5. all of the above
___6. none of the above
___7. don't know
___ other(detail).....
.....
.....

C. Please indicate whether the following question regarding the methods employed in this organization are true, false or partially true

METHOD	TRUE	FALSE	PARTLY TRUE
1. the methods are responsive to the changing political, economic and social context			
2. the methods are based on a holistic approach which acknowledges the inter-relation between the person and the social environment			
3. the methods give high priority to redressing sexual, urban/rural, sectoral and other social disparities			
4. the methods promote a high degree of involvement of professionals from different disciplines at a local level, with the view to building appropriate and effective multi-disciplinary interventions			
5. the methods strive to link small localized interventions with macro-systems and broad development strategies			
6. the methods promote national unity and national reconciliation			

D. Please answer the following questions.

QUESTION	YES	NO
1. Do you utilise non-professionals to deliver services in this organizations?		
2. Do you pay non-professionals who deliver services?		

If you answered no to question D.1 please continue with question M, if you answered yes to question D please continue with the following questions.

E. Please mark the response/s which best describe/s why you use non-professionals from the community.

___1. it is cost effective
___2. non-professional workers are in touch with community issues
___3. it allows community members to become involved in grassroots organizations
___4. consumers identify with community members
___5. it reduces professionalism thereby making consumers feel more comfortable
___6. non-professional workers have shared problems with consumers
___7. non-professional workers are aware of untapped resources in the community
___8. the use of non-professionals in the service promotes accountability
___9. non-professional workers are able to encourage consumers to utilize the service
___10. the use of non-professional workers alleviate person-power shortages
___11.other(detail).....
.....
.....

F. In regard to organization, please indicate whether the following statements are true or false.

STATEMENT	TRUE	FALSE
1. The professional workers and non-professional workers work well together.		
2. The professional workers in this organization are seen to have higher status than the non-professional workers.		
3. Professional and non-professional workers have equal status in this organization.		
4. Professional workers are willing to impart skills and knowledge to non-professionals.		
5. Non-professional workers should be more assertive towards professional workers.		
6. Professional workers do not want to relinquish control to non-professionals in this organisation.		
7. Non-professional workers misuse their elevated status in grassroots organisation and in the community.		

G. Do you feel that there should be more or less professional involvement in your project?

___1. more
___2. less
___3. don't know

H. Please list the reasons for your answer to question G.

.....
.....
.....

I. Please indicate what role/s and function/s the non-professionals perform in this organization.

___1. administration
___2. training
___3. counselling
___4. group work
___5. community development
___6. child care
___7. literacy
___8. residential care
___9. teacher aids
___10. social work aids
___11. health aids
___12. agricultural development workers
___13. community rehabilitation workers
___14. organizers
___15. youth workers
___16. instructors
___17. identification of target problems
___18. assessments of problem areas
___19. distribution of information to clients
___20. establishment of linkages
___21. advocacy
___22. delivery of resources
___23. teaching
___24. providing emotional support
___25. other (detail).....
.....
.....

J. Please answer the following questions regarding the selection procedures of workers in the organization

QUESTION	YES	NO
1. Do you screen applicants?		
2. Do members of the community and consumers participate in the selection of non-professional workers?		

K. Please tick the response which best describes the form in which training has occurred.

___1. through workshops
___2. in-service training
___3. special courses
___4. on the job training
___5. other (detail).....
.....
.....

L. Has the content of the training included the following:

___1. specialized knowledge For example, law, health
___2. skills training For example interviewing, book-keeping, communication
___3. practical training For example First Aid
___4. other(detail).....
.....
.....

M. Are the services of social workers utilized in this programme?

___1. yes
___2. no
___3. don't know

If you answered YES to question M please tick the following responses which best describe what roles the social worker/s take on. If you answered no to question M please continue with question O.

N. Please tick the response/s which describe/s the role and functions of the social worker/s in your organization.

___1. social workers counsel people who coms to the project
___2. social workers offer advice to consumers
___3. social workers act as administrators for the service
___4. social workers act as community development workers
___5. social workers carry out training programmes
___6. social workers act as co-ordinators of the service
___7. social workers form part of the professional team in the service
___8. other(detail).....
.....

O. Does your organization employ or draw on the voluntary expertise of any of the following professionals?

PROFESSIONAL	YES	NO
1. doctors		
2. nurses		
3. primary health workers		
4. lawyers		
5. architects		
6. engineers		
7. teachers		
8. psychologists		
9. occupational therapists		
10. community rehabilitation workers		
11. speech and hearing therapists		
12. literacy teachers		
13. childcare workers		
14. Other (detail)		

P. Do you refer your consumers to:

___1. other progressive services
___2. formal state welfare organizations
___3. private practitioners
___4. voluntary welfare organizations
___5. churches
___6. hospitals
___7. government welfare departments
___8. no referrals occur
___9. other(detail).....
.....

Q. Please mark the response/s which best describe/s the strength/s of your project.

This organization has:

___1. credibility of the target group/s it serves
___2. political accountability
___3. skilled person power
___4. a strong community involvement
___5. strong leadership
___6. aligned or affiliated itself to broader political movements
___7. promoted involvement by the people
___8. created awareness
___9. developed skills
___10. involved grassroots people in the implementation of programmes
___11. a warm collegial environment
___12. rendered a holistic social service
___13. evolved an alternative model of service delivery
___14. combination of methods of service delivery
___15. built grassroots organizations
___16. been efficient
___17. been creative and innovative
___18. been financially independent
___19. promoted consumer participation
___20. other (detail).....
.....
.....

R. What is your assessment of the functional viability of this project? Consider such aspects as mission statements, objectives, annual programme and administration, co-ordination, efficiency, financial management. Based on this assessment, how would you rate this project?

EXCELLENT	GOOD	FAIR	POOR	DON'T KNOW

(Tick the appropriate box and list comments, if any)

.....

.....

.....

.....

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