

**AN INVESTIGATION INTO THE DEVELOPMENTAL MODEL OF
SOCIAL WELFARE SERVICE DELIVERY: A WESTERN CAPE
CASE STUDY**

Submitted by Carla Demas to

The School of Government, University of the Western Cape in partial fulfilment
of the degree of Master of Public Administration



MAY 1998

**UNIVERSITY of the
WESTERN CAPE**

The financial assistance of the Centre for Science Development (HSRC, South Africa) towards this research is hereby acknowledged. Opinions expressed and conclusions arrived at, are those of the author and are not necessarily to be attributed to the Centre for Science Development

ACKNOWLEDGEMENTS

I would like to thank all who have contributed to the completion of this study. A special word of thanks to my respondents, who willingly sacrificed valuable time to be interviewed. I would also like to thank my supervisor, Dr Lisa Thompson, for her guidance throughout the process. I would like to express my sincere gratitude to Logan Wort and Walter Hendricks, who have been a constant source of encouragement and support throughout the Masters course. Finally, I would like to thank my fiancé, Hein, for supporting me and motivating me to complete this study.



UNIVERSITY *of the*
WESTERN CAPE

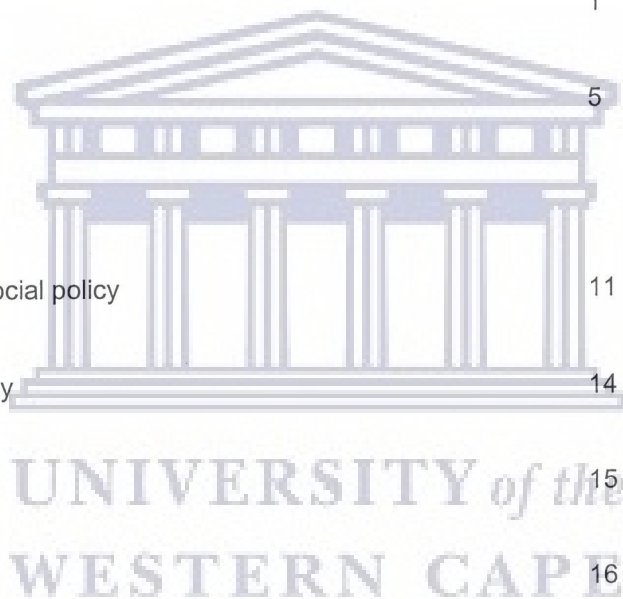
Abstract

This study explores the extent to which welfare policy in South Africa is suitable to the country's needs and is translated into practice. It focuses on the White Paper for Social Welfare and looks specifically at the developmental model of welfare. The study draws on the experiences of various stakeholders within the welfare sector, such as social work lecturers, social work students, social welfare practitioners and the director of developmental social welfare. The study indicates that the developmental approach has potential to address the welfare needs in South Africa. However, factors such as confusion about the meaning of the term *developmental social work* and the lack of resources have limited the extent to which this approach is translated into practice and consequently its potential to transform social welfare in South Africa.



TABLE OF CONTENTS

ACKNOWLEDGEMENTS	i
ABSTRACT	ii
DEFINITION OF KEY CONCEPTS	v
INTRODUCTION	viii
CHAPTER ONE	
Aims of the study	1
Significance of the study	1
Research methodology	1
Review of literature	5
CHAPTER TWO	
Links between economic and social policy	11
The shifts within economic policy	14
The role of discourse	15
Policy shifts in welfare	16
Implications of the policy shifts within welfare	19
CHAPTER THREE	
Presentation and discussion of research findings	23
Discussion of themes	23
Definition of developmental social welfare	23



Orientation and training	27
Participation	30
Attitudes	32
Challenges	34
A framework for adopting a developmental approach	37
CHAPTER FOUR	
Conclusion	39
Summary of main findings	39
Recommendations	41
Recommendations for further study	43
Bibliography	44
APPENDIXES	
Letter of permission for access	49
Interview guide -1	50
Interview guide -2	52
Description of line of questioning	54
Nicro's Restructuring Process	55
White Paper on Social Welfare- Chapter 2	58



DEFINITION OF KEY CONCEPTS

The following concepts will be defined to ensure that the reader will correctly interpret the various concepts used in the study.

Social welfare: For the purposes of this study social welfare will be understood as it was defined in an international expert meeting on social welfare organization and administration held under the auspices of the United Nations in Geneva in 1967.

Social welfare and its objectives were explained as follows: "Social welfare as an organized function is regarded as a body of activities designed to enable individuals, families, groups and communities to cope with social problems of changing conditions. But extending beyond the range of its responsibilities for specific services, social welfare has a further function within the broad area of a country's social development. In this larger sense, social welfare should play a major role to contributing to the effective mobilization and development of the human and material resources of the country to deal successfully with the social requirements of change, thereby participating in nation-building" (International Council on Social Welfare, 1971: 105).

Although the definitions of social welfare are varied and diverse, but Kotze's (1995) interpretation of the concept is concise and accurately describes social welfare as conceptualized in this study. For Kotze (1995: 67) "Social welfare includes all those activities geared towards achieving the highest possible form of independence and natural fulfilment of the needs of each member of society and those of the community at large. Social welfare covers the broad spectrum of life and consists of measures and facilities to strengthen and maintain community life. It includes aspects such as health care, provision of employment, housing education etc."

Residual social welfare: The residual approach propagates the idea that each person is responsible for his or her own welfare. The state intervenes only in the case of emergency and when traditional support systems fail to prevent destitution. Dependence on welfare is viewed as negative and undesirable and should be considered only as a last resort. This approach largely ignores the notion of prevention of social problems and has a mainly

reactive approach to service delivery.

According to the residual model the proper sources for meeting a person's need are the family and the market economy. If these fail to meet individual's needs, the social welfare structure is brought into play on a temporary (residual) basis to help until the family or the economic system begins to function properly (Morales & Sheafer, 1977). Limited public resources are thus targeted at the most needy and services might be stigmatized. The residual model holds that the causes and solutions for problems lie within the individual. Lombard (1996) describes the residual approach as being limited, remedial and stigmatized.

Institutional social welfare: The institutional approach to welfare represents a move beyond the residual approach insofar as it breaks completely away from the idea that social welfare should serve only as a safety-net when traditional support systems such as the family are absent. It transcends the idea that welfare should only serve as a response to emergencies and encourages the incorporation of preventative services as well. This approach propagates the notion of equal access to welfare for all people. It also opposes the stigmatization attached to the utilization of welfare services.

The institutional model propagates the idea that social welfare should be available to everybody and be accepted as one of the institutionalized services for society. The state should be extensively involved in all aspects of social welfare (Zastrow, 1993). The individuals' difficulties are attributed to causes largely beyond his or her control. When difficulties arise the causes are sought in the environment and the efforts focus on improving the social institutions within which the individual functions (Zastrow, 1993).

Developmental social welfare: Developmental social welfare represents an approach to welfare which is based on the developmental model. It is an approach, which transcends the traditional approaches to welfare, such as the residual and institutional approaches discussed earlier. Developmental social welfare emerges that the expenditure on education, nutrition, health care as well as maternal and child welfare is cost effective with a high return rate in terms of long term economic benefits (Midgely, 1996). The fundamental difference between this approach and others is the link it makes between economic growth and social

development.

Social work practice: The references made to practice denotes those activities undertaken by social workers and related professionals in the delivery of social services. The extent to which policy and practice impact on each other may be assessed on the basis of the kind of interventions made by practitioners. A crisis intervention approach, for example, will reflect practice, which is informed by a residual approach. This study will explore the extent to which the interventions made by social workers are congruent with the developmental model of social welfare.



UNIVERSITY *of the*
WESTERN CAPE

Introduction

On 27 April 1994 a new South Africa emerged after a long process of strife and struggle against the Apartheid ideology. According to Adam and Gilliomee (1979) Apartheid formed the basis for the unequal distribution of power and benefits, opportunities and life chances.

Under Apartheid, whites dominated every aspect of power and influence, while the circumstances of the black majority were dealt with administratively and arbitrarily, without any significant representation on sovereign law-making or governing bodies. A new or post-Apartheid South Africa implies that the entire society needs to be transformed.

This research inquiry is based on the assumption that social welfare in Apartheid South Africa, reflected the patterns of discrimination and inequalities which existed in the broader society. According to Kotze (1995) it was ideological rather than welfare considerations which determined welfare provision. He claims that the past social welfare policies in South Africa failed to effectively address the inequalities inherent in South Africa or to eradicate poverty.

The welfare policies followed, since social welfare was formalised in the 1930's, contributed to a situation where First World and Third World realities co-existed in the same society. Kotze (1995) contends that the primary objective of welfare has been to secure the well-being of whites and in particular to solve the poor-white problem. The obvious challenge faced by the new government was how to transform the welfare system and to structure society in a way that would reflect the new democracy and desired equity.

The 1994 elections represented a critical turning point in the history of South Africa. As Kotze (1995) points out, a democracy directly impacts on the welfare of all citizens. The new dispensation faces enormous challenges in the provision of welfare services. A prominent feature in South African society, is the problem of mass poverty in certain (mainly black) societies, where the basic needs of many families and individuals are not being met. The architects of the new welfare policy were faced with the daunting task of having to satisfy all the stake holders, such as the tax-payers, who must support it, the professionals who must implement it, and the recipients who must live under it.

The fundamental political transformation in South Africa has had and continues to have tremendous implications for social welfare. The political changes in the country have created expectations for a better life. The obvious challenge, which faced policy makers, was the question as to how the expectations of people could be met and which policy changes were necessary to alleviate poverty and address various other needs expressed by people.

Social welfare can play a critical role in the meeting of basic needs and the redistribution of resources. It must be stressed here that the formulation of policies needed careful consideration to appropriately and effectively meet this ideal, as Kotze (1995:6) states "The status quo is likely to continue unless there is purposeful intervention." He adds that it is an illusion to believe that a new political dispensation will automatically lead to all our problems being solved.

That problems will not automatically be solved has been acknowledged and responded to through the development of a White Paper on Social Welfare. The challenges faced by the entire welfare community in South Africa were great, however, a new consensus has emerged about the visions, goals, principles and priorities for the restructuring of the welfare system.

The national developmental social welfare strategy aims to provide rehabilitative, preventative, developmental and protective services and facilities as well as social security. This study will examine the potential that a developmental approach to social welfare has to offer, to counter the overwhelming problems of vulnerable groups such as those living in violence, poverty and other forms of social maladaptation.

It appears as though welfare services within the Western Cape have strong characteristics of the out-dated *residual* and *institutional* models (see *definition of key concepts*), of social welfare. This observation cannot however be generalised nor can the claim be made that it is true for all welfare organizations in the Western Cape.

There is a considerable amount of literature, which indicates that social workers are prone to feelings of apathy and often experience burnout. It is necessary that we consider the

possibility that social workers and related practitioners feel inadequate because social welfare policies are restrictive and inappropriate for meeting the needs of their consumers.

The residual and institutional models of social welfare have proved to be inadequate and to a large extent unsuccessful in addressing poverty, social need and effecting sustainable (continuous) development, even though these are portrayed as goals of these models, particularly of the institutional model.

Developmental social work has become a buzzword in social welfare and social work circles. It has been influential to the point that it was made the basis of the White Paper on Social Welfare, which proposes the adoption of a developmental approach to social welfare in South Africa.

One needs to guard against confusing the aims and consequences of the new welfare policies. George (1983) warns us that literature on social policy has a tendency to confuse the aims and consequences of social policy, it is thus necessary to distinguish between these two concepts before progressing further.

According to George (1983), *aims* refer to the intentions or aspirations of a policy, while the *consequences* are the actual outcomes of policies. Clearly intent does not always match outcome, nor do the consequences of social policy always correspond with its aims (George, 1983). A concerted effort will be made to highlight the extent to which the aims of the White Paper on Social Welfare as it impacts on social, economic and political structures of society, are achieved in practice. This report will attempt to reveal the stated as well as unstated aims of the welfare White Paper and highlight the policy shifts which have taken place.

The stated aim of the White Paper is to translate the Reconstruction and Development Programme (RDP) into action within the welfare field. Van der Merwe (1996) states that social development has emerged on the global agenda. The ultimate objective is to bring about sustained improvements in the well-being of the individual, family, community and society.

It is important that we scrutinize this aim and examine its legitimacy. Based on this claim, we will explore the links between economic and welfare policy more closely and critically.

According to the African National Congress's (ANC), 'National, Social and Development Planning Framework' (the Red Document), which they drafted before coming into power, welfare is portrayed as the vehicle through which the objectives of the RDP could be attained. It describes welfare as: "One of the key vehicles for social change in attempting to remove structural inequalities that have contributed to all types of poverty in our society" (Red Document, preface).

Van der Merwe (1996) says that South African welfare organizations are in the process of restructuring to developmental social welfare. Nicro is an example of an organization which has made a shift to the developmental approach, with the result that the organization is now more in-touch with the needs of the client base it serves (Lategan, 1996). Nicro and other pro-active organizations are now able and hopefully willing to serve as role models for other welfare organizations.

It has been argued that the developmental model transcends the traditional residual and institutional models to welfare. If the developmental model can in fact deliver what it promises and effectively address the shortcomings of the previous models, then it may result in the urgently needed transformation of the welfare sector in South Africa. We must, however, be critical of all new policies and judge their suitability based on their results and not merely on their promises.

In the White Paper on Social Welfare (1997) developmental welfare is used to describe an integrated system of social services, facilities, programmes and social security intended to promote social development, social justice and the social functioning of people. According to the principles of social development, poverty is a socio-economic phenomenon and therefore, according to Gray, (1997) social policy must prioritise the investment in people, if poverty is to be alleviated.

Midgley, (1996) suggests that the developmental model has not been enthusiastically

received by all developing countries. This raises the question as to what extent the new approach has been and will be received by welfare practitioners in South Africa. Although there appears to be a considerable amount of excitement about the developmental approach and its potential, it is necessary that this approach demonstrate its worth not only in specific policies, but even more importantly that it be reflected in the practical initiatives of social workers and other welfare practitioners.

The arguments in favour of the developmental model may be legitimate, especially insofar as they link social development to economic growth. The apparent benefits that this approach potentially holds for South Africa are enormous and possibly revolutionary. We do, however, need to be critical of the extent to which the White Paper and the developmental model can deliver on their promises. For this reason, we need to understand the values and priorities, which inform this approach. Furthermore, the extent to which change will be realised depends on the extent to which suitable policies are implemented.



Chapter One

Aims of the study

The aims of this study can be summarised in terms of the following two themes:

1. To explore the extent to which the new welfare policy is being translated into practice. This includes a focus on:
 - a) The extent to which welfare practitioners are familiar with the policies which inform their practice;
 - b) The availability of resources such as knowledge and skill, needed to implement policies;
 - c) The extent to which policy implementation is monitored and evaluated; and
 - d) The difficulties and challenges faced by welfare practitioners.

2. To gain insight into the underlying economic factors which influence social policy generally, and welfare policy specifically. The study will investigate the extent to which the theoretical links between economic and welfare policy, are possible in practice.

Significance of the Study

The study is significant because it will highlight the gaps between policy and practice in the welfare sector as well as the strengths and weaknesses of the new welfare policy. It will help to identify the overt as well as covert objectives of the White Paper and make a critical understanding of the policy process possible.

Research methodology

The research is primarily of a qualitative nature. Denzin and Lincoln (1994) indicate that there is an academic and disciplinary resistance to qualitative research. They point out that the work of qualitative researchers is termed unscientific, or only exploratory, or entirely personal or full of bias. They also state that qualitative research is called criticism and not theory or it is interpreted politically, as a disguised version of Marxism or humanism.

A qualitative case study is appropriate for this study because it accommodates the researchers' aim to zoom in on the experiences and activities of the different stakeholders interviewed. This is important because the way that different stakeholders feel about, and react to policies, are likely to indicate the extent to which they support and understand them. Although the study does not involve comparisons with other organizations, the information generated by this method may enable other researchers to use it for the purpose of comparison.

The motivation for doing this study is to gain a better understanding and insight into the experiences of academics, student social workers, policy makers and practitioners affected by the Welfare White Paper. A qualitative case study had the greatest potential to deliver the rich, detailed and specific information desired. This information will be particularly useful for researchers who wish to understand the policy process, as well as policy planners, who need to design suitable policies. For this reason the case-study method has been implemented using primarily interviewing as a data-gathering tool.

Reviews of literature, reports, policy documents, minutes of meetings, the exploration of organizational goals, mission, vision and function have been consulted to complement the information obtained through the interviews. Four different groups were interviewed, these were:

1. Social Policy, Research Methods, Philosophy and Community Work lecturers from the Department of Social Work at University of the Western Cape;
2. A random sample consisting of 40 final year Social Work students of 1998;
3. The Director of Developmental Social Welfare; and
4. Social Welfare Practitioners, representing each of the various projects offered by Nicro Bellville. (7 out of 9 Social Welfare Practitioners employed at this office were interviewed)

In order to ensure that all the desired information was collected, unstructured as well as structured interviews were used. Interview guides were used to ensure

that all the relevant themes were addressed during interviews (see Appendices for Interview Guide 1 & 2). This enabled the researcher to formulate questions before the interviews and also to alter questions based on the responses received. A limitation of interviews is that gaps in information only become evident once data analysis commences. Arranging follow-up interviews, which were either telephonic or personal, depending on the nature of the questions, were arranged to solve this problem.

Other limitations included problems of text, sub-text, interpretation and subjectivity. To minimise the impact of these limitations the researcher needed to be conscious of her biases, guard against ambiguity and be reflexive at all times. This means that the researcher needed to know how the data could be influenced by her, as well as, by the environment.

Four lecturers from UWCs' Social Work department were interviewed using unstructured interviews. The interviews were conducted in an informal conversational manner. Their input was used to identifying pertinent issues and academic controversies around the developmental model. These interviews proved to be valuable in identifying important questions to be put to the other interviewees.

Final year social work students were interviewed using unstructured interviews. They were interviewed to obtain an idea as to their level of knowledge about the content of the Welfare White Paper and developmental welfare. To complement this, lectures on social policy were also attended in order to assess the extent to which the curriculum focuses on policy issues and specifically the White Paper.

The Director of Developmental Social Welfare, Sharon Follentine, was interviewed in order to gain an understanding of the dynamics around the White Paper at a policy level. Her input was used to identify issues, controversies and challenges present at this level. This interview presented an opportunity to

inquire about the implicit objectives of the White Paper and to gain insight into certain issues such as the attitudes, concerns, difficulties, expectations and uncertainties with regard to the implementation of the developmental model of social welfare.

It was decided to focus on the National Institute for Crime Rehabilitation of Offenders (Nicro), because it is one of the first welfare organizations in the Western Cape to restructure towards a developmental approach. Social workers, administrators and auxiliary workers (social development organisers), who are employed by this organization, were interviewed in order to gain an understanding of how the new welfare policy had impacted on their activities at the organization and at grass-roots level.

Although interviewing was the primary tool used to collect data, it was not adequate for collecting all the relevant information, therefore multiple methods were used to ensure that the maximum amount of information was collected. By complementing interviews with reviews of organizational policies and literature, it was possible to verify information obtained in the interviews.

Various organizational documents were studied to determine the extent to which the developmental approach has impacted on the mission, vision and objectives of the organization, i.e. how the macro policies have influenced the micro policies and practices of the organization.

Triangulation and reflexivity were important aspects of the study, especially in terms of guarding against bias and narrow interpretation of information. Triangulation refers to the use of more than one method of data gathering, while reflexivity refers to the consciousness of factors, which influence the research. Wilkinson (1988) distinguishes between personal and functional reflexivity. Functional reflexivity requires a critical examination of the research process, while personal reflexivity refers to how the researchers' identity influences the research process.

Review of literature

The developmental approach to welfare is relatively new and has emerged out of the inadequacies of the previously dominant residual and institutional approaches to welfare. The literature, which has been reviewed, indicates that this approach is gaining popularity among theoreticians and practitioners. The support for developmental welfare, is however, not unanimous and certain theoreticians as well as practitioners remain sceptical that this approach will deliver in practice what it proposes to on paper.

This research study will use what various authors have said about the developmental model of social welfare, and test the arguments presented against the findings of this study. This study is based on the assumption that the Welfare White Paper has depended too heavily on the developmental model to rescue social welfare in South Africa.

According to Midgley (1996) the developmental model of Social welfare is attracting growing attention in social policy circles today. He argues that it transcends the residual and institutional models as it seeks to harmonize social and economic policies within a dynamic developmental process.

Midgely (1996) further claims that the White Paper on Welfare is developmental in that it promotes a dynamic process of growth, change and progress by integrating economic and social policies. According to the White Paper (1997:2) a dynamic, expanding economy offers the most effective means of promoting social progress. Midgely emphasises the dependence of social development on economic growth, however, the extent to which economic growth will lead to social development in South Africa needs to be tested, especially in the light that economic growth may prove to be jobless.

There is large-scale support (especially among economists) for the notion that economic growth is a prerequisite for raising standards of living. Midgely (1996) claims that the idea that economic development can raise standards of living and

promote social progress is accepted now more than ever. Despite the fact that economic development can raise standards of living, one needs to guard against assuming that economic growth will automatically result in increased standards of living.

This research study will examine the extent to which social workers are experiencing the anticipated success of the developmental model, particularly in the previously marginalized, underdeveloped and rural communities. At a theoretical level the developmental model appears to have a significant influence on addressing poverty, but this remains to be realised in practice. The model has only recently been adopted in South Africa, thus its value can only be judged once it has had adequate time to prove its potential, however, loopholes in its implementation need to be identified and addressed as soon as possible.

According to Gray (1994) social workers can respond to the challenge of development in one of two ways. They can become directly involved in community development or they can become indirectly involved by training paraprofessional and community developers. However, Gray (1997) warns that social workers are slow in responding to this challenge, while the training of community developers is fast becoming an occupation separate from social work. This is cause for grave concern, especially in the light of the insecurities and fears experienced by social workers that the developmental model favours auxiliary workers over professional social workers.

Grays' warning highlights the importance of examining the relationship between social and auxiliary workers within a developmental social work setting. It is important to examine the extent to which there is an overlap in the jobs of social and auxiliary workers and explore how the model impacts on social work as a profession. A significant aspect of this study, is its aim to locate the social work profession within the developmental model of welfare.

Neilson and Gray (1997), Terblanche and Tshiwula (1997) and Starke (1997),

among numerous others, agree that social work has an integral role to play in the implementation of developmental welfare. Gray (1996) goes as far as to argue that the success of the developmental welfare model depends on social workers in South Africa, who have the potential to expand services in ingenious ways. Based on the argument that social work is central to the success of the developmental model, it is essential that the factors, which hinder social workers from implementing it effectively, be identified and addressed.

According to Gray (1996) structural inadequacies have prevented social workers from doing their work optimally. She argues that instead of focusing on structural inadequacies, the government is pushing for a developmental welfare model and curtailing expenditure on the established welfare sector. Gray (1996) suggests that in redesigning the welfare system, existing welfare services in the public and private sectors need to be maintained, while at the same time programmes need to be expanded into previously unreached areas.

There are numerous challenges and difficulties which confront welfare practitioners. A major factor identified in the literature, which prevents social workers from meeting the needs of their clients optimally, is resource limitations. Social workers thus need to find ways to meet the needs of a larger client base, with the same amount or even less resources, than in the past. This study is concerned with how these limitations have impacted on the effectiveness of individual social workers, social work organizations and the welfare sector as a whole.

Starke (1996) argues that the biggest challenge to social work, in fulfilling its role in developmental social welfare, is to recognise and minimize the threats and seize the opportunities. She suggests that this is possible only if each and every social worker becomes an expert in developmental social welfare and develops an intimate knowledge of social welfare policy (Starke, 1996).

According to Flynn (1987), a critical analysis of social policy is important if we

wish to understand policy work at the local level. He explores the extent to which social workers attempt to analyse and influence policy processes and its impact on practice. Lombard (1996) also highlights the importance of practitioners understanding policy and warns that commitment to and support for the developmental paradigm, does not automatically ensure that it is fully understood and implemented. ✓

It is important to take cognisance of the fact that there are many misconceptions about the whole developmental approach, and as Lombard (1996) mentions, statements such as: "Developmental social welfare- whatever that means" are not uncommon. It is thus apparent that there is no uniform understanding of the concept, and clearly the way in which developmental social work is implemented will reflect these different understandings.

There is much confusion and uncertainty around the definition and practice implications of the developmental welfare model. The literature further suggests, that in order to address this, it is important that practitioners familiarise themselves with welfare policies. In order for policy to be translated into practice, it is crucial that policies spell out exactly what initiatives are expected from practitioners. The Welfare White Paper does not give a working definition of the concept and thus fails to address this problem. This project will, therefore, investigate how social workers have integrated policy with practice.

Terblanche and Tshiwula (1996) hold the view that there is a distinction between developmental social welfare and developmental social work. They argue that professional social workers are but one of the team of role-players in social welfare, while social welfare is but one dimension in institutional social development. Patel (1996) also highlights the fact that certain authors make a distinction between developmental social work and developmental social welfare. She suggests that one guard against becoming pre-occupied with the debate as to whether true or artificial differences exist between the two concepts and instead focus on how practitioners can critically evaluate their role and place

in the developmental social welfare framework (Patel, 1996).

Although most of the literature reviewed so far focuses on the theoretical debates around the developmental model, there are articles which explore how developmental social work can be implemented. Some of these articles are elaborated on briefly below.

Caywood and Potter (1996) consider the developmental needs of recipients of social welfare services in line with the developmental approach to welfare. Their article "Women and Development" focuses especially on women as one of the most marginalized groups in the South African society, especially in rural areas where economic disempowerment has been a major factor in the oppression of women (Caywood & Potter, 1996).

The article evaluates the extent to which the Draft White Paper for Social Welfare proposes an effective strategy to enhance the empowerment of women. Using a case study, they demonstrate how the developmental approach introduces social development programmes to ensure the overall development of women and their economic empowerment.

Lategan (1996) gives an account of how Nicro is restructuring to a developmental approach. She demonstrates how Nicro is implementing the developmental approach, while at the same time living up to its mission of promoting criminal and social justice with the underlying values of human dignity, equality and non-racialism.

Most of the authors examine the developmental model in terms of how it is defined, what it offers, how it accommodates social work as a profession, how it links social and economic development, how it can be implemented and the challenges involved in adopting a developmental paradigm. There is however, no congruent formula for the implementation of the developmental social welfare model.

This study attempts to locate the experience of social workers within the various theoretical debates and clarify the role of social work within the developmental model. It argues that resource limitations, imposed on welfare by the macro economic strategy have led to desperate efforts on the part of policy makers, to accommodate budget cuts, while not compromising service delivery. This is a very ambitious goal, especially in the light of the fact that welfare services need to be extended to include previously marginalized communities.



Chapter Two

Links between Economic and social policy

In this section the extent to which the shift from the Reconstruction and Development Programme (RDP) to Growth Employment and Redistribution (GEAR) as a macro-economic strategy, resulted in a complementary shift in welfare policy will be investigated. A further attempt will be made to highlight the impact that economic policy has had on welfare policy in South Africa and discover the extent to which discourse has been used as a policy tool, to hide or camouflage shifts within welfare policy.

The argument which will be developed, is potentially contentious, especially in the light of the fact that various stakeholders such as practitioners and service recipients, in the welfare sector, so positively received the White Paper on Welfare.

In order to identify the congruency between the shifts in economic policy and welfare policy, it is necessary to outline the shifts, which have taken place in South Africa's macro-economic strategy. Furthermore, the possible reasons for, and the implications of these shifts will be identified.

Prior to the ANC government coming into power in 1994, the party was associated with socialist ideologies. According to Patel (1992) socialist ideas were widespread in the ANC alliance. These notions were apparent in the ANC's Reconstruction and Development Programme (RDP), base document, but progressively waned in the RDP White Paper to the point where they are almost unrecognizable in GEAR.

The National Social Welfare and Development Planning Framework (undated) (The Red document on welfare), which the ANC drafted before coming into power portrayed welfare as the vehicle through which the objectives of the RDP could be attained. The Red Document (undated) describes the role of welfare as "one of the key vehicles for social change in attempting to remove structural

inequalities that have contributed to all types of poverty in our society" (Red Document, preface).

While the ANC was making various policy commitments, economic policy was changing. In June 1996, GEAR was launched. GEAR aims to achieve a growth rate of 6% by the year 2000, aspects of the policy include reduction of expenditure in real terms and the establishing of international confidence in financial management (through the reduction of the budget deficit and lower debt service). In short GEAR would challenge the government's capacity to meet some of the commitments already made.

In February 1997, the White Paper on Social Welfare was published. The central innovation of the Welfare White Paper has been described as a "paradigm shift to developmental social welfare" (Department of Welfare, 1996: 20). While recognizing the importance of transfers (social security) and rehabilitative work, the intention of the White Paper is clear. Instead of welfare spending providing a meagre safety net for the poor, or targeting the whole community through universal income support and services, the intention is to link social welfare directly to economic development policies and programmes and to integrate economic and social objectives (Midgley, 1995:). The White Paper (1996) states that social development and economic development are interdependent and mutually reinforcing.

It is possible that the policy shift to developmental social welfare represents an attempt to move away from more expensive alternatives such as income transfers, institutional care and rehabilitation. The developmental approach to welfare is seen as a means through which welfare spending can target economically productive projects and meet the need for sustainable development. The White Paper is guided by the principle of securing basic welfare rights for all, however, resource limitations along with a priority on economically productive spheres, may leave certain vulnerable groups, who are dependent on welfare destitute.

In terms of the White Paper (1996), it is evident that the intention to move in the anticipated direction of a welfare state does not exist. Even though the White Paper criticizes the traditional institutional and residual approaches to welfare, it describes social spending as providing a minimal safety net for the poor, to meet basic subsistence needs and as a reliable and accessible provider of the *last resort* (Department of Welfare, 1996). Such a perspective, describing the states' intervention as a last resort, is typical of the residual approach to welfare, which the ANC rejected, on the basis that it is inappropriate and inadequate.

At first glance, the developmental model appears to hold great potential for the welfare sector, but it eventually becomes apparent, that its' perspective is narrow. The developmental model limits the scope of the welfare function to those projects, which have the potential to contribute towards economic growth and with a kick-start can become self-sustaining.

Unfortunately, not all welfare projects have this potential. The non-productive sectors such as rehabilitation and residential care will not benefit from developmental welfare, however the governments' commitment to fiscal discipline has forced the welfare department to limit its spending in these sectors as they lack productive potential.

The Red Document (preface) portrayed welfare as a key vehicle through which the RDP as the country's macro-economic policy could be attained. This suggests that welfare policy should facilitate macro-economic policy. It is thus reasonable to deduce that the present welfare policy should facilitate or enable the present macro-economic policy, GEAR. At the least, welfare will need to conform to the dictates of GEAR and structure itself in such a way that it would facilitate the pursuit of GEAR's objectives.

The above conclusion gains credibility when we consider the fact that the White Paper on Social Welfare was released in February 1997, more than 6 months after GEAR had been launched as the country's macro-economic strategy. By

the time the Welfare White Paper was published, the governments' commitment to GEAR was already firmly established.

What causes concern is the fact that GEAR's objectives militate against increased social expenditure, as it emphasizes efficiency and savings within the system through downsizing the bureaucracy and redirecting programme spending on programmes other than social services and welfare transfers.

The shifts within Economic Policy

Although the main focus of this paper is not on the shifts which have taken place in the macro-economic policy per se, it is necessary to give a brief overview of these shifts in order to identify the linkages between economic and welfare policy and the influence which economic policy has on welfare policy.

The shifts within economic policy will be demonstrated by highlighting the progressive shift from the RDP base document to GEAR. Adelzadeh and Padayachee (1996) argue that the RDP White Paper represents a very significant compromise to the neo-liberal, trickle-down economic policy preference of the old regime. They go on to point out that the dropping of nationalization, even as a policy option and the fact that privatization started creeping in many places, albeit in disguise, was the most obvious of these compromises.

Adelzadeh, (1996:66) describes the RDP as: "a set of statements and recommendations that were inspired by the neo-liberal framework." He adds that the RDP White Paper reflected that the ANC "had dropped its goal of redistribution as a main objective". This criticism suggests that the ANC had compromised its ability, if not its commitment, to meeting the needs of the poor.

The RDP White Paper is in sharp contrast to the Base Document, whose main principles have been summarized as: "An integrated programme, based on the people, that provides peace, reconstruction and development and deepens

democracy” (Base Document: 1.3.8).

The White Paper extends and modifies the Base Document significantly. For example, the first principle, which speaks of “an integrated sustainable programme,” is extended to include the statement “all levels of government must pay attention to affordability, our commitment to fiscal discipline and to achieve the RDP objectives” (1.3.2). The issue of fiscal discipline has clearly become a key element of the first principle of the RDP (Adelzadeh & Padayachee, 1996). Although fiscal discipline is important, it should not be used as an excuse for compromising the governments’ commitment to meeting the basic needs of all South Africans.

The Role of discourse

When critics suggested that the RDP White Paper represented a fundamental shift away from the Base Document the Government of National Unity defended itself by asserting that the policy was essentially the same and that only the language had changed to accommodate a wider constituency of interest (Adelzadeh, 1996). This acknowledgement justifies the claim that the discourse of policy is used as a tool to bring about acceptance of compromises. The language or discourse of a policy influences the way it is understood and therefor received.

It is likely that the use of language played a significant role in disguising the shifts within the welfare policy. This argument gains credibility when one notes that the terminology used in the Red Document on welfare and the Welfare White Paper is similar or the same. What raises concern is the fact that the key term, developmental welfare, has been defined differently in the Red Document as to how it is propagated in the Welfare White Paper (no definition for developmental welfare is offered in the Welfare White Paper). The dependence of social development on economic development is emphasized in the later, but not in the former.

In the Red Document (undated), the following definition of developmental welfare is offered:

Social welfare within a developmental approach is understood to be a comprehensive, integrated system of social services and benefits acting as a redistribution mechanism to bring about a progressive change in the social, economic, political, cultural and physical conditions of people, especially the poorest.

Social welfare therefore includes the basic rights to shelter, food, health, employment, education, and those aspects that promote the physical, social and emotional well-being of all in our society (Red Document: 3).

Developmental Welfare as it used in the White Paper for Social Welfare, is presented as an alternative to existing welfare models, it aims to integrate social and economic policies and favours social policies which contribute positively to economic development. The Welfare White Paper (1996: 5) acknowledges that “economic development has to be accompanied by the equitable allocation and distribution of resources if it is to support social development.” It adds however, that social development and economic development are interdependent and mutually reinforcing (Department of Welfare, 1996: 5).

The focus on combining social and economic policy is much stronger in the Welfare White Paper than it is in the Red Document. What is of particular importance to this argument however, is the fact that although both the Red Document and the White Paper propagate a ‘developmental’ approach, what this means differs between the two documents.

Policy shifts in welfare

In the Red Document (undated) the ANC acknowledged that, in the likely event of them winning the elections of 1994, they would need to deliver social services

quickly and efficiently. They indicated a commitment to moving beyond rhetoric and to finding concrete ways of making qualitative differences in the lives of many people in South Africa.

Since coming into power the ANC has realised that the limitations in resources would challenge their ability to respond to all the problems. In the Red Document, cognisance is taken of resource limitations, but a commitment is expressed to developing a process through which there can be a "phased response which allows for progressive redistribution of goods and services to the vulnerable" (Red Document, undated: 1). This implies a gradual increase in welfare spending resulting in a progressively larger number of beneficiaries.

The developmental approach does not accommodate this process and the government has indicated that welfare spending will not be increased due to their commitment to fiscal discipline. The Welfare Departments' acceptance of fiscal discipline as a priority above meeting the basic needs of citizens is evident in the Lund Committee's Report, which designed an alternative to the child maintenance grant, on the premise that the allocation to family and children cannot increase above current levels.

In the Red Document the ANC rejects "the notion that the poor will always be with us" (Red Document, undated: 1). It argued that people are central resources to the country, since they have the capacity to develop personally, and that the development of people was central to the development of the economy. This position has apparently changed, with the emphasis now on the development of people being portrayed as the result of the development of the economy.

Even though the White Paper on Social Welfare does not clearly state that social development is dependent on economic development, this notion is apparent in its reliance on economic growth to create a self-sustaining welfare. The White paper acknowledges that the welfare of the population will not automatically be

enhanced by economic growth (Department of welfare, 1996). The focus on linking social development to economic initiatives excludes those who are unable to care for themselves because of certain problems, which prevent them from being economically and socially independent. These include the disabled, women who are unable to be financially independent, due to domestic responsibilities, children, the aged and those in emotional distress (Red document, undated: 3).

Due to the objective of cost efficiency in the welfare sector, the focus is on prevention through the economic and social empowerment of individuals and communities. Developmental welfare is seen as the key through which welfare can be made self-financing. The developmental paradigm and its focus on economically productive projects, enables the government to limit its spending on welfare transfers, which have been described as creating dependence. The department of welfare is cautious not to give hand-outs which create dependence, but at the same time it cannot ignore the fact that without welfare transfers many people will be left destitute.

It is increasingly apparent that the kinds of shifts that have taken place in welfare policy have been motivated by the need to limit welfare spending. Developmental welfare does have the potential to minimize spending on some kinds of projects, but the government has used this approach to justify cutting it's spending on projects which can not be accommodated within or facilitated by the developmental model.

According to Midgley (1996:3) "the need for an approach that addresses economic issues is important because Right Wing politicians have claimed that social welfare has a negative effect on economic development." It is apparent that the Welfare White Paper, more than the Red Document, focuses on addressing the concerns of the political right. Even though the neo-liberal tendencies of the right are more apparent in South Africa's macro-economic strategy, GEAR, a closer look at the new welfare policy indicates that it too

serves neo-liberal interests.

The linkages between economic policy and welfare policy are apparent. One cannot blame the welfare department for having to act within the parameters set by economic policy, however what causes concern is that policy makers in the welfare department may have conformed to the dictates of economic policy.

Implications of the policy shifts in welfare

Certainly many of the ANC supporters are people who depend on welfare grants and services. They expected the Government to improve their life conditions as the RDP suggested it would. Ironically the new approach to welfare is potentially harsher than those which it aims to replace.

Within the parameters of GEAR, it is unlikely that social spending will be increased, so the few resources available will need to be increasingly thinly spread to meet the growing demand. Those who are dependent on services such as rehabilitation and institutional care will be dealt an even harder blow, as the governments' focus on fiscal discipline does not accommodate for spending on non-productive welfare.

The need for welfare spending has been compromised and the Welfare White Paper (1996:2) states that "the high level expectations of many people for the new democratic government to deliver welfare services and programmes to address pressing needs cannot be fully met in the short term."

Developmental welfare targets expenditure to development projects that generate income, resources and human capital for communities and moves away from transfers and specialized welfare services. This intention along with the cost involved in institutional care, explains the welfare departments' desire to shift their focus away from residential care facilities to family-centred and community-based services and programmes. This objective strongly complements the neo-liberal ideal of minimum state intervention. The state is

in a very real sense relinquishing its responsibility for the welfare of the people to other institutions such as families and communities. These institutions may however, not be ready or willing to take on these responsibilities.

The developmental approach is based on the assumption that those who depend on welfare are people without jobs and other responsibilities and can participate easily in special projects. This need not be the case as many of the people who are dependent on welfare benefits, are poor working people or people who have heavy child-care and household burdens.

The Welfare Department is currently failing to function as a welfare provider, even of the last resort, and the constitutional imperative of providing for the basic physical needs of the poor is still an empty promise. This raises the question as to whether the government can and will in future move in the direction that will alleviate poverty in South Africa.

This study does not challenge the perception that welfare and the economy are closely related and interdependent systems, on the contrary, it supports it. Cognisance is taken of the fact that resources are limited and that substantial expansion of the South African safety security net will depend on reasonable rates of economic growth over a reasonable period of time.

What causes concern is that it is unlikely that there will be any increase in welfare spending as this would contradict the government's macro-economic strategy. It is more likely that the government will move towards relinquishing its financial obligation to welfare still further, especially in the light of its dependence on economic growth to address social needs.

The argument presented here is that the main concern of welfare should not be on economic growth or on jobs for all, but with the ability of all people to assume a meaningful and adequate livelihood. The hope that economic growth will eradicate poverty is unrealistic. While economic growth may reduce poverty to

a degree, most developed countries have found it necessary to implement extensive systems of income transfers to guarantee basic incomes. (Sen, 1981)

While the view that welfare spending, is unproductive is common, it is misleading in a number of ways. The relationship between welfare and growth is not a conflicting one. In effect, cutting social spending has severely curtailed services in many instances and is subject to the critique that social spending underpins economic growth in that it preserves social stability and that it is particularly necessary in South Africa due to its economic and income inequality (Sen, 1981).

Despite the large sums of money spent by the national and provincial governments on welfare, poverty in South Africa is still very high. A recent study estimated the number of poor in 1993 at just more than 18 million, or 45,7% of the population. The economic realities in the country cannot be ignored and tough choices need to be made. The aim of attaining social development through economic growth is possible in some instances, but not all. Peoples' basic needs have to be met and welfare transfers are effective in addressing poverty (Sen, 1981).

It is important that stakeholders champion the cause for increased social spending and demonstrate the significance which human life and dignity hold in our country. We cannot turn a blind eye to the economic realities which we face, but neither can we simply make poverty go away by pretending it is not there!

This study questions the prominence of the developmental focus in the department of welfare's plans. The following section argues that the potential large-scale impact, which the developmental approach can have, has been over-estimated. This is mainly due to the fact that its introduction has been accompanied by a focus on fiscal discipline and rationalisation, which effectively limit the impact which this model can make.

Finally, the argument put forward is that the White Paper for Social Welfare has introduced the notion of developmental practice, but social welfare practitioners need to test and refine this model so that it may emerge in its optimal form.



Chapter Three

Presentation and discussion of research findings

Chapter two of this study highlights the controversial debate about the restrictive impact, which South Africa's Macro economic strategy GEAR has had on welfare policy. This chapter will present the findings of the study in terms of the most significant themes which emerged in relation to how the developmental model of welfare, as propagated in the White Paper, has impacted on various stakeholders. These include social work lecturers, social work students, policy maker and practitioners.

Discussion of themes

Themes were identified in terms of the factors, which impacted on how the new welfare policy has been understood, received and implemented. The themes that are discussed in this section are:

- a) Definition of developmental Social Welfare;
- b) Orientation and training;
- c) Participation;
- d) Attitudes; and
- e) Challenges.

A) Definition of Developmental Social Welfare

After the interviews were conducted, it became apparent that no uniform understanding of the concept developmental welfare exists. Each group interviewed, offered a different understanding and interpretation of developmental social welfare.

There were two distinct views expressed by the academics interviewed. These were:

- 1) Developmental welfare is merely a term coined to give a label to the activities in which social workers have been involved for decades. Those who expressed this view have suggested that developmental welfare is purely rhetorical and does not impact on the way in which social workers think about or conduct their

practice at all.

2) The second view expressed was that developmental social welfare was promoted, not because it is the most suitable approach for South Africa, but rather because it accommodated South Africa's macro-economic strategy, GEAR. Those holding this view argue that the developmental welfare model supports neo-liberalism and will facilitate the rolling back of the state in terms of its involvement in and contribution towards social welfare in South Africa.

At the time that the students were interviewed, they had received only limited input in terms of the Welfare White Paper and the developmental model of welfare. When asked to share what they understood by the term developmental welfare, they either described it as a method of social work or used it interchangeably with community work.

Most of the students said that they believed that once they entered the field they could choose whether or not to practise developmental social work, as this model was not relevant to all kinds of social work intervention. Most of the students did not appear to understand developmental welfare as intended in the White Paper, which promotes the developmental model as a paradigm which can be applied to all social work intervention.

In an interview conducted with the Director of Developmental Social Welfare, Sharon Follentine (20 April 1998), she denied that Developmental Social Work was simply a term coined to describe social work activities as they were always performed. She acknowledged that the notion of developmental social work was not new and agreed that certain welfare organizations in the Western Cape had for a long time been practising this kind of social work. However, she added that for most welfare organizations, it did imply a revolutionary change.

The interviews conducted with seven social and auxiliary workers at Nicro indicated that they all agree with Follentine that developmental social welfare is

revolutionary. There was a general consensus however, that Nicro had always been involved in doing developmental social work. In addition to this, Nicro has extended its focus to include work in rural areas. This move is in line with the White Paper, which emphasizes the need to extend services to previously marginalized communities.

Although all seven welfare practitioners interviewed indicated that they understood developmental welfare in a similar way, and all emphasized the importance of empowering communities, not one highlighted the link between economic and social development. As this link is central to how the White Paper describes the developmental approach, it is apparent that the interviewees were unfamiliar with the content of the White Paper.

When these welfare practitioners were asked to comment on their knowledge of the White Paper, their responses included the following:

“I would say that I am not that much familiar with it, I know very little about it.”

“To be very honest, I’m not very familiar with the White Paper... I don’t have first-hand knowledge of the White Paper.”

Only two of the interviewees from this group of seven, indicated that they had some knowledge on the content of the White Paper, while even they were not completely sure about it. One interviewee said that she was “about 50% familiar with the White Paper.” The other interviewee claimed to have read the White Paper, but said that she was not confident about her knowledge regarding its content.

For Follentine (1998), the developmental model of welfare represents a complete break with the traditional models and even methods of practice. It involves a paradigm shift. In other words, the way in which welfare is understood, needs to be completely transformed. In order for such a paradigm shift to be made it

is necessary to know what it is shifting to. The concept can not remain abstract if it is to deliver concrete results. The fact that confusion surrounds the definition of developmental welfare is supported by much of the literature, which was consulted.

Lloyd (1992) suggests that the lack of a common understanding for the concept of developmental welfare can be attributed to the fact that proponents of this approach have failed to adequately explain what it involves. Many of the advocates for social work involvement in development have argued that the adoption of a developmental perspective will foster social harmony, justice, peace and the attainment of a humanistic, caring society. However, few have explained how these highly abstract ideas can be attained through social work intervention (Lloyd, 1992).

To compound the problem of no uniform understanding of developmental welfare, the White Paper fails to define the concept, causing it to be even more abstract. This justifies Lloyds' (1992) claim that proponents of the developmental approach have failed to specify in precise, practical terms what professional roles, social workers should play to attain social development ideals.

The developmental approach stresses the role that social workers play in addressing the problems of poverty and deprivation, it contends that social workers can engage in professional activities that will enhance standards of living and alleviate poverty. For the approach to meet these ideals, it has to be clear what exactly social workers need to do. Literature on developmental social welfare fails to state exactly what activities social workers should engage in to enhance standards of living and alleviate poverty.

The lack of a definition in the White Paper presents a serious problem to the implementation of this approach. According to Follentine (1998) the Directorate of Developmental Social Welfare is concerned about developing a working

definition of the term. A cause for concern is the fact that this is an issue not of provincial, but of national importance and thus has to be prioritized nationally if the approach is to be implemented effectively throughout the country.

It is necessary that social workers and other stake-holders in the welfare sector understand what is meant by developmental social work in a uniform way. It is for this reason that training and education play a crucial role as it relates to the training of new social workers as well as that of practitioners already in the field. The orientation of practitioners will be influenced by the training they receive. The following theme explores what the orientation of the seven practitioners interviewed is in relation to developmental social work and how the training which they received as students and later, as professional, has impacted on this.

B) Orientation and Training

Two prominent views on the training and orientation of social workers emerged out of the interviews. The first view expressed was that social workers who had been in the field for many years already all had the skill and knowledge needed to do developmental social work, in fact they argued that it is no different from what they have been doing for years.

The second view expressed was that social workers, especially those who had been in the field for many years, were not in touch with the changes which had recently taken place in the welfare sector. Such practitioners were thus ill-equipped to implement the kind of practical initiatives demanded by the developmental approach, because they would not know what initiatives the approach expected them to take.

Most of the interviewees agreed that social workers, regardless of how long they have been in the field, had received vigorous training and were adequately equipped to do developmental social work. Midgely (1996) states that proponents of the developmental approach believe that social workers can use established forms of social work practice to create and enhance programmes

that promote economic development.

All seven practitioners who were interviewed agreed that their training had equipped them to do developmental social work. They added that the organizational context as well as staff development programmes, presented by the organization (Nicro), significantly influenced the extent to which their practice would be developmental. The following answers were typical of the responses evoked when asked whether social workers were adequately equipped to do developmental social work.

“We do have the training and the skill, but I think that if we’ve got the resources, then I think that we can work more effectively.”

“I don’t think that we should be retrained because we have been doing this all along.”

That social workers claim to have the necessary skill and knowledge does not mean that they would actually do developmental social work. The issue of re-orienting social workers is critical. Social workers need to adopt a paradigm, which will enable them to use their knowledge and skill in a developmental way.

The implementation of a programme of re-orientation is on the drawing boards of the Department of Welfare (Follentine, 1998). According to Follentine (1998) the Directorate of Developmental Social Welfare is willing to release staff and to develop a training package which could be used in the re-orientation of social workers.

The process of re-orientation is however not a simple one. Issues such as organizational autonomy of different welfare agencies are sensitive and the Department of welfare needs to guard against being overly directive and prescriptive (Follentine, 1998). In terms of training student social workers, the main obstacle is that academics at universities are not completely comfortable

with developmental welfare and are still grappling with the issue themselves. According to Midgely (1995) there is little evidence to suggest that South African educators are actively involved in the process of articulating and implementing the developmental model of social welfare.

According to Follentine (1998), social workers have had no choice but to make a qualitative shift towards the developmental paradigm. She asserts that:

Some organizations are being forced to change.... the child and youth care system is forcing child-care workers to work very differently, it is forcing social workers to do permanency planning for children... the amendment to the child care act also now stipulates that within three months of placing a child a social worker must have done permanency planning for the child. That did not happen before, before you could take a child into care at the age of well, who knows..six months, eighteen months and that child could easily emerge at the age of eighteen years.

Speaking on behalf of the Directorate of Developmental Social Welfare, Follentine (1988) states that developmental welfare has led to and continues to encourage change within the way that welfare organizations operate. It is also apparent that not all welfare organizations are changing at the same pace and still there are welfare organizations, which have not moved any closer to adopting a developmental approach, as it is promoted in the Welfare White Paper. These organizations have been described as operating out of the old paradigm.

The above claim was supported by all the welfare practitioners, who were interviewed. Social workers who had previously been employed in other welfare organizations stated that Nicro was definitely more developmental and community-centred in their approach, while other welfare organizations, for example child welfare, were more remedial. Social workers who only had

experience at Nicro supported this notion and stated that based on their perceptions, Nicro was more developmental than other welfare organizations. One interviewee comments that: "Certain organizations keep to a stereo-typed way of doing things, they just sit in their office and do everything in their office ... they don't know what is actually going on in the community" (Social worker, Nicro).

It has become apparent that there are organizations that are not keen to change the way they have functioned in the past. Even organizations, which indicated that they were supportive of transformation, have not demonstrated this practically Follentine (1998). She adds that there have also been incidences where welfare organizations claim that the developmental approach is not suitable to their organization.

C) Participation

Midgely (1997) describes the White Paper process was one of the most participative, even more so than the RDP White Paper. He claims that academics and practitioners were widely consulted. Follentine echoes this claim made by Midgely, and reports that the response from welfare organizations was phenomenal.

Welfare organizations were invited to participate and the extent to which they were or were not involved in the construction of the White Paper was largely by choice. A very positive response from private, public and industrial social workers was received (Follentine, 1998).

That participation from various stake-holders, in particular welfare organisations has been encouraged must be appreciated, as those who need to implement policies are the best qualified to evaluate their appropriateness. Gray (1996) states that since social workers observe social and economic policies in action, they have a duty to inform, instruct and influence others and in particular those who make policy.

Despite the fact that Midgely (1997) argues that the Welfare White Paper was participatory, it is crucial to explore the extent to which social workers at grass roots level felt that their voices were heard.

All seven practitioners, who were interviewed, indicated that they did not feel that they made any contribution to the White Paper, nor did they feel like they had been given any scope to become involved. There was a general feeling that such a participatory role was reserved for the upper management in the organization.

One social worker comments: "I think that consultation was done at a macro level; we here on the ground never really had any input."

Most of the practitioners who were interviewed agreed that policy makers probably believed that they were sensitive to the needs of social workers at grassroots level, however all 7 interviewees from this group, indicated that they felt alienated and excluded from the policy making process.

It would appear that there is a weakness in the system. Despite the perception of policy makers that all stakeholders are able to participate in the formulation of policies, practitioners at grassroots level still feel excluded. The fact that these practitioners are excluded from policy making may either be due to them not taking advantage of opportunities to participate or mechanisms for participation of grassroots practitioners are inadequate. Factors preventing participation need to be identified and addressed if policy-making is to continue in a manner which is participatory.

Academic institutions have a significant role to play in terms of the influence, which they have on social workers in training and thus the future of the social work profession. It is important that academic institutions, involved in the training of welfare practitioners, support or at least promote policies, if they are

to be practised. The potential influence which academics and academic institutions have will be limited if they focus too strongly on performing the role of social critics. It is important that weaknesses in the system be exposed, but this exercise is of little value if no workable alternative is developed.

To ensure that students are able to implement as well as critically understand policies, they need to be encouraged to demonstrate policy implementation in their practical training. In this way they too can contribute towards exposing the weaknesses as well as acknowledging the strengths of policies.

At the start of the White Paper process social work organizations were reportedly committed to, supportive of and enthusiastic about the imminent changes in the welfare sector. These feelings appeared to have waned considerably since then. Some organizations are so antagonistic towards the new approach that they have claimed that developmental welfare has been forced upon them (Follentine,1998). It is increasingly apparent that there is much confusion, ambivalence, resistance and even fear around the notion of developmental social welfare. The attitudes and responses to the new model are varied and will be discussed briefly.

D) Attitudes

At an academic level, the notion of developmental social work and its implications have not been resolved. It has not been received purely positively or negatively, instead it is being observed and evaluated very critically and with much scepticism, especially by university academics.

As a result of academics not being fully supportive of and comfortable with the new approach it is unlikely that they will influence students to adhere to this model. This presents an obstacle to the policy filtering down to a practical level.

Interviews with student social workers indicated that they too are unclear about what developmental social work entails and like practitioners, are fearful that it

will negatively impact on the profession and their job prospects. These findings are consistent with those of Starke (1996) who comments that now that the new welfare system has been approved by social workers and the transformation process has begun, there are rising insecurities and questions being asked.

According to Starke (1996) the following comments have become common among various stakeholders in the welfare sector:

- Standards are dropping.
- Developmental social welfare is being implemented at the cost of quality social work.
- Not only poor people need social work.
- The cities do not have enough resources, how can we shift resources to rural areas.
- People can't just be thrown out of institutions.
- Social workers can't find jobs, but new occupational classes are being introduced.
- Social work is under siege, it is being squeezed out of the welfare system.
- How can we do all this without any more funding?

These comments reflect concerns which are real and which Starke (1996) argues, need to be addressed within the paradigm of the developmental model. Furthermore, not all these concerns can be dismissed as irrational or unfounded.

According to Follentine (1998) the Department of Welfare has found that most resistance towards the developmental model has come from social workers. Their resistance is attributed to the fact that developmental welfare is not reliant on social workers only and that it provides scope for community and development workers. Community and development workers are perceived as being able to effect change in the same way as social workers, but also in a more cost- effective way.

The above claim was confirmed in the interviews conducted with social work practitioners, who indicated that they felt insecure in their posts, as Nicro had already started rationalising and also demonstrating a bias towards employing the more economical, auxiliary workers. Despite the fact that no social workers were retrenched, social workers who left the organization were replaced by auxiliary workers.

It also became apparent that there was friction between social workers and auxiliary workers as the organization accords auxiliary workers the same status as the more qualified and competent social workers. Although it was acknowledged that auxiliary workers do have a significant role to play, social workers echoed the concern that standards of services would drop as the auxiliary workers did not have the same level of training and thus skill as social workers.

The resistance expressed by social workers must be understood in the light of the fact that social workers are uncertain about their job security. This however, is likely to limit the extent to which they support developmental welfare. Unless social workers can be convinced that their jobs are secure, it seems unlikely that they will contribute towards facilitating a smooth transition to the acceptance and practice of developmental social welfare.

It is important to mention that the resistance and negativity expressed was not targeted against the developmental model as such, on the contrary, all seven social worker practitioners interviewed agreed that it was a useful approach and that it was far more appropriate than traditional models. However, the rationalisation and resource cuts, which accompanied the introduction of this model was perceived as a major constraint to the delivery of quality service.

E) Challenges

A major challenge to all stakeholders in the welfare sector is the availability of resources. The developmental model prioritizes previous marginalized groups

in the welfare sector and suggests that resources be redistributed in such a way as to accommodate these groups. It cannot be denied that this is an important focus, however it impacts negatively on the extent to which the so-called established welfare sector can continue to effectively deliver services as their resources now have to be spread much finer.

As the developmental model promotes the redistribution of resources, many welfare organizations have received budget cuts. These cuts have clearly impacted on their ability to maintain acceptable standards of service delivery. Gray (1996) argues that the problems in the welfare sector must be understood against the back-drop of structural deficiencies in the system which in turn can be attributed to the lack of resources earmarked for welfare services.

Only 12% of the total welfare budget is spent on services, while the balance goes to pensions and grants and the administration of the system (Follentine 1998). Funds allocated for services need to cover the cost of maintaining welfare provision in both the public and private sectors. This includes subsidies for social work salaries.

The declining subsidies to private welfare organizations have given rise to serious financial difficulties in this sector which have resulted in staff cutbacks, a lack of expansion in human resource capacity without a concomitant reduction in the demand for services, especially statutory services. This has left social workers totally disempowered by high case loads at a time when the demand for welfare services is increasing, government is vigorously pursuing its de-institutionalization policy and developmental welfare is becoming the order of the day (Gray, 1996).

The social workers and auxiliary workers at Nicro have indicated that budget cuts have definitely hampered their effectiveness. At the Bellville office of Nicro there are only two cars which need to service 9 service providers, this has made it difficult for practitioners to make contact with the communities which they

service.

According to the practitioners, who were interviewed, budget cuts have influenced the extent to which they are able to provide resources to the client base as well. In the economic empowerment programme at Nicro, service recipients no longer receive money to purchase train tickets so that they can travel to companies, which offer potential employment. If clients do not have money to pay for their own transport, they will have to forfeit the opportunity to apply for employment.

In addition to this, clients are no longer allowed to use Nicro's telephones to make inquiries about advertised jobs. Although these resources are desperately needed and despite the fact that they were controlled in such a way as to prevent the abuse thereof, there are simply not sufficient funds to continue providing these services. These resource limitations have caused social workers to feel despondent and helpless.

Even though the developmental model links social development to economic development, not all social work services have the potential to fit into such a framework. The shift from institutional to community based care will not be a simple process. Communities need to be empowered and mobilized to take on these responsibilities, which they have always viewed as belonging to the state. It may even prove to be a more expensive exercise in the short-term, as funds are needed to equip communities with skills and resources required for community care.

Although Follentine (1998) sees the biggest challenge to implementing the developmental model, as being "changing the paradigm," there are still challenge after this is attained. One of the biggest challenges at present is monitoring and evaluating the activities and resultant outputs of welfare organizations.

It is essential that evaluation of service delivery not be neglected, as it has been

in the past. Follentine (1998) ascribes the neglecting of this process to the fact that it is a difficult and complex exercise. Despite this, the Welfare Department has prioritised the evaluation of activities carried out by welfare organizations and have linked this to the funding they will receive.

Linking funding to service delivery is a positive step, especially in the light of the fact that welfare organizations will do everything in their power to secure funds and avoid receiving further subsidy cuts. It is crucial, however, that an effective method of monitoring be developed and implemented. This will contribute significantly to the successful implementation of the developmental model of social welfare.

Although there are numerous difficulties involved in implementing a developmental approach in South Africa, the problems associated with it can only be constructively dealt with, once they have been identified by practitioners. The following section sketches some guidelines for putting this model into practice.

A Framework for adopting a Developmental Approach

Thus far it has already been established that there are numerous obstacles to the transition to a developmental approach. Despite the fact that numerous weaknesses in the White Paper have been identified, it is possible that the developmental model has the potential to contribute significantly to the improvement of social welfare service delivery in South Africa.

In order for these traditional welfare organizations to adopt a developmental approach and implement developmental social work their paradigm needs to shift significantly. Bernstein (1991) argues that a progression to the new paradigm requires a dispensing of the old and a progression to the new. This implies that social work needs to discard its' pre-occupation with professionalism and with casework and its' status quo orientated social mission.

Gray (1996) goes on to state that in order for welfare to make a paradigm shift to a developmental model, the state must remove all obstacles to the developmental approach. The shifts which need to be made in order for developmental welfare to be embraced are tabulated below.

From Old Paradigm	To New Paradigm
Blaming the victim	Structural inequalities
Individualistic, therapeutic and over-reliance on highly trained professionals	Range of methods
Top down autocratic approach	Inclusive partnership
Institutional care	Community based care
The state as an instrument of domination and control	The state as an instrument of redistribution and social development

Reproduced from lecture presented by Follentine – UWC, March 1998

According to Gray (1996:9), for welfare to adopt a developmental approach, it should do the following:

- Contribute to the eradication of poverty
- Discourage dependency on welfare
- Promote the active involvement of people in their own development
- Employ a multifaceted, multi-sectoral approach
- Encourage partnership between the state, provincial government and all other stakeholders in welfare

These points listed above may be used as a check-list to evaluate the extent to which developmental social work is being done. Furthermore, organizations such as Nicro and the SA Vrouefederasie are presently in the process of restructuring towards a developmental approach of service delivery. Other welfare organisations, which wish to do the same, may draw on the experiences of these organisations to guide their transformation. (A summary of Nicro's restructuring has been included as an appendix to this paper).

Chapter Four

Conclusion

This chapter will include a brief summary of the research findings and demonstrate the extent to which the aims of the study have been met. Recommendations to increase the effectiveness and exploit the optimum potential of the developmental model of welfare, will be made.

Clearly the developmental approach to welfare is not perfect and even less perfect is the transition to a developmental paradigm in South Africa. Despite the challenges, weaknesses and problems associated with the developmental model, it is apparent that its aims and focus is far more suitable to the needs of the country than the traditional approaches.

Summary of main findings

- The Welfare White Paper fails to give a definition of developmental welfare thus there is no uniform definition of the concept with the result that much confusion, misconception, ambivalence and anxiety now surround the shift to the developmental model of welfare.
- Practitioners felt confident that they understood what developmental welfare entailed. Although they all understood developmental welfare in a similar way, none of them highlighted the fact that it links social development to economic development. This can clearly be attributed to ignorance regarding the content of the White Paper as this link is emphasized in it.
- The study found that social workers believe that they do have the necessary skills and training to implement developmental social work, but the extent to which they will practice it depends largely on the organizational culture and the staff development programmes offered.
- The study also found that social workers perceived auxiliary workers as

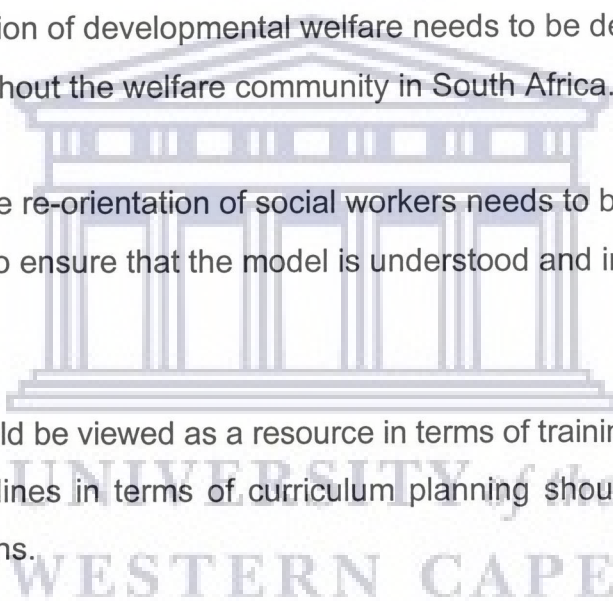
being less skilled. They were unhappy about auxiliary workers receiving equal status as social workers in the organisation and this has resulted in conflict between the two groups. Social workers expressed the view that they were capable of delivering a better quality of service than the auxiliary workers. The extent to which services delivered by welfare organisations will be effective depended largely on the organisational culture and the staff development programmes offered.

- Welfare practitioners at grassroots level felt excluded from the policy making process. They reflected the belief that this sort of involvement was reserved for the upper levels of welfare organisations and did not believe that they would be allowed to contribute towards making policy, in a significant way.
- Social workers feared that their jobs were in jeopardy and that they would be replaced by auxiliary workers. In addition to this, they are finding it increasingly difficult to reach the growing population dependent on welfare. This had led to social workers feeling helpless and despondent.
- A major factor inhibiting the optimal implementation of the developmental model is the fact that welfare organisations have experienced considerable resource cuts. These resource cuts are the primary cause of insecurities and resistance apparent in the welfare sector. Once the resource problem has been constructively dealt with and the consequences of budget cuts are less harshly experienced, the developmental approach (once it is practically defined) will have much greater potential to reform social welfare in South Africa.
- The implementation of the developmental model has also been hampered by the difficulty involved in implementing a strategy to monitor and evaluate the extent to which it is being implemented. However, should such a strategy be successfully implemented, it will have numerous

benefits, the most significant being that it will guard against funds being indiscriminately used. This is due to the fact that funding will be granted on the basis of services and programmes offered by welfare organizations.

The study has argued that South Africa's macro-economic strategy, GEAR, played a determining role in welfare policy. GEARs' focus on rationalisation and fiscal control have led to budget cuts in the welfare sector, making it increasingly difficult for welfare organisations to meet the needs of their rapidly increasing client-base.

Recommendations

- 
- A working definition of developmental welfare needs to be developed and circulated throughout the welfare community in South Africa.
 - A package for the re-orientation of social workers needs to be compiled at a national level to ensure that the model is understood and implemented in a uniform way.
 - Universities should be viewed as a resource in terms of training future social workers. Guidelines in terms of curriculum planning should be given to training institutions.
 - Training institutions need to link their theoretical courses on policy to their practical training programmes and the extent to which students implement policies should be evaluated.
 - Social workers, particularly at grassroots level, need to be mobilised to participate in the policy making process; they should also be encouraged to familiarise themselves with policies by including this requirement in the staff development programmes at welfare organisations.

- The roles of social and auxiliary workers must be clearly defined to prevent the latter from replicating the former.
- A programme to monitor and evaluate the activities at welfare organizations should be developed and implemented as soon as possible.

The implementation of the above recommendations present challenges in themselves. However, unless suitable strategies for overcoming the limitations highlighted in this study can be found, the potential impact, which the developmental model can make, will be significantly restricted.

Chapter Two of the Welfare White Paper represents a South African case definition of developmental social welfare. Welfare practitioners and professionals need to test this in practice so that it can be refined. It is meaningless to stand back helplessly and allow the status quo to be maintained. As Gray (1996) points out social workers are well placed to expose unjust policies and practices. Since they observe social and economic policies in action, they have the duty to inform, instruct and influence others and in particular, those who make policy (Daniel and Wheeler, 1988).

In South Africa social welfare needs to position itself in an emerging democracy. Social workers need to understand the developmental welfare system and also be willing to transform with the paradigm. Helen Starke (1996) correctly points out, that unless social work practitioners are prepared to adapt their knowledge, assume new roles and make the adjustments required for the new paradigm, social work will become marginalized. However, by adopting a caring and serving approach, combined with the will and determination to succeed, social workers can make a major contribution to realising the vision of "A welfare system which facilitates the development of human capacity and self-reliance within a caring and enabling socio-economic environment" (Draft White Paper for Social Welfare, 1996:1-4).

Recommendations for Further Research

Despite the resistance to the developmental model of social welfare in many Third World Countries, it has reportedly achieved a degree of success in a number of African and Asian countries. These countries include Amazona, Zimbabwe, Papue New Guinea, Hong Kong and Southern China (Hall,1997, Mupedziswa,1997 & Mac Pherson,1997).

A comparative research study, focussing on how these countries have overcome and dealt with challenges would be of great value to South Africa. In addition to this, countries which have made a shift, or are planning a shift to a developmental welfare paradigm can share their experiences to ensure that the developmental model is implemented in the best possible way.



Bibliography

1. Adelzadeh, A. 1996. "From the RDP to GEAR: the gradual embracing of Neo-liberalism in Economic policy." Transformation, 31.
2. African National Congress. 1994. The Reconstruction and Development Programme. Johannesburg: Umanyano Publications.
3. African National Congress. ANC Social Welfare and Development Planning Framework: "Working towards Basic Rights for all" Discussion Document.
4. Bernstein, A. 1991. "Social work and a new South Africa: Can social workers meet the challenge?" Social Work/Maatskaplikewerk, 27 (3/4): 222-230.
5. Biggs, M. Getting into GEAR. Government and the Economy: Your Questions Answered. The budget project, School of Economics, University of Cape Town: UCT Press.
6. Caywood, L. and Potter, A. 1996. Women and development. Social Work Practice, 1:18-20.
7. Daniel, P. and Wheeler, J. 1990. Social work and local politics. London: Mac Millan Education Ltd.
8. Denzin, N. K. and Lincoln, Y. S. (eds.) 1994. Handbook of qualitative research. California: Sage Books.
9. Department of Welfare. 1996. Draft White Paper for Social Welfare. Pretoria: Government Printers.
10. Department of Welfare. 1996. White Paper for social welfare. Pretoria: Government Printers.

11. Department of Welfare. 1996. Annual Report 1995-1996. Pretoria: Government Printers.
12. Department of Welfare. 1996. Report of the welfare reprioritisation committee. Pretoria: Government Printers.
13. Dye, T.R. 1995. Understanding Public Policy. Englewood Cliff: Prentice Hall.
14. Flynn, J.P. 1987. Social policy analysis and presentation for community practice. Chicago: Nelson Hall Publishes.
15. Gans, H. J. 1995. The war against the poor: the underclass and antipoverty. New York: Basic Books.
16. George, V. in Bean and Mac Pherson (eds.) 1983. Approaches to Welfare. London: Routledge and Kegan Paul.
17. Gil, D. G. 1990. Unravelling social policy. Vermont: Schenkman Books Inc.
18. Gil, D. 1994. Unravelling Social Policy. Vermont: Schenkman Books inc.
19. Gray, M. 1992. "The ethical implications of a primary model of care." Social Work/Maatskaplikewerk, 25 (1): 44-47.
20. Gray, M. 1992. "Changing social work education for a country in transition." Social work education. Amsterdam: State of the art, IASSW.
21. Gray, M. 1994. "Changing social work education for a country in transition." Social work education. Amsterdam: State of the art, IASSW.

22. Gray, M. 1996. "Towards an understanding of developmental social work." Social Work Practice, 1: 9-13.
23. Hall, A. 1996. "Social work or working for change? Action for grassroots sustainable development in Amazonia." International Social Work, 39: 27-39.
24. Hardiman, M and Midgely, J. 1982. The Social Dimension Of development: Social policy and planning in the Third world. Chichester: John Wiley and sons.
25. Korten, D. 1996. "Sustainable livelihood." Social development Review, 1 (2).
26. Lategan, E. 1996. "Repositioning Nicro to developmental social welfare." Social Work Practice, 1: 18-20.
27. Lombard, A. 1996. "Developmental Social Welfare in South Africa: A theoretical framework." Social Work/Maatskaplikewerk, 32 (2): 162-172.
28. MacPherson, S. 1996. "Social work and economic development in Papua New Guinea." International Social Work, 39: 55-67.
29. Mazibuko, F.N.M. 1996. "Social workers and social policy: Related functions and Skills in Practice." Social work/Maatskaplikewerk, 32 (2): 148-161.
30. Midgley, J. 1994. "The challenge of social development: their third world and ours." Social Development Issues, 16(2): 1-12.
31. Midgley, J. 1995. Social Development: The Developmental Perspective in Social welfare. Thousand Oaks, CA: Sage publications.
32. Midgley, J. 1997 " The developmental perspective in Welfare: Transcending residual and institutional models." Social Work Practice. 1: 2-8.

33. Mupedziswa, R. 1996. "The challenge of economic development in an African developing country: social work in Zimbabwe." International Social Work, 39: 41-54.
34. Nel, D.E. 1994. "Social Auxiliary workers meet a distinctive need in South African correctional services: Two decades of development." Social work/Maatskaplikewerk, 30 (2): 179-184.
35. Neilson, D. and Gray, M. 1997. "Integrating Social Development into Child Welfare Services." 1: 16-21.
36. Osmani, S.R. 1994. "Is there conflict between growth and welfarism? The significance of the Sri Lanken Debate" Development and Change vol 25.
37. Patel, L. 1992. Restructuring Social Welfare. Options for South Africa. Johannesburg: Raven Press.
38. Patel, L. 1996. "Editorial." Social Work Practice, 2: 1.
39. Sen, A. 1981. Poverty and Famines. Oxford: Clarendon.
40. Starke, H. 1996. "The role of Social Work in Developmental Social Welfare." Social Work Practice, 2: 25-28.
41. Terblanche, S.S. and Tshiwula, T. "Development Social Welfare and Development Social Work." Social Work Practice, 2: 18-24.
42. Van der Berg, S. "Fiscal implications of the White Paper on Social Welfare." Social Work Practice, 1: 21-24.
43. Weekes, M.S. 1994. "Social Welfare Policy Formulation at Macro and

Micro Levels in a fast changing South Africa." Social Work, 30 (3).

44. Wilkinson, S. 1988. "The role of Reflexivity in Feminist Psychology." Women's Studies International Forum. 11 (5): 493-502.

45. White Paper on Reconstruction and Development. Government Gazette (No 1954 of 1996). Cape Town: Government Printers.

46. Zastrow, C. 1993. Introduction to Social Work and Social Welfare. California: Cole Publishing.



UNIVERSITY *of the*
WESTERN CAPE

Sorrento
Box 11775
Parow
7535
10 September 1997

The office Manager
Tygerberg Centre
60 Voortrekker Road
4th Floor
Bellville
7530

Re: Permission to conduct research

Dear Ms Jafta

As part of the M. Phil course in Governance, which I am presently completing at The University of the Western Cape, I am required to complete a research study. As I have completed my undergraduate studies in social work, I am interested in doing research on social policy. The specific focus of the proposed study is the practice implications of the developmental model of social welfare for social workers.

As the study is very small, a case study would be adequate for meeting the academic requirements. I am aware that NICRO has made a shift to developmental social work, therefore would appreciate an opportunity to complete my project, using NICRO, Bellville as a case study.

I would be grateful to you if you would consider my request. Please feel free to contact me should you require any further information.

Thanking you in anticipation.

Carla Demas

Interview Guide 1- used to interview the Director of Developmental Social Welfare

How long did the white paper take to be drawn up?

Is developmental Welfare new approach to welfare is it, as some have implied simply labelling what social- workers have been doing all along?

Were any other approaches considered?

Is developmental welfare revolutionary in S.A. In other words does it imply that social workers will no longer be engaged in the same activities they have been in the pre-white paper period?

According to Midgely academics and social workers were consulted more than they were for the RDP. Is this your view as well and how were they involved in drawing up the white paper?

In your opinion has the attitude towards developmental welfare changed in any way since it was first propagated in the white paper?

In your lecture you mentioned that Social workers presented the greatest resistance to this approach. Why do you think this is the case?

You also mentioned that the White Paper was a compromise. Would you mind expanding on this a little more?

Are their fears founded?

Have any steps been taken to equip social workers in the field to re-orientate towards a developmental approach?

Are there any guidelines for academics, who present the courses on social policy at universities?

What initiatives were taken to ensure that the policy is ultimately translated into practice?

Are there any evaluation programmes to assess the successes and or failures of the new policies?

What are the greatest challenges for welfare in S.A. from your Directorates' perspective?

I do believe that the developmental model can make a positive contribution towards welfare in certain sectors, but is it applicable to all spheres?



UNIVERSITY *of the*
WESTERN CAPE

Interview Guide 2 - used to interview welfare practitioners

Are you familiar with the White Paper on Social Welfare?

What do you understand by the term developmental welfare?

Have you always understood developmental welfare in this way or has it been influenced by the White Paper?

Do you believe that the developmental approach is appropriate for welfare in South Africa?

Have you received any training or education on the White Paper or developmental welfare?

How has this impacted on the way in which you conduct your practice? Does this represent a significant change?

Do you think that you have the necessary skill and training to do developmental social work?

Are you doing developmental social work?

In your opinion and based on your experience, would you say that other welfare organisations are more or less developmental in their approach?

In your understanding, what are the aims of developmental social work? Is this congruent with the aims of the organisation for which you work?

In your opinion, can all kinds of social work intervention (casework, groupwork and community work) be developmental?

How do you think the economic policies in the country have influenced welfare policy?

Do you think that there are any links between budget cuts and the introduction of the developmental model?

Are there any auxiliary workers employed at your organisation?

How do you see their role?

What kind of relationship do social and auxiliary workers have?

Do you wish to make any further comments?



Description of line of Questioning

The interview guides were used as a method of interviewing. The interview guides consisted of broad questions, which served to guide the interview. These questions were formulated around the various variables. It allowed for probing to take place during the interview. It also allowed the researcher to clarify questions as well as request clarification from interviewees when this was necessary.

This method was very useful as it also contributed towards creating a more relaxed atmosphere. This enabled the interviewer as well as the interviewee to feel comfortable with the result that information was volunteered more freely.



Nicro's Restructuring Process

This case-study may serve as a template for other organizations who wish to follow suit.

The developmental approach has implications for the service programmes, staffing, funding, and structure of social work organizations. A developmental approach advocates that social workers refrain from consulting people out of poverty, but instead offer them concrete empowering options and ensure that programmes address basic needs and have a long-term positive impact.

Nicro sees the need to provide their clients with the opportunity to earn an income as a priority. It has, therefore, developed the 'Equal Opportunities Programme' to address poverty and focus on self-employment and small scale labour intensive initiatives.

The organization focuses on the basic need for protection and safety and emphasizes the empowerment of communities and individuals to play a meaningful role in addressing this basic need. In order to deal practically with this problem, it has engaged in working with battered women and has become involved in community police forums.

Nicro claims that they do not only adopt a strong developmental thrust in their preventative work, but also in their rehabilitative work. In their juvenile justice programme for instance, Nicro focuses on encouraging young people to be accountable and responsible for their actions and to repair the damage they have done, where this is possible. The aim of this programme is to restore the balance in society and to re-integrate young people into it, so that they can become constructive citizens.

Staffing

It is Nicro's experience that the professionalization of social work during previous decades caused the distancing between the professional social worker and the

community. This resulted in social work, to a large extent becoming a middle-class profession, addressing the needs of middle-class people (Lategan, 1996).

In an attempt to address this problem Nicro has adopted an affirmative action policy which was complimented by a training component to ensure positive results. In addition to this, it has added a new category of worker to its staff, namely the social development organiser.

Funding

Nicro has adopted a developmental paradigm before the state was ready to subsidise this programme, and as a result had to seek outside funding from development agencies and international donors.

Their budget underwent a significant change as well. Previously 100% of the national office budget went towards the national office structure and activities, more than 50% of the national office budget now goes directly to services on the ground, channelled through Nicro branches. Less than 1/3 of the national office budget is absorbed by staff-salaries.

Structure

Nicro does not intend to expand the national office bureaucracy, but will spread services as equitably as possible. Strengthening local structures and expanding to previously unserved areas would facilitate this goal. Furthermore, factors such as indicators of human development and crime statistics would be taken into account.

Nicro places emphasis on the strengthening of regional structures in order to centralize functions such as financial management, human resource development and marketing per province and to achieve an improved spread of services without expanding the bureaucracy.

The organization encourages a culture of sharing between all structures, a much

closer relationship between branches and the national office is pursued and a guideline of thinking nationally, but acting locally, has been adopted.

Although it has actively and practically embarked on steps to become more in-touch with its' client-base, Nicro has still not completed its transformation and continues to seek the answers to the many challenges it faces. The organization has, however, taken concrete steps to implement, test and refine the new welfare policy. Nicro has much to offer other organizations who plan to do the same.



UNIVERSITY *of the*
WESTERN CAPE

CHAPTER 2

NATIONAL DEVELOPMENTAL SOCIAL WELFARE STRATEGY

VISION

1. A welfare system which facilitates the development of human capacity and self-reliance within a caring and enabling socio-economic environment.

MISSION

2. To serve and build a self-reliant nation in partnership with all stakeholders through an integrated social welfare system which maximizes its existing potential, and which is equitable, sustainable, accessible, people-centred and developmental.

SOCIAL WELFARE AND SOCIAL DEVELOPMENT

3. Social welfare refers to an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people.

4. Social welfare will bring about sustainable improvements in the well-being of individuals, families and communities.

5. Social welfare is intrinsically linked to other social service systems through which people's needs are met, and through which people strive to achieve their aspirations. Social welfare services and programmes are therefore part of a range of mechanisms to achieve social development, such as health, nutrition, education, housing, employment, recreation, rural and urban development and land reform.

6. The welfare of the population will not automatically be enhanced by economic growth. Economic development has to be accompanied by the equitable allocation and distribution of resources if it is to support social development. Social development and economic development are therefore interdependent and mutually reinforcing.

NATIONAL GOALS

7. The national goals of the proposed strategy are:

(a) To facilitate the provision of appropriate developmental social welfare services to all South Africans, especially those living in poverty, those who are vulnerable and those who have special needs. These services should include rehabili-

tative, preventative, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning.

(b) To promote and strengthen the partnership between Government, the community and organisations in civil society and in the private sector who are involved with the delivery of social services.

(c) To promote social development intrasectorally both within the welfare departments and in collaboration with other Government departments and non-governmental stakeholders.

(d) To give effect to those international conventions of the United Nations system which have been ratified by the Government, and which are pertinent to developmental social welfare.

(e) To realise the relevant objectives of the Constitution of the Republic of South Africa² and the Reconstruction and Development Programme (RDP).

PRINCIPLES

Developmental social welfare policies and programmes will be based on the following guiding principles:

SECURING BASIC WELFARE RIGHTS

8. The Government will take steps to ensure the progressive achievement of social security for all including appropriate social assistance for those unable to support themselves and their dependents.

EQUITY

9. Resources will be equitably distributed and should address racial, gender, geographic, urban/rural and sectoral disparities. Equality of opportunity and the social mobility of groups of people with special needs will also be fostered.

NON-DISCRIMINATION

10. Social welfare services and programmes will promote non-discrimination, tolerance, mutual respect, diversity, and the inclusion of all groups in society. Women, children, the physically and men-

² The Constitution of the Republic of South Africa refers to the interim Constitution of the Republic of South Africa, 1993 (Act 200 of 1993). Legal opinion has indicated that the principles enshrined in the new Constitution, do not contradict any of the clauses in the White Paper for Social Welfare.

tally disabled, offenders, people with HIV/AIDS, the elderly, and people with homosexual or bisexual orientations will not be excluded.

DEMOCRACY

11. Appropriate and effective mechanisms will be created to promote the participation of the public and all welfare constituencies in decision-making about welfare policies and programmes which affect them. Consultation will be conducted with all role players—including beneficiaries and service providers—through their representatives and organisations where possible.

Those constituencies which are unable to represent themselves, for example younger children and profoundly mentally impaired people, will be allowed to be represented by interest groups.

This principle is closely related to the principle of promoting the participation of the public in the delivery of social programmes and in the management of social service organisations.

IMPROVED QUALITY OF LIFE

12. The welfare system will raise the quality of life of all people especially the disadvantaged, those who are vulnerable and those who have special needs, through the equitable distribution of resources and services.

HUMAN RIGHTS

13. Social welfare services and programmes will be based on respect for human rights and fundamental freedoms as articulated in the Constitution of the Republic of South Africa.

PEOPLE-CENTRED POLICIES

14. Past policies will be replaced by just and people-centred policies.

INVESTMENT IN HUMAN CAPITAL

15. Welfare programmes contribute to the optimal social development of individuals, families and communities. It is also an investment in human capital development and in turn contributes to economic development. The Department of Welfare will continue to advocate for the equitable allocation of government's resources to developmental social welfare programmes.

SUSTAINABILITY

16. Intervention strategies designed to address priority needs will be financially viable, cost efficient and effective.

PARTNERSHIP

17. Welfare policies and programmes will be developed and promoted in partnership with organi-

sations in civil society, the private sector and government departments.

INTERSECTORAL COLLABORATION

18. An inter-sectoral approach will guide the design, formulation, implementation and monitoring of anti-poverty strategies.

DECENTRALISATION OF SERVICE DELIVERY

19. The Government is committed to the devolution of appropriate welfare functions to local government level in order to promote increased access to services, improved co-ordination of services, local empowerment and greater responsiveness to meeting needs.

QUALITY SERVICES

20. All social welfare programmes will strive for excellence and for the provision of quality services.

TRANSPARENCY AND ACCOUNTABILITY

21. All welfare organisations and institutions, both public and private, will be transparent and accountable at all levels, including levels of delivery.

ACCESSIBILITY

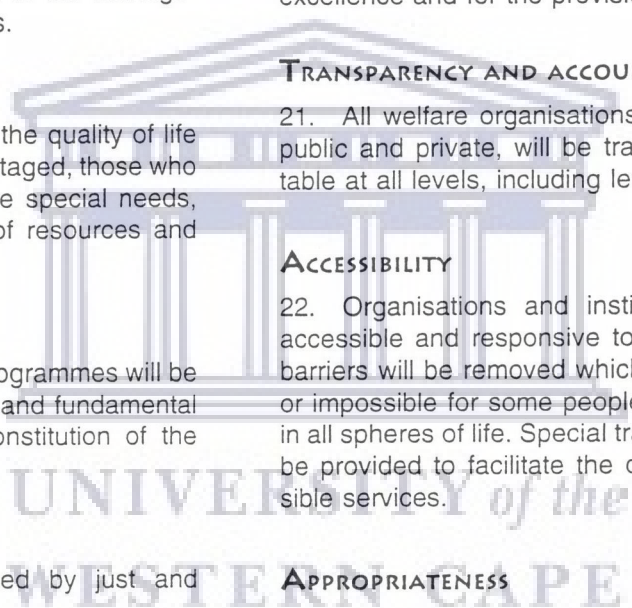
22. Organisations and institutions will be easily accessible and responsive to all those in need. All barriers will be removed which have made it difficult or impossible for some people to participate equally in all spheres of life. Special training programmes will be provided to facilitate the development of accessible services.

APPROPRIATENESS

23. Social welfare programmes, methods and approaches will be appropriate, will complement and strengthen people's efforts, enhance their self-respect and independence and will be responsive to the range of social, cultural and economic conditions in communities. The sustainable use of human, material and the earth's natural resources will be ensured for the benefit of future generations.

UBUNTU

24. The principle of caring for each other's well-being will be promoted, and a spirit of mutual support fostered. Each individual's humanity is ideally expressed through his or her relationship with others and theirs in turn through a recognition of the individual's humanity. Ubuntu means that people are people through other people. It also acknowledges both the rights and the responsibilities of every citizen in promoting individual and societal well-being.



AN AGENDA FOR ACTION

A NATIONAL PLAN

25. A national plan of action for the next five years will be developed by the national and provincial departments of welfare, in consultation with all stakeholders including Government departments, to facilitate the shift towards a comprehensive, integrated, equitable, multidisciplinary and developmental approach in the welfare field. Welfare programmes are contingent upon and influence the labour market. Efforts will be made to relate welfare policy more closely to changes and policy development in the labour market.

The White Paper for Social Welfare will be used as a basis for the development of such a plan of action.

All the departments of welfare will be restructured in accordance with the vision, mission, goals, principles, approach and strategies outlined in this policy framework.

UNIVERSAL ACCESS

26. Policies and programmes will be developed to ensure that every member of society can realise his or her dignity, safety and creativity. Every member of society who finds him or herself in need of care will have access to support. Social welfare policies and legislation will facilitate universal access to social welfare services and social security benefits in an enabling environment.

A combination of public and private financing options will be harnessed to address the needs of all South Africans.

WAR ON POVERTY

27. Social welfare policies and programmes will be developed which will be targeted at poverty prevention, alleviation and reduction and the development of people's capacity to take charge of their own circumstances in a meaningful way.

(a) Individuals, families and households are particularly vulnerable to poverty in times of unemployment, ill health, maternity, child-rearing, widowhood, and old age. Disability in a family also increases the impact of poverty. Further, economic crises, political and social changes, urbanisation, disasters or social and political conflict and the displacement of people contribute to, or heighten the distress of poverty. Adequate social protection will be provided for people who are impoverished as a result of these events.

(b) Poverty coincides with racial, gender and geographic or spatial determinants, and these will be taken into account in the targeting of programmes. While poverty is widespread throughout South Africa, African people are

most affected. Women and children (particularly in female-headed households), people with special needs, and those living in rural areas, informal settlements and on farms, are most at risk and will be assisted.

(c) Poverty is often accompanied by additional social problems, such as family disintegration, adults and children in trouble with the law, and substance abuse. It is the combination of economic, social, and emotional deprivation which heightens the vulnerability of poor individuals and families. Appropriate programmes will be implemented to enhance social integration. Support and assistance (such as restoring dignity and self-esteem, the promotion of competence and empowerment programmes) will be provided for individuals and families to assist them to break out of the structural barriers which keep them in poverty.

(d) Poverty is often accompanied by low levels of literacy and a lack of capacity to access economic and social resources. The welfare departments' developmental social welfare programmes will build this capacity, facilitate access to resource systems through creative strategies, and promote self-sufficiency and independence.

(e) Innovative strategies will be designed for vulnerable individuals and families to increase their capacity to earn a living through employment creation, skills development, access to credit and, where possible, through facilitating the transition from informal to formal employment. Special programmes will address the needs of vulnerable households and help them access both governmental and non-governmental employment programmes. Employment programmes for people with special needs will always be necessary and will be provided.

(f) Poverty also places strains on household resources and on family and informal networks, which increase the need for formal social welfare services. Existing family and community networks will be developed and strengthened.

(g) Poverty is one of the most important causes of hunger and malnutrition, which contribute to illness and disability.

Social welfare departments will appropriate incorporate nutritional objectives and activities into their relevant components. The welfare departments will also collaborate with other government departments to ensure that these programmes are effectively targeted at those who are vulnerable to malnutrition and at the socio-economically deprived in the form of supplementary feeding, public works, capacity building and other developmental programmes

which will contribute to household food security. Welfare departments will co-operate with health departments in their supplementary feeding programmes for children and women. The nutritional needs of other vulnerable groups such as the elderly will also be addressed.

- (h) Structural poverty emanates from the economic, political and social organisation of society. Unjust legislation and inequitable policies and programmes of the past have also contributed to increasing levels of poverty. In view of the structural causes of poverty, an intersectoral response is needed. The Department of Welfare will collaborate with other government departments and non-governmental organisations and institutions to develop an integrated response to poverty.
- (i) In view of the widespread rural poverty, a rural development strategy will be developed by the Department of Welfare in consultation with all the relevant role-players, which will increase the access of rural people to developmental social welfare programmes.
- (j) An overarching anti-poverty programme will need to be developed which requires the co-operation between government departments and non-governmental organisations.

ACHIEVING EQUITY

28. All forms of discrimination in the social welfare system will be eliminated in accordance with the Constitution of the Republic of South Africa. Religious, cultural and language rights will be accommodated in accordance with the Constitution.

- (a) Creative strategies to address racial inequalities will be considered, e.g. taking services to the people; exploring the use of mobile units; bussing people to service points if this is cost-effective; networking between communities to find solutions; strategic planning and change management interventions; mediation and dispute resolution; cross-cultural education; breaking down racial stereotypes, barriers and social distance between groups; and the exchange of resources.

National and provincial plans will be devised in consultation with stakeholders to phase out racial discrimination. Such plans will have detailed targets, time frames and monitoring procedures. Minimum criteria for the delivery of welfare services will also be developed.

- (b) Governmental and non-governmental organisations will create equal opportunities for people with disabilities. Appropriate programmes will be developed to enhance their independence and promote their integration into the mainstream of society.

- (c) Social welfare policies and programmes will be devised to become more gender-sensitive and to address the special needs and problems of women.

29. The national and provincial departments of welfare are committed to providing services while they orient themselves in new directions. The reorientation process will take place alongside the existing system and the new system will be phased in immediately.

A NATIONAL COLLECTIVE RESPONSIBILITY

30. In view of fiscal constraints, low economic growth rates, rising population growth rates and the need to reconstruct social life in South Africa, the Government cannot accept sole responsibility for redressing past imbalances and meeting basic physical, economic and psycho-social needs. The promotion of national social development is a collective responsibility and the co-operation of civil society will be promoted.

- (a) The Government acknowledges the contributions of organisations in civil society in meeting social service needs and in promoting development. The promotion of civil society is critical in building a democratic culture. Civil society includes the formal welfare sector, which is state-subsidised, religious organisations delivering welfare services, non-governmental organisations, which are currently not state-subsidised (also referred to as the informal welfare sector), the business sector, and informal social support systems and community networks.
- (b) Corporate social investment programmes and occupational social services could make a valuable contribution. The trade unions already play a role in negotiating social benefits and services in the workplace.
- (c) Private social service practitioners (for example, social workers and psychologists) provide services for those people in need who are able to pay a fee for services.

THE FAMILY

31. The family is the basic unit of society. Family life will be strengthened and promoted through family-oriented policies and programmes.

RESTRUCTURING THE DELIVERY SYSTEM

32. Comprehensive, generic and integrated services will be provided.

- (a) Comprehensive services and programmes will be promoted which emphasise the relationship between the person and his or her social environment.

- (b) The welfare system has in the past been dominated by rehabilitative and specialised interventions, which are necessary but not appropriate in all cases. There is scope for addressing rehabilitative needs through developmental interventions such as peer counselling. A balance will be struck between rehabilitative, protective, preventive and developmental interventions. Preventive programmes will focus on high-risk groups who are vulnerable to particular social problems, such as children and youth at risk.
- (c) In view of resource constraints, appropriate generic services will be provided as far as possible. The types of services provided will be rationalised in order to address needs more comprehensively, appropriately, efficiently and effectively. This will be particularly relevant in underprivileged communities where decentralised service points will provide one-stop multi-purpose services.
- (d) Social welfare programmes will be subject to ongoing evaluation and review in order to inform the process of restructuring the social welfare delivery system.
- (e) The facilitation of capacity-building and economic empowerment programmes.
- (f) The promotion of developmental social relief and disaster relief programmes.
- (g) The facilitation of food aid programmes in emergency situations owing to disasters such as floods, fire, civil unrest or drought, or to alleviate acute hunger. Food aid of this nature will be a temporary measure until individuals and households can be incorporated into other social development programmes.
- (h) Voluntary participation in social and community programmes will be actively encouraged and facilitated.
- (i) Self-help groups and mutual aid support programmes will be facilitated where needed.
- (j) Advocacy programmes will be promoted.
- (k) The Government will facilitate institutional development with the focus on creating and/or strengthening existing Government institutions and organisations of civil society.
- (l) Appropriate public education and non-formal education programmes will be facilitated.
- (m) The promotion of community dispute resolution and mediation programmes will be embarked upon where needed. Training programmes will be provided.
- (n) The access of local communities to governmental and non-governmental resources to address needs will be facilitated.
- (o) Intersectoral collaboration will be promoted, while the separate functions of different sectors and Government departments will be acknowledged.

33. Organisations delivering specialised therapeutic and special needs services will deliver those services to specifically defined target groups. Specialist knowledge and skills will contribute to the generalist services through ongoing capacity-building programmes.

Specialist organisations also have a critical role to play in advocacy, policy formulation, the integrated planning of services, primary prevention programmes through public education, and in providing assistance with the development of appropriate community-based interventions in particular fields.

COMMUNITY DEVELOPMENT

34. Community development strategies will address basic material, physical and psycho-social needs. The community development approach, philosophy, process, methods and skills will be used in strategies at local level to meet needs. The community development approach will also inform the reorientation of social welfare programmes towards comprehensive, integrated and developmental strategies.

35. Community development is multi-sectoral and multi-disciplinary. It is an integral part of developmental social welfare. The focus of community development programmes in the welfare field will be on the following:

- (a) The facilitation of the community development process.
- (b) The development of family-centred and community-based programmes.

INCREASING HUMAN RESOURCE CAPACITY

36. A range of social development workers will be employed to address different needs and problems and to increase human resource capacity, particularly in under-served communities and rural areas.

Effective training programmes, accreditation systems and the definition of the roles and responsibilities of social workers and other categories of personnel will be developed. There will be scope for some social development workers to perform specialised roles while others will be more generic or development-oriented.

A task group will be established to develop volunteer programmes at national and provincial levels. These programmes will be developed in consultation with all stakeholders in order to increase human resource capacity in the delivery of developmental social welfare services and programmes.

A five-year strategic plan will be developed to reorientate personnel towards developmental approaches. All training institutions will also be encouraged to bring their programmes in line with the new national directions.

PROMOTING INTERSECTORAL COLLABORATION

37. Mechanisms will be designed to facilitate intersectoral policy formulation, planning, monitoring and evaluation, co-ordination, and the definition of functions and responsibilities. The development of joint national and provincial strategies will be embarked upon as a matter of urgency in relation to particular social programmes.

Such strategies will be negotiated by Government departments and other relevant non-governmental stakeholders. Intersectoral actions will take a variety of forms. They will be driven by different mandates, and may also be issue-related. Intrasectoral collaboration in the welfare field will also be developed.

The Department of Welfare will negotiate with other departments about the promotion of developmental social services and programmes in appropriate settings and particularly in health care and educational settings.

NATIONAL INFORMATION SYSTEM

38. The national Department of Welfare in collaboration with all stakeholders will develop a National Information System for Social Welfare in order to inform policy formulation, planning and monitoring.

- (a) A sound and ethically designed methodology for data collection and capture will be agreed upon and implemented.
- (b) Information regarding welfare-specific needs, inequalities, and development backlogs will be collected.
- (c) Indicators of poverty and vulnerability will be based on data which provides a breakdown along racial, gender, sectoral and spatial lines. This sort of disaggregation of information is necessary in order to effectively address the inequities of the past. It does not validate past racial classification systems.
- (d) National and provincial data will be accessible and will be disseminated to all parties within budgetary constraints.
- (e) The National Information System for Social Welfare will as far as possible be compatible with information systems in other Government departments, in the provinces and of welfare stakeholders and especially with the RDP.
- (f) Social welfare departments will participate in developing the RDP's poverty and related social indicators.

- (g) The system will be implemented only after thorough consultation with all relevant stakeholders.
- (h) A national data-base will be developed in conjunction with roleplayers.

39. The social welfare information system will be developed to improve emergency preparedness planning through effective early warning and other information systems. The information system must facilitate the preparation of contingency planning to meet emergency needs.

The Department of Welfare will monitor poverty and develop early warning systems to effectively assess gaps in the safety net and advocate for policies to address such needs. Poverty monitoring will be done in consultation with other government departments and relevant stakeholders.

EQUITABLE AND SUSTAINABLE FINANCING

40. A five-year strategic financial plan will be developed for social welfare. The following critical issues will be addressed in the strategic plan:

- (a) The equitable allocation of funds between the provinces to address disparities;
- (b) reprioritisation within existing social welfare programmes to redress racial discrimination in the delivery of services;
- (c) the allocation of resources to address rural development needs;
- (d) structural efficiency in the welfare delivery system;
- (e) the reallocation of resources to identified social priorities, and in order to achieve a better balance in the financing of programmes to meet the wide range of needs identified in *Chapters 7 and 8*;
- (f) the phasing in of the financing of social welfare programmes which will be sustainable and based on approved business plans and performance audits; and
- (g) the mobilisation of additional development sponsorship for social welfare.

41. The Department of Welfare will, in its National Plan of Action for the next 5 years, formulate a strategy which will ensure that, within the total allocation for the Welfare Function, the allocation to social welfare services and development will be increased in real terms in order to redress the underfunding of this component. The Department will also continue to advocate for adequate and sustainable government expenditure on social security and welfare services.

42. Negotiations will be undertaken with labour and business to facilitate a better synergy between private,

work-related social insurance and public social assistance programmes.

43. Strategies will be developed to increase employment opportunities for particular target groups.

RESTRUCTURING SOCIAL SECURITY

44. The following key programmes, guidelines and recommendations will be implemented to restructure the social security system:

- (a) Social assistance programmes will be made more efficient through the rationalisation of the system. A uniform social grants system is being created which involves legislative changes, the development of uniform regulations, the rationalisation of computer systems and the development of a national social grants register and automated finger print technology. In addition, all beneficiaries at provincial level will be re-registered with a view to integrating them into a national social grants register. These measures will contribute to the administrative and financial efficiency of the system.
- (b) A representative unit will be set up to identify groups of beneficiaries who could be absorbed into public works and other employment programmes.
- (c) Social assistance to the elderly will continue to be provided in the form of old age grants. Eligibility will be determined by a means test. A more adequate social insurance strategy is needed. Employers and employees will be encouraged to contribute more effectively to retirement. The Department of Welfare will advocate for compulsory retirement provision by all employees in formal employment as a long-term strategy. In the short-term, incentives to encourage private retirement provision will be encouraged. The Government will also negotiate with stakeholders to ensure that retirement contributions are fully transferable when changing employment.
- (d) A scheme will be initiated for self-employed people and the possibilities of a national savings scheme will also be explored.
- (e) Uniform, simplified and more effective assessment procedures for grants for people with disabilities are being developed. A process will be set in motion to identify the problems in the interface between public and private work-related benefits in order to relieve the pressure on Government.
- (f) Sustainable and affordable options of social security provision for families and children will be developed. The private maintenance system will need to be revised.
- (g) The foster care system will be reviewed.

(h) Social and disaster relief programmes will be provided.

Refer to Chapter 7.

PROGRAMMES TO ENHANCE SOCIAL INTEGRATION

45. A National Programme of Action for South African Families, Children and Youth will be developed in partnership with stakeholders, which will provide the comprehensive framework for policy, planning, legislation and social programmes.

46. Programmes for the elderly will be designed to enable them to live an active, healthy and independent life for as long as possible. The focus of social programming will be on social security, addressing the need for affordable accommodation and social programmes to promote social integration. Community care options will be promoted. Government has the responsibility to provide for the needs of disadvantaged, destitute and frail elderly persons. Racial inequity in the delivery of services will be terminated immediately.

47. Programmes in the welfare field to address the needs of women will focus on:

- (a) Strategies to counteract abuse and violence. Supportive services for individuals and families will be provided.
- (b) Capacity building, economic empowerment and community development programmes will be embarked upon to address poverty.
- (c) Welfare programmes will be reorientated to become more gender-sensitive.

48. The Department of Welfare will participate in a co-ordinated national intersectoral strategy to facilitate the meeting of the needs and the promotion of the rights of people with physical and mental disabilities.

49. A preventative, restorative and developmental approach to the delivery of mental health services will be promoted. The focus will be on people who are at risk as regards mental disorders and handicaps, those experiencing mental health problems and victims of violence. A permanent intersectoral mental health policy structure will be initiated.

50. Appropriate information, education, development and preventative programmes will be developed to promote a healthy life-style free of substance abuse. Strategies will be developed to curb the demand for abusive substances.

51. Appropriate social service programmes will be provided for offenders, victims of crime and their families, where needed, in order to promote their integration into society. A transformation of the child and youth care system has been embarked upon, including aspects such as youth justice and residential and community care programmes.

52. The social and economic impact of chronic illness on adults and children is generally acknowledged. Roleplayers in the welfare field will co-operate with the Department of Health and other departments to co-ordinate programmes and to address needs intersectorally. The welfare departments will facilitate the meeting of needs through social support services. Consideration must be given to the reorientation of social work services in health care settings towards a developmental approach.

53. Programmes to address the impact of HIV/AIDS on individuals and families will focus on vulnerable groups such as young people, women, migrant workers, homosexuals, single parents, orphans,

children of parents who are AIDS-ill, and dependants.

An analysis will be conducted of the impact of HIV/AIDS on the welfare system. *Refer to Chapter 8 for a further discussion of programmes to enhance social integration.*

54. Statutory/protective services to administer welfare and related legislation. At present the Department of Welfare administers 15 welfare laws.

Refer to Chapter 5 for details on the legislative programme.



UNIVERSITY *of the*
WESTERN CAPE