

**UNIVERSITY OF THE WESTERN CAPE**

**FACULTY OF COMMUNITY AND HEALTH SCIENCES  
DEPARTMENT OF SOCIAL WORK**

**Title: SOCIAL WORKERS' EXPERIENCES OF THE IMPLEMENTATION OF A  
DEVELOPMENTAL SOCIAL WELFARE APPROACH: A QUALITATIVE-  
EXPLORATORY STUDY**

Submitted for a study in partial fulfillment of the requirements for the Degree of Master of  
Arts in Social Work.



Submitted by: **Denise Kathleen Forward**

**Student number: 8009156**

**Supervisor: Prof. S. Terblanche**

**Date: November 2003**

“I declare that social workers experiences of the implementation of a developmental social welfare approach: an qualitative exploratory study is my own work and that all the sources I have used or quoted have been indicated and acknowledged by means of complete reference.”

Date: 2.3.2004

Signed: Jforward



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**ABSTRACT**

The White Paper for Social Welfare (1997) introduced a developmental social welfare approach. This document has been drawn up with the participation of key stakeholders in the welfare field. It was however social workers who were responsible for the implementation of the policy. It's important that, after five years, the experience of social workers in the implementation of the policy guidelines be explored. This was necessary in order to give feedback to policymakers. The goal of the research was to explore a selected group of social workers experiences about the implementation of the social developmental welfare approach. The study used the qualitative approach in order to explore what social workers experiences were regarding the implementation of the social developmental approach. The researcher made use of focus groups and interviews to collect data. This enabled the researcher to collect rich information about social work experiences and to stimulate new ideas. The data was analysed by clustering themes and topics as they emerged and coding them. The topics and themes were then reduced and arranged in categories. The data was verified by basing it on four aspects namely: truth value, applicability, consistency and neutrality.

The outcome of the research indicated that social workers on all levels and at different organizations acknowledge the need for and potential value of the guidelines for a developmental social welfare approach. The dire need for professional and volunteer human resources and supportive structure for the implementation of the guidelines leaves both professional helpers and client systems frustrated.

**Key concepts: Social welfare, Models of Social Welfare, Poverty, Social development, community development, social developmental approach, residual approach, institutional approach.**




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# 1.

## CHAPTER 1

### ORIENTATION TO THE STUDY

#### 1. Introduction and rationale for the study

According to the White Paper for Social Welfare (1997) several critical issues within the previous welfare system merited policy changes and departmental restructuring of social welfare. One of the priority issues for a new system would be to attend to needs of the poorest of the poor. It was recommended that the welfare system devise appropriate and integrated strategies to address the alienation and the economic and social marginalization of vast sectors of the population who live in poverty, are vulnerable and have special needs. The document states that 35.2% of all South African households are living in poverty and that a new approach is necessary to deal with the large number of people living in poverty. According to May (1998:3) poverty can be defined as follows:

“the inability to attain a minimal standard of living measured in terms of basic consumption needs or the income required to satisfy them. It includes alienation from the community, food insecurity, crowded homes, usage of unsafe and inefficient forms of energy, lack of adequately paid and secure jobs and fragmentation of the family.”

Midgley(1995) suggested that a developmental approach be followed to address wide spread poverty in South Africa. A developmental approach to social welfare, as adopted within the South African context, is derived from the concept of social development and

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is primarily based on the work of this author. During the planning and introduction phases of the policy guidelines academics and practitioners engaged in discussions on the meaning and implications of “social development” as well as the specific policy guidelines (Patel 1992; Gray 1996; Terblanche & Tshiwula 1996). Four years later, Fouche and Delport (2000) came to the conclusion that there is much confusion and different views among practitioners about the concept of social development.

My personal observations and discussions with colleagues at work indicates that social workers voices should be heard regarding the assessment of this approach.

### **1.2 Problem statement**

The White Paper for Social Welfare (1997) introduced a developmental social welfare approach to social welfare. This document was compiled with the participation of key stakeholders in the welfare field. During the first five years of the implementation of the policy some academic discussions were published on the meaning of the developmental approach for social work. It is, however, social work practitioners who are responsible for the implementation of this policy and whose voices should be heard in assessments. The gap in the research on this topic seems to be how social development policies are understood and implemented by social workers.

The purpose of this study was to explore and describe the experiences of social workers who are implementing the policy guidelines in order to give feedback to policymakers.

### 3.

#### **1.3. Significance of the study**

This study may contribute to the qualitative evaluation of the implementation of the developmental approach as discussed in the White Paper for Social Welfare (1997). It may also provide guidelines for more comprehensive and representative quantitative evaluative studies.

#### **1.4 Literature review to “frame” the study**

According to Midgley (1995:13), the original meaning of social welfare referred to a state of social well being. The author views a state of social welfare as comprising three elements which are combined in a complex way. Firstly, the degree to which social problems are managed, secondly the extent to which opportunities for advancement are provided e.g. education, job opportunities, and thirdly other means in which people can realize their potential. These three elements apply to individuals, families, groups, communities and societies Midgley(1995:14).

The White Paper for Social Welfare (1997:15) refers as follows to social welfare in terms of the system that would promote social well being:

“an integrated system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people. Social workers will be part of a team of “social development workers who will have to account for progress towards social development”.



#### 4.

In order to understand why there needs to be a movement towards a developmental model for social welfare one needs to distinguish this model from the residual and the institutional models. According to the **residual model** the main sources for meeting a persons need are the family and the market economy. If there is a breakdown in these natural mechanisms then a third mechanism in the form of social welfare comes into operation. This takes place on a temporary basis (Patel 1992:18; Bell 1987:16; Terblanche & Tshiwula 1996:19). Eligibility is based on a means test. The principle of selectivity is used as a criterion to determine access to social provision. This allows resources to be targeted at groups considered to be the most deserving. As a result social welfare provisions are highly stigmatized. (Patel 1992:18)

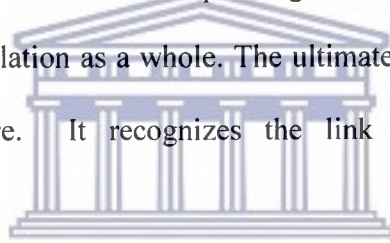
According to the **institutional model** social welfare is available to everybody and is accepted as one of the institutionalized services for society. The state is extensively involved in all aspects of social welfare (Terblanche & Tshiwula 1996:19). The basic components of the institutional model of Social Welfare are full employment (or low rate of unemployment), a range of universal or comprehensive social services to cover basic needs, a set of social assistance and programmes such as family allowances (Patel 1992:19).

The **developmental approach** is based on the concept of “social development “. Midgley (1995:25) defines social development as follows:

## 5.

“Social development is a process of planned social change designed to promote the well being of the population as a whole in conjunction with a dynamic process of economic development”

Social development is inextricably linked to economic development. It has an interdisciplinary focus which draws on the ideas of various social sciences. The concept social development involves a sense of process. It is progressive in nature (Todaro1992). The process of social development is interventionist. It is believed that organized efforts are needed to bring about improvements in social welfare. Social development goals take place through various strategies. It is concerned with the population as a whole. The ultimate goal of social development is the promotion of social welfare. It recognizes the link between welfare and economic development.



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According to the study by Fouche and Delport (1999:127) social workers interpret the social development concept in different ways. Most of the respondents in their study were of the opinion that social development equals community development and leaves little scope for individual, group or family intervention aimed at enhancing human empowerment. Some respondents stated “developmental social work and social development are new terms in the context of the community work we have been doing all along”. Some respondents also held the opinion that individual intervention is only developmental if there is community gain. According to Midgley (1995:102) there are three strategies that play a role in the promotion

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of social development namely, social development by individuals, by communities and by governments.

The individualist strategy, in summary, encourages the adoption of measures that enhance individual functioning, create a more vibrant enterprise culture and facilitates the productive use of the market by ordinary people. Individuals can only meet their own needs and those of their families and dependants if there are jobs, and opportunities for self employment. Every effort should be made to ensure that the economy is strong so that people can participate effectively in productive economic activities. A positive culture of enterprise should be created by governmental and other organizations to support individual effort. It is therefore important that action should be taken to increase opportunities for individuals to participate in the market.

The supporters of social development by communities believe that people and the communities have the capacity to organize themselves to ensure that their basic needs are met and their problems are solved. It is thus important that they need to cooperate with each other and share a common purpose. The community development programme generally depends on trained para-professionals to involve local participation, organize activities and link the community to external resources. However community development programmes also use local workers to assist with different activities. These approach calls for the empowerment of these local people. It also attempts to target the poorest groups. (Midgley 1995:114)

## 7.

There is also a belief that social development can best be promoted by governments, their special agencies, policy makers and planners. The economic growth and social welfare of people can take place through government planning. The unified approach to development planning requires that there must be a link between economic and social plans. It also requires that economic and social planners share a commitment to improving the well being of the population. These planners must be properly trained for the task and acquire the technical expertise needed to formulate effective social and economic policies. It is also important that governments make a commitment to promoting economic growth and increase the social welfare of people.

The supporters of unified planning urge government to set specific goals for development and to allocate resources to the population through social plans that focus on low income groups, expand education, health and other social programmes. It is recognized by social development experts that economic growth had made a major impact on the problems of poverty and that the benefits of growth had been equally distributed. The allocation of resource must therefore also involve the redistribution of resources.

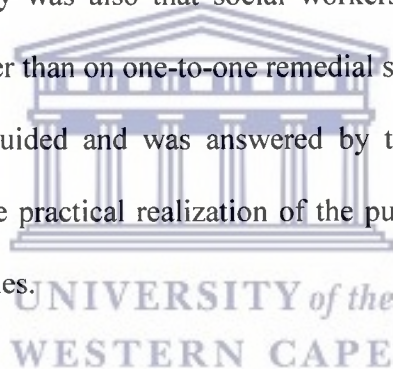
According to Midgley (1995) social problems were, in the past, addressed by means of the residual and the institutional models. These models were adopted from the Western models of social work. According to Patel (1992) these Western models are unsuitable to address the cultural, economic and political conditions of Third World countries. It was

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recommended that a model that addresses the aspirations and the basic needs of Third World countries should be developed. Midgley (1995), Gray (1996) and Patel (1992) agree that a developmental approach should be implemented to address mass poverty in these countries.

The White Paper for Social Welfare (1997) introduced guidelines for developmental social welfare programmes. The main aim is to assist with the creating of self-reliant communities in partnership with all stakeholders. This would be accomplished through an integrated welfare system which is equitable, sustainable, accessible, people central and developmental. The intention of the policy clearly was also that social workers should focus on developmental communitarian strategies rather than on one-to-one remedial strategies.

The research question that guided and was answered by this research is, “what are social workers experiences about the practical realization of the purpose and of the White Paper for Social Welfare policy guidelines.



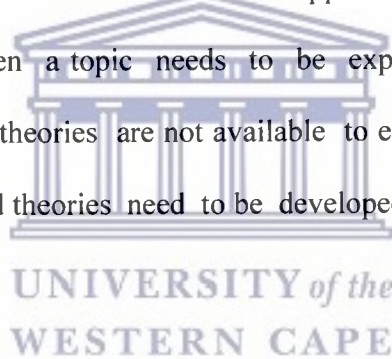
### **1.5 Research methodology**

#### **1.5.1 Research goal**

The goal of the research was to explore a selected group of social workers' experiences about the implementation of the social developmental welfare approach.

### 1.5.2 Research approach

According to Creswell (1997) and De Vos et al (1998) the nature of the research question will determine the type of methodology that will be used. Creswell (1998:17) introduces the argument for using a qualitative approach by stating that the guiding research question starts with a “how” or “what” in contrast with the “why” question of quantitative research which is interested in cause effect relationships. The researcher’s main focus in the study was to determine the “how” and “what” of social workers experiences with regard to the implementation of a developmental social welfare approach. Creswell (1998:17) states that a qualitative study is used when a topic needs to be explored, in other words variables cannot be easily identified, theories are not available to explain behaviour of participants or their population study and theories need to be developed.



The developmental approach as indicated in the White Paper for Social Welfare (1997) is a fairly new approach. There exists little information about the experiences of social workers in applying the developmental approach. This topic thus needed further exploration.

A qualitative approach was also preferred because it allows the researcher to explore experiences of participants in natural settings. Audiences are also more receptive to qualitative research. The qualitative approach emphasizes the researcher’s role as an

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active learner who can tell the story from the participants view rather than as an “expert” who passes judgement on participants. (Creswell 1998:18)

### 1.5.3 Data collection method and process

For the purpose of this study the researcher used the focus groups and personal interview for data gathering. A focus group can be described as a purposive discussion of a specific topic or related topics taking place between eight to ten individuals with a similar background and common interests. (De Vos et al 1998:314).

Focus groups have focuses and agendas. The topics of discussion in a focus group interview are carefully planned in an understandable and logical way. As such they facilitate the natural, spontaneous discussion of events or experience by the participants. Individual interviews complemented the focus group data collection because:

- The participants spoke freely and openly without being interrupted by other group members as in the case of focus groups.
- The participants viewed their own opinions and were not influenced by other group members.
- There was more time to discuss certain issues in detail.

A detailed discussion of the methodology of data collection is reported in chapter two.

### **1.5.3.1 Selection and recruitment of participants**

The researcher made use of purposive sampling for selecting participants respectively for focus groups and interviews. The participant consisted of social workers, supervisors/middle-managers (4 participants) of the Provincial Administration of the Western-Cape (PAWC) and non-governmental organizations. The main criterion for selection was experience in the old as well as the new welfare system. The groups were homogenous in terms of designation.

### **1.5.3.2 Designing the interview guide**

Themes for exploration related to relevant policy guidelines and were open-ended. The following themes were explored and were followed-up by probing questions:

- An introductory and general open question eg: "Tell me about your experience of the implementation of the developmental social welfare policy as introduced by the White Paper for Social Welfare (1997)
- The organizations response to the quest for addressing wide spread poverty.
- Suggestions for the implementation of the social development process

### **1.5.3.3 Population**

The population consisted of professional social workers of different designations at Provincial Administration of the Western Cape (P.A.W.C) and non-governmental organizations in the Unicity Metropole in the Western Cape.



#### 1.5.3.4 Sample

Seaberg in De Vos et al (1998:191) defines a sample as a small proportion of the total set of objects, events or persons which together comprise the subject of our study. Purposive sampling as described in 1.5.3.1, was employed.

#### 1.5.3.5 Data analysis

The data gathered was analysed according to Tesch as recorded in Creswell (1994:154-155).

The following steps were followed:

- The researcher got a sense of the whole by reading through all of the transcripts.-
- Ideas that came to mind were written down.
- The researcher chose a transcript and continued to write the topics and the themes that emerged. -
- The process continued until all transcripts were finalized. Topics that were similar were clustered together and arranged into “major topics” “unique topics” and “leftovers”.
- The researcher took this list and went back to her data. The data was then abbreviated and coded.
- The topics were then reduced to categories. -
- The researcher then made a final decision on the topics, codes and categories.
- By means of the cut and paste method the researcher had put together all the information belonging to a category.
- The researcher then commenced with drawing up the report.

### 1.5.3.6 Data verification

It is important to consider trustworthy principles in qualitative research. The researcher made use of Guba's model as discussed in Krefting (1991:214-222). This model is based on four aspects of trustworthiness namely: truth value, applicability, consistency and neutrality.

### 1.5.3.7 Truth Value

Truth value asks how confident the researcher was with the truth of the findings based on the research design, informants and context. Truth value was obtained from the discovery of human experience as lived by the informants. The researcher ensured truth value as follows:

- Field notes were made as soon as possible after the interview(s).
- The use of a tape recorder increased the truth value as information was transcribed “word by word”.
- Peer group control took place by an independent coder for the data-analysis process. A literature control was done by comparing the findings with existing literature.

### 1.5.3.8 Applicability

Applicability refers to the degree to which the findings can be applied to other contexts and settings or with other groups. Applicability was established through the strategy of transferability and by means of a dense description of the process of data-collection and analysis.

### **1.5.3.9 Consistency**

Consistency is established through the strategy of dependability. The researcher followed the same procedure with every focus group. A complete description of the methodology was followed throughout. Peer group control was also used to ensure consistency. The researcher made use of triangulation whereby different data sources were utilized namely focus group, interviews, field notes, and peer group control.

### **1.5.3.10 Neutrality**

Neutrality refers to the degree to which findings are a function solely of the informants and the conditions of the research and not of other biases, motivations and perspectives.

A confirmability audit took place by keeping records of the following:

- Recordings of focus groups and interviews
- Transcriptions of recordings
- Analysis of data
- Information regarding the progress of the study

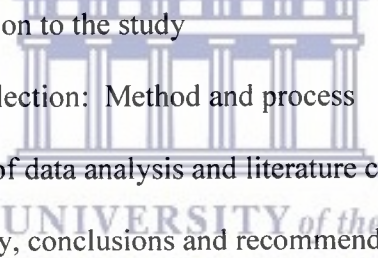
## **1.6 The use of literature in this study**

According to Creswell (1998) there are several ways that literature can be reported in qualitative study. Firstly in this research literature was used sparingly in the beginning of the study to contextualize the topic of research. Secondly with the reporting of the findings at the end of the data analysis findings, literature was used to compare with the results of the study.

### 1.7 Ethical considerations

The researcher asked permission from organizations to do the research. The reason and the process of research was explained to the participants. The participants were granted the opportunity to withdraw at any stage. The importance of confidentiality was emphasized. The opinions of participants but their names were not revealed.

#### Chapter outline:

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- Chapter 1 - Orientation to the study
- Chapter 2 - Data collection: Method and process
- Chapter 3 - Results of data analysis and literature control
- Chapter 4 - Summary, conclusions and recommendations

**Chapter 2****DATA COLLECTION :METHOD AND PROCESS****2.1 Introduction**

The focus groups were the preferred method planned for collecting data. During the process of data collection it became clear that personal interviews had to be included with participants because it would create the opportunity for them to discuss certain issues in detail.

The motivation for selecting focus group interviews as well as the reasons for using this method relates to the definition quoted by De Vos et al (1998:314) “A focus group interview can be described as a purposive discussion of a specific topic or related topics taking place between eight to ten individuals with a similar background and common interest”.

The reasons why focus groups were used were as follows:

- To stimulate new ideas and create concepts in order to learn more about people's ranges of opinion and experience.
- To learn more about how the group communicate and think about the phenomena of interest which in this case is social workers experiences of the implementation of the developmental social welfare approach.

The discussion that follows reports on the methods and processes of data collection suggested by Kruegger (1994), De Vos et al (1998) and Babbie and Mouton (2001) as it realized in the study.

## 2.2 Focus group interviews

### 2.2.1 Planning

#### 2.2.1.1 Size of the group

The sizes of the three focus groups ranged from 6 to 8 participants (social workers) with different length and type of experience.

#### 2.2.1.2 Decisions on number of groups needed

Only one session per focus group took place as no new themes or issues emerged that needed to be followed up. The focus groups took place during the month of May and June 2003 and lasted an hour per session.

#### 2.2.1.3 Selecting the interview location

The focus groups took place at the offices of the participants. The reason for this locations was to make it convenient for social workers as they work under heavy time constraints. The researcher wanted to avoid putting further time pressure on them if they should travel.

The chairs were arranged in such a manner that the participants could face each other and thus allowing better interaction between them. The locations were generally free from distractions that could affect the discussions.

#### 2.2.1.4 Designing the interview guide

The researcher identified questions and themes that would capture the intent of the study and yet allow for in depth exploration. The concepts that needed to be discussed were broadly formulated and limited to three topics. The themes that were explored related to relevant policy guidelines and consisted of open ended questions.

The following themes were considered and were followed up by probing questions:

- Experiences of the implementation of the developmental social welfare policy as introduced by the White Paper for Social Welfare (1997)
- The organizations response to the quest for addressing widespread poverty.
- Suggestions for the implementation of the social development process

### **2.2.2 Conducting the focus group interview**

The researcher followed the following process:

#### 2.2.2.1 Beginning the focus group interview

The researcher created an atmosphere of trust, friendliness from the beginning of the focus group interviews. This was done by making use of small talk. According to De Vos et al (1998) the beginning of an interview sets the tone and agenda for the rest of the procedure.



The researcher started the interview by creating a friendly atmosphere. The goal and objectives of the interview were stipulated as well as the rules for participation as indicated in De Vos et al (1998). The participants were made aware that their opinions are important and that there is no right or wrong answer. It was also emphasized that the researcher is interested in their experiences and is not testing their knowledge on the subject matter. The fact that participants would be recorded anonymously was addressed from the onset. This was done to encourage participants to disclose their feelings, perceptions and opinions. The researcher encouraged members of the group to speak, ask questions or probe. The questions “what do you mean” “can you explain” were frequently asked.

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### 2.2.2.2 Handling unwanted participants

The focus groups consisted of field social workers. The researcher had an experience during one of her focus groups where a social work manager also wanted to attend the focus group. The researcher explained to the manager that the group consists only of field social workers and that they might not communicate freely if she also participates. This was accepted positively by the person concerned.

### 2.2.2.3. Recording the focus group interview

The focus group interview was recorded and special care was taken not to focus excessively on the recordings. The participants were informed from the beginning that the discussions will be recorded in order to capture their comments.

### 2.2.2.4 Managing problems during interview

The following problems were experienced in the focus groups

- Dominant participants. The researcher handled the problem by asking other participants whether they have any other viewpoints.
- Shy participants – These participants were encouraged to speak up by asking them directly and showing genuine interest in their opinions.

### 2.2.2.5. Concluding the focus group interview

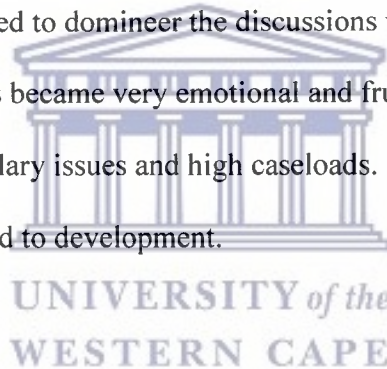
The researcher concluded each focus group interview by summarizing the main view points and asking for comments. If there were disagreements it was clarified by means of questions. The researcher after summarizing asked the questions “Do you wish to add anything else”. The participants were then thanked and wished everything of the best.



### 2.2.2.3 Reflection on the focus group

The researcher experienced some difficulty in assembling the focus groups. One of the focus groups had to be rescheduled due to meetings. The managers of the other two focus groups also found it difficult to organize them on the day of the meeting as they were busy with their daily tasks. This led to the researcher starting much later than scheduled.

The participation of the members in the focus group can be described as satisfactory. There were some participants that tried to domineer the discussions while some were more introverted. Some participants became very emotional and frustrated when certain subjects were discussed for example salary issues and high caseloads. There was, however, a general feeling of positivity with regard to development.



I am of the opinion that more information was obtained via the focus groups due to the fact that the participants knew each other and felt supported. The researcher at times found it difficult to withhold her opinions as she herself is a social worker and could identify with certain issues which they discussed. This process was managed by constantly being aware of the objective role of researchers, reflecting questions back to the group members avoided the researcher from giving personal opinions. The researcher agrees with De Vos et al (1998) on the following advantages of the focus group:

- The main advantage of the focus group is that the group dynamics helped to produce new and additional data. It helped the researcher to gain valuable information on how the participants experience community development.

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- The flexibility of the focus group gave the researcher the opportunity to probe and to gain information on the nature of relationships in the field.
- The focus group facilitated interaction between subjects and enhanced the capturing of data generated by group interaction (De Vos et al 1998 : 324). This was especially true where the participants disagreed on certain matters.
- The researcher was allowed to probe which created opportunities for exploring unanticipated issues. De Vos et al (1998) states in this regard that the fact that the researcher is allowed to probe create the flexibility that is so important for explaining unanticipated issues.
- The focus group interaction allowed participants to react and build on the response of others which led to added information and opinions.
- The shy introverted participants were supported and encouraged by other participants to view their opinions which added to the data collection.

The following limitations of the focus group data collection method were experienced:

- The researcher experienced difficulties in assembling the focus group members. This can be contributed to time constraints experience by social workers and the fact that they deal with crises on a daily basis.
- Although the researcher planned to “employ” a co-moderator this could not materialize due to persons not being available during working hours.

- De Vos et al (1998) states that recruiting the right people to participate in the interview may pose many difficulties. This was not the case with this particular study as all participants made a valuable contribution to the study of the topic.
- There were some participants who became emotional when certain topics were discussed. This had an influence on the rest of the group which made it difficult at times to assess whether opinions were well thought through.
- In the focus group the members interacted with each other and they could also influence each other. This often led to the interview taking another direction as well as irrelevant issues being discussed. Kruegger (1994) agrees that the sharing of group control results in problems such as detours in the discussion and raising irrelevant issues which requires the researcher to direct attention to the topical being discussed.
- There were vast differences in the way participants experienced certain aspects of community development, for example partnerships. Some participants were of the opinion that the partnerships in their area were good while others felt that it was poor. It thus made it difficult for the researcher to generalize.

### **2.3 Personal interviews**

Babbie and Mouton (2001:289) define an interview as a “conversation in which the interviewer establishes a general direction for the conversation and pursues specific topics raised by the respondent”

According to Grinnel (1997) the advantage of individual interviews is that it allows the participants to provide more thoughtful answers, it allows for the recording of non-verbal information, it allows the interviewer to clarify questions and encourage elaboration of the responses.

In this study semi-structured interviews were also used. York (1998) describes semi-structured interviews as one with predetermined questions with an open ended format. According to De Vos et al (1998:299) the questions (schedule) are a guideline for the interviewer and contains questions and themes that are important to the research. They ensure that all relevant topics are covered during and interview.

### 2.3.1 Motivation for semi structured interviews

The reason why I used semi-structured interviews were:

- It was difficult to assemble some social workers for focus groups due to the fact that they were not available at the same times. The arranging of individual interviews were thus more practical.
- Participants who felt inhibited in a group setting were accommodated in this way. Also individual interviews allowed for participants to be more open and honest.
- In the focus group members could influence each other and thus made it difficult to obtain individual responses.

### 2.3.2 Preparation for conducting interviews

The researchers asked permission from the participants to conduct the interviews.

The selection and recruitment of the participants were based on the following questions as suggested by Creswell: “What do I want to know?” Who will be able to provide the information and will they be available? The social workers had different experiences of social development. Individual interviews with participants were arranged. This included two social work managers of the state department(PAWC) and two managers of private organizations. The interviews took place during May/June 2003 and lasted one hour per session. The interviews took place at the offices of the participants. The reason for this arrangement was to avoid traveling that would inconvenience the participants. Except one session where the researcher and the participant had to move to another office the locations were generally free from distractions.

### 2.3.3 Designing the interview guide

For sake of consistency, the same questions that were posed to participants of the focus group were also used for personal interviews.

### 2.3.4 The process of conducting interviews

#### Preparing for the interview

The researcher prepared herself by reading relevant literature and also preparing for possible hindrances.

The researcher started the interview by trying to create a friendly atmosphere through small talk. The practical aspects of the research was explained to the participants namely the use of a tape recorder, permission to use it and the time allocated for the interview. It was also shared with the participants that their contributions were valuable for the study.

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The objectives of the study was discussed with the participants. It was also emphasized that there were no right or wrong answer but that their experiences of social development were important. In order to establish a relationship of trust the participants were informed that their opinions will be revealed but not their identity.

The interview was conducted by encouraging participants to speak, probing by asking questions. If the researcher was unsure about responses additional questions were asked for clarification. Any disruptions during interviews were managed by stopping the tape recorder, explaining to people that an interview was in process. The immediate points before the disruptions were then summarized before the process continued again.

The researcher concluded the interview by summarizing the main viewpoints and asking for added comments. The researcher after summarizing asked the question: “Do you wish to add anything else?”. The participants were then thanked and wished well in their work.

### **2.4 Reflection**

The researchers general feeling was that the participants responded freely and openly. They viewed the topic as important for the social work profession. There were in depth discussions on issues which participants felt passionate about. Two participants were clearly frustrated about the fact that they felt that the state is not playing its role in the proper funding of projects.

#### Advantages

- The participants spoke freely and openly without being interrupted by other group members as in the case of focus groups.
- During interviewing there are no interactions with other participants which led to the interviews being more controlled and focused.
- The participants gave their own opinions and were not influenced by other group members.
- There was more time to discuss certain issues in detail.

#### Disadvantages

- The participants' viewpoints could not be compared with those of others as in the case of focus groups which limited further generation of data.
- During interviews the participants could not react and build on the responses of others. This prevented further opinions and information from being discovered.

#### Summary

The researcher discussed in detail the process of data collection and presented a detailed description of data. This contributed to the enhancement of the trustworthiness of the study. If another researcher wants to replicate the study it is worthwhile taking note of the experiences of the researcher with regard to the data collection. The researcher is of the opinion that using interviews and focus groups allowed her to gather rich data about the personal experiences of the participants.

### **CHAPTER 3**

#### **RESULTS OF DATA ANALYSIS AND LITERATURE CONTROL**

##### **3.1 Introduction**

The goal of this study was to explore social workers experiences regarding the implementation of a developmental social welfare approach. The researcher made use of focus groups and individual interviews to gather data. Data was analyzed according to Tesch as recorded in (Creswell 1994)

In this chapter the results of content data-analysis will be reported and compared to existing information from literature. Caffey and Atkinsons (1996) advised that analysis should go beyond content to look at structure and discourse analysis to discover meaning and “metaphors” in order to capture feelings and meanings ascribed to responses. The researcher will report on this where applicable.

##### **3.2 Discussion of findings**


The following table summarizes the categories and sub categories of themes emerged from the content analysis and will guide further research and follow up strategies. Narratives were not corrected nor translated by the researcher.




Table 1

## Categorizing of themes

Question theme	Category	Sub category
3.2.1 General experience of the developmental approach to social welfare	3.2.1.1 Rational/support	
	3.2.1.2 Conceptual clarification	3.2.1.2.1 Long term process
		3.2.1.2.2 Community and individual orientation
		3.2.1.2.3 Linking economic development and social development
		3.2.1.2.4 Preventative programmes
		3.2.1.2.5 Strength perspectives
3.2.1.2.6 Capacity building and empowerment		

Question theme	Category	Sub category
	3.2.1.3 Challenges for implementation 	3.2.1.2.7 Partnership  3.2.1.3.1 Professional working conditions: <ul style="list-style-type: none"> <li>● Work overload and crisis intervention</li> <li>● Human resource</li> <li>● Salaries</li> </ul> 3.2.1.3.2 Organizational factors: <ul style="list-style-type: none"> <li>● Lack of support by management</li> <li>● Lack of cooperation between social workers and community developers</li> <li>● Lack of strategic planning</li> </ul>

Question theme	Category	Sub category
	 <p data-bbox="616 1150 994 1249">UNIVERSITY of the WESTERN CAPE</p>	<p data-bbox="984 422 1282 457">3.2.1.3.3 Community/</p> <p data-bbox="1127 495 1309 526">Social factors:</p> <ul data-bbox="984 566 1332 887" style="list-style-type: none"> <li data-bbox="984 566 1332 672">● Unemployment/lack of economic structures</li> <li data-bbox="984 710 1191 741">● Partnerships</li> <li data-bbox="984 778 1327 887">● Financial sustainability of services</li> </ul> <p data-bbox="984 997 1332 1033">● Overlapping of services</p> <p data-bbox="984 1070 1271 1106">3.2.1.3.4 Community</p> <p data-bbox="1025 1143 1195 1174">participation:</p> <ul data-bbox="984 1214 1332 1676" style="list-style-type: none"> <li data-bbox="984 1214 1332 1320">● Community apathy and dependence</li> <li data-bbox="984 1358 1236 1389">● Power struggles</li> <li data-bbox="984 1426 1312 1532">● Suspicion towards the state</li> <li data-bbox="984 1570 1185 1676">● Community expectations</li> </ul>

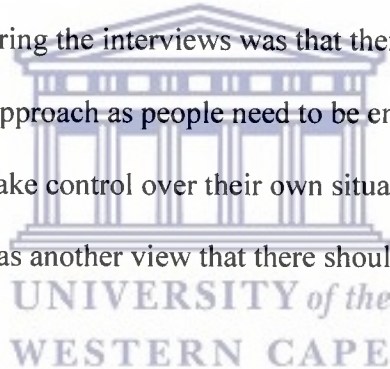
Question theme	Category	Sub category
3.2.2 Organizational response	3.2.2.1 Strategies for capacity building	3.2.2.2 Poverty alleviation
3.2.3 Suggestions for implementation of the social development process	3.2.3.1 Organizational strategic planning (vision planning evaluation)	3.2.2.3 Individual development
	3.2.3.2 Paradigm shift	
	3.2.3.3 Training	
	3.2.3.4 Specialization	
	3.2.3.5 Contracting	
	3.2.3.6 Interdisciplinary work:	
	<ul style="list-style-type: none"> <li>● Churches</li> </ul>	
	<ul style="list-style-type: none"> <li>● Organizations</li> </ul>	
	<ul style="list-style-type: none"> <li>● schools</li> </ul>	

### **3.2.1 Experiences of developmental social welfare**

The focus group and personal interview discussions were initiated by an open question to give the opportunity for spontaneous non leading and open communication. The information was categorized as follows:

#### **3.2.1.1 Rational support**

In the initial responses participants rationally argued the need and support for this approach. The general view during the interviews was that there is a need for a developmental social welfare approach as people need to be empowered so that they would be able to develop and take control over their own situations. This would lead to greater independence. There was another view that there should be a move away from the old way of doing things.



The following excerpt illustrates this:

“We have this wonderful developmental approach and there are things happening”

Following the previous responses and also integrated with the above mentioned responses, participants engaged in discussions on what they perceive as core aspects relating to developmental social welfare. The participants have identified elements of developmental social welfare as also discussed by authors like Midgley (1995) and others.

### 3.2.1.2 Conceptual clarification

#### 3.2.1.2.1 Social development is a long term process.

Most of the participants stated that the developmental approach is not a short term process but a long term process. People must be given skills before they will be developed. It is an ongoing educative process.

“Jy sal eers sekere dinge vir hulle moet doen voordat hulle self dinge vir hulleself kan doen”.

“Hulle moet eers bewus daarvan gemaak word dat hulle dinge vir hulleself kan doen”

“Jy moet eers al daardie stappe vooraf doen voor jy mense kan ontwikkel”.

Rankin (1999) states that social development is a long term process, involving different sectors of the community. He also expresses the view that it might not yield immediate results, partly because intersectoral planning and co-ordination need to be done.

According to Midgley (1995) it is difficult to view social development as anything except a process which results in some type of change or improvement of situations.

#### 3.2.1.2.2. Community and individual orientation

Data analysis indicated that most of the participants described developmental social welfare as community work projects. They mentioned different projects that play a role in developing people for example parenting skills and income generating programmes. There was a general feeling that these projects would assist in developing people on a larger scale.

“Hier het ons begin met income generating programme . Programme waar mense kan inskakel en self sufficient kan word, en skills kan leer.”

“ I think developmental social work is very exciting. We are working with people on a larger scale. It’s interesting, its networking, its getting to know your community. Really coming in touch with people.”

Midgley (1995:118) agrees with the above and states that community development, along with community action and community organization are viewed as alternative strategies to bring about social change and development.

Gray (1996) states that community development is the method social workers use to mobilize people to develop organized, community programmes around issues of concern.

There was also a general feeling that social workers will never be able to move away from casework. Although individual work (casework) may take longer the developmental principles can still be applied. It was felt that one person that is empowered may have a positive affect on different people.

“One to one counselling. Dit is iets wat ‘n mens kan doen”

“Jy kan ontwikkeling op een vlak doen soos byvoorbeeld die IDP en Care Plan.

“Sometimes we need to give that individual attention. But there you can also apply developmental principles”.

The individualist strategy according to Midgley (1995) encourages the adoption of measures that enhance individual functioning, create a more vibrant enterprise culture and facilitates the productive use of the market by ordinary people. Individuals can only meet their own

needs and these of their families and dependants if there are jobs and opportunities for self-employment. A positive culture of enterprise should be created by governmental and other organizations to support individual effort. It is therefore important that action should be taken to increase opportunities to individuals to participate in the market.

Gray (1996) states that social development is needed at the individual, group, community and policy levels. According to Delpont and Fouche (2000) a social development approach is inclusive of helping individuals, groups, families and communities but in a different manner.



#### 3.2.1.2.3 Link between economic development and social development

Some of the participants expressed the need for social development to be link with economic development. When people are taught skills (tangible) it must lead to finding jobs, to start their own business or buy and sell goods at a profit.

“So they try to get into jobs and that kind of thing. Some people go out in the community and do their things at home”

“It doesn’t have to be where you actually make something but if you get something at a good price and can sell it at a profit”.

“We link it to economic activity. We try to supplement income by giving training to ensure that people have that links. So that they can find employment”.



According to three of the participants the community members get frustrated because there is no link between economic development and social development and they continue to live in poverty.

“Hulle wil uit hulle armoede geneem word. Hulle wil werk hê om te doen maar ons kan dit nie vir hulle gee soos hulle dit wil hê nie”.

“Hulle wil werke hê want hulle is lank unemployed”

Some participants mentioned that there is a expectation that skills training would lead to employment.

“As jy die kursusse aanbied sien mense dit altyd as ‘n manier om moontlik werk te kry”

Social development should be linked to economic development and this distinguishes it from other approaches for promoting peoples welfare (Midgley 1995). The developmental model according to Midgley cannot take place without economic development.

Gray (1996 : 10) states further that developmental social work recognizes the link between welfare and economic development. Social development is inextricably linked to economic development. It has an interdisciplinary focus which draws on ideas of the various social sciences. The concept social development involves a sense of process. It is progressive in nature. (Todaro:1992).

Terblanche and Tshiwula(1996) propose that social work should adopt a developmental approach that will enhance peoples welfare in conjunction with economic development efforts.

Supporters of this idea believe that social workers can introduce services that involve ordinary people in development and ensure that they derive positive benefits from economic growth.

There are three ways in which social work can contribute to economic development:

- Social work can assist in human capital formation. The investments in education, nutrition and health care produce net economic gains, for example, social workers mobilizing communities to establish day care centers which educate and improve their nutritional standards.
- Social work involvement in the formation of social capital. This refers to the creation of economic and social infrastructure such as roads, clinics and schools.
- Social workers can contribute positively to economic development by assisting low income and special needs clients to engage in productive employment or self employment.

#### 3.2.1.2.4 Preventative programs

According to the Financing Policy (1999) preventative services include any strategies and programmes which strengthen and build the capacity and self reliance of families, communities, children, youth, woman and older persons. The participants generally felt that preventative programmes are part and parcel of a developmental approach.

“Dit is so dat ons meer verkomend moet werk”

“All that programmes are basically preventative to make sure that children are safe ”

The participants also reported that it is difficult to render preventative services due to statutory work.

“Hulle moet statutêre werk verrig soos kinderhowe, rehabilitasie howe maar hulle kom nie eintlik by preventiewe programme nie”.

“We know there is a shortage in our section. We need to run preventative services”.

Some participants linked social problems directly to the lack of preventative programmes.

“Crime has increased”. It is because there is no preventative programmes.

According to the Financing Policy (1999) there are four levels of preventions as follows:

- Level one- prevention

These services include any strategies and programmes which strengthen and build the capacity and self reliance of families, communities, children, youth, woman and older persons.

- Level two- early intervention

These services target children, youth, families, woman, older persons and communities identified as being vulnerable or at risk and ensure through strengths based developmental and therapeutic programmes that they do not have to experience statutory intervention of any kind.

- Level three- statutory process

At this level the individual has become involved in a court case and will be “in statutory process” until the court proceeding has been finalized.

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- Level four- continuum of care and developmental services

These services range from community based care such as day care, foster care, probation supervision, shelters, day treatment centers and prisons. Services on this level should be delivered from a perspective of prevention and early intervention to ensure no further deterioration.

According to Gray (1996) developmental social work is a type of social work which focus on the prevention of social problems. Starke (1996) agrees that developmental social welfare recognizes the importance of prevention and that social workers have the opportunity to implement prevention programmes that are effective to attract funding.

The White Paper for Social Welfare (1997) is in favour of a balance between preventative, rehabilitation, protective services and developmental programmes. The previous focus was mainly on rehabilitative and protective services.

#### 3.2.1.2.5. Strength perspectives in Social Work

The participants acknowledged that there must be a shift from focusing on the problem to concentrating on the strengths in order to empower people. This is the way you are going to develop and empower people. The importance of including people as part of the process was also emphasized.

“Die problem word aangespreek maar jy moet ook vir hom sê kyk hier. Ons gaan focus op jou sterkpunte. Jy het positive punte”

“We need to see what are the positives and we need to draw that out. That is what developmental social work is all about.

Gray (2002) states in this regard that the strength based approach concerns itself with moving from a problem based approach to one that is solution focused. It is based on concepts such as empowerment, partnership facilitation and participation. It does not deny that real problems and needs exist but chooses to focus on strengths.

According to Blundo (2001:297) shifting from the traditional medical /pathology paradigm based practice to a strength/solution focused perspective is a challenge to social workers.

The strength perspective requires a significant alteration about how we think about those with whom we work, what we think about ourselves as professionals, the nature of the knowledge base for practice and the process of social work itself. Social workers must embrace egalitarian collaborative working relationships that build upon the strengths and resilience of individuals, families and communities.

The client as well as the client's support system or environment would move into a central role in the entire social work process. It is what the clients bring in terms of strengths, resilience and social supports that are responsible for most of what is going to change and how it is going to change. The focus would move to the client's abilities. (Blundo 2001)

The strength perspective demands a different way of looking at individuals, families and communities. All must be seen in the light of their capacities, talents, competences, possibilities and visions. It requires assessing the resources existing within and around the

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individual, family or community. People learn from the world around them. The strength perspective honours two things: the power of the self to heal and right itself with the help of the environment and the need for an allegiance with the hope that life might really be different(Saleeby 1996)

According to Cowger(1994:264) promoting empowerment means “believing that people are capable of making their own choices and decisions”. The author states that it not only means that human beings possess the strengths and potential to resolve their own difficult life situations but also that they increase their strength and contribute to society by doing so. The role of the social worker is to nourish, encourage, assist, enable, support ,stimulate and unleash the strengths within people. The social workers help clients articulate the nature of their situations, identify their needs, explore alternatives for achieving these needs and meet them. Through the strength perspective social workers assist people to empower themselves. Central to a strength perspective is the role and place of assessment in the practice process.

The manner in which clients define difficult situations and how they evaluate and give meaning to the dynamic factors related to these situations set the context and content for the duration of the helping relationship. Thus emphasising deficits has serious implications and limitations, but focusing on strengths provides advantages. A strength perspective provides for a leveling of a power relationship between social workers and clients. A strength perspective reinforces client competence and thereby mitigates the significance of unequal power between the client and social worker and so doing presents increased potential for

liberating people from stigmatizing, diagnostic classifications that reinforce 'sickness' in individuals, families and communities.

#### 3.2.1.2.6 Capacity building and empowerment of people

Capacity building refers to the development of skills for the promotion and building of organizations. There are different levels of capacity building, namely, upgrading of skills, reviewing and improving methods used to promote organization development, planning and organizational evaluation, revising of organizational goals and objectives and organizational restructuring. It also refers to the development of a learning organization capable of a continuous self development process. Generally used to refer to skills development in a wide range of areas such as specialist knowledge and skills, popular education and training for example, life skills and social competence promotion (White Paper for Social Welfare 1997)

Empowerment refers to the process of increasing personal, interpersonal and political power to enable individuals or collectives to improve their life situation. It requires the full participation of people in the formulation, implementation and evaluation of decisions determining the function and well being of the society (White Paper for social welfare 1997).

The participants viewed empowerment and capacity building of people as an integral part of community development. The participants mentioned income generating programmes, strength based development of people, development of social skills as ways in which this


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can be realized. This can be done on an individual basis as well as on a larger scale, for example, communities. Many participants also mentioned the frustrations they experience in trying to empower and build the capacities of people. The following responses indicate that they view empowerment and capacity building as part of community development.

“Ons het clients empower om dinge self uit te vind”

“Ons het die ideé van projekte waar ons mense laat verstaan dat julle ook iets kan doen om uit die situasie te kom”

“Because being more developmental means empowering people”



The objective of the social work profession has been to empower people. Empowerment is achieved through a combination of personal and social development processes that give power to people recognizing them as fellow citizens with equal rights to education, employment and full participation in the mainstream culture (McKendrick 2001:109).

According to Brews (1994) building human, community and institutional capacity is an important feature of creating the conditions under which development becomes feasible. The author states further that without capacity building everything that happens in the name of development is bound to be incomplete or unsustainable. Capacity building should therefore be viewed not only as an aspect of development but rather as one of the fundamental foundations upon which sustainable development becomes conceivable.



Capacity building provides the potential for something to happen but in itself will not necessarily lead to performance. Capacity building needs to motivate performance otherwise efforts are wasted. Capacity building aims to enable people to become more self reliant and to improve their quality of life. At the same time the developmental approach demands that they be given the opportunity to experience success in order to ensure that performance is sustained. (Provincial Administration of the Western Cape 2002).

Empowerment centers around power. This power may be within people, between people and between groups of people. To be empowered includes three essential components. They are:

- The feeling of being able to do things that were not possible previously, or, the feeling that they can influence things around them.
- The ability to do things not within competence before.

The opportunities previously denied are open. Empowerment will only be sustainable if it is in response to clearly identified needs, and if the people have the capacity, the confidence and will power to use it to manage the development themselves. Building peoples capacities and empowering them in a way that leads to self reliance or realization of their potential must be built into all services. The outcomes of services should reflect permanence that may be attributed to increased capacities and empowerment. The participation by people fulfils both the requirement of building capacities and empowerment. (Provincial Administration of the Western Cape 2002).

### 3.2.1.2.7 Partnerships

According to the Financing Policy (1999) partnerships refer to a mutual commitment and reciprocal relationship to advance a common vision. It is agreed that no single organization or institution has the full resources, competencies and capacity to provide efficient and sustainable social services and programs.

There was a general realization that communities cannot be successfully develop without effective partnerships. These partnerships include health, education, business and NGO's. They emphasized further that social workers cannot develop people alone. The communities, your clients must also be included in this partnerships. The importance of these partnerships are demonstrated in the following statements.

“Maar al die rolspelers moet opgelei word ten opsigte van die developmental approach. Dit moet nie net die social workers wees nie. Ons praat hier van partnerships”.

“We need to work more aggressively together”

“If we pull together we would use less resources but we would reach alot of people”.

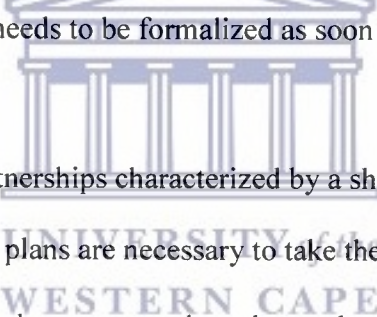
The White Paper for Social Welfare (1997) recognizes that the present delivery system is fragmented, overspecialized and too isolated from other sectors to impact on development.

A developmental approach requires a holistic approach that recognizes that the person, family, group or community functions within a social economic and political environment.

In order to make a impact on alleviating/preventing problems, addressing root causes and

making a meaningful contribution towards enhancing peoples quality of life, social welfare must facilitate integrated, comprehensive services. Therefore collaboration with all service providers is essential and this also includes government/local departments and departments other than social welfare departments. The service characteristics of justice, democracy and participation, capacity building, empowerment and sustainability are not maximized unless based on and driven by partnership (Provincial Administration of the Western Cape 2002).

The characteristics of partnership can be summarized as follows:

- 
- It is a formal agreement. It needs to be formalized as soon as the parties reach a mutual agreement.
  - Relevant and functional partnerships characterized by a shared vision and shared commitment to policies and plans are necessary to take the sector into the next paradigm.
  - Partnerships have to be complementary and need to make provision for joint decision making, responsibility, representation and a commitment to excellence.
  - Partnership does not deny the autonomy of the parties.
  - Partnership must promote services that are holistic and intersectoral.
  - Partnership must promote non discrimination, tolerance, mutual respect, diversity and the inclusion of all groups in society.
  - Partnership should be held accountable for the delivery of an appropriate and quality service to people who are in need.
  - Partnership must promote the quality of life of all people, the availability of services to all in need.

- Partnership must promote increase participation in service design and implementation by the parties involved as well as beneficiaries (Provincial Administration of the Western Cape 2002).

The previous section indicates their embracing and understanding of social development. A probing question was asked about implementation of this approach. Participants identified the following challenges:

### **3.2.1.3 Challenges for implementation of the developmental approach**

Although the participants were positive, and rationally embraced the new approach, they acknowledged that there were definite challenges in implementing the developmental approach. The following challenges came out of the discussions with the participants.

#### **3.2.1.3.1 Professional working conditions**

##### Case overload and crisis intervention

The case overload was a theme that surfaced frequently during the interviews. It evoked many emotional responses from the participants and was seen as one of the main reasons for staff burnout or for searching alternative employment. Some of the responses were as follows:

”Dit vat aan jou”.

“Ons moet meer doen met minder. En ons staff raak al hoe minder. En die mense immigrate al hoe meer vir beter voordele na London”

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“Die load wat jy het is swaar. Jy kan dit nie dra nie”.

“Ons is burnout”.

One participant mentioned that their caseloads are between 200 and 300 in an area where most of the cases are child abuse cases. One participant mentioned that their caseloads are minimum 150. These cases include mostly problems of a very serious nature.

Their responses were as follows:

“Daar is 4 werkers in Tafelsig. Elke se caseload is oor die 300. Die 300 is eintlik 600 gevalle as gevolg van die intensiteit van die gevalle”

“Ek wil nie daar werk nie. Want almal is child abuse cases”.

“Ek sal sê dit is nou 150 plus. Dit is baie moeilik. Elke geval is ernstig”.

The participants also mentioned that most of their work entails crisis intervention. This means that immediate attention must be given to a case which leaves little space for developmental work, for example, when a child needs to be removed due to abuse.

“The demand for casework must be realized. When one child is starving or dying we must do something about it”.

“Jy is doodgegooi deur die werk. Ons blus net vure”.

“Waar plaas jy meeste van jou fokus. Die druk kom daarvan of hier is ‘n kind, iets wat nou gedoen moet word”.

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The demand for statutory work also limits the running of other developmental projects/programmes. This could be derived from some of the responses.

“She is stuck in court the whole week”.

“You are bogged down by statutory work. Most of the time 90% even 95%”.

Crisis intervention can be described by means of immediate therapeutic intervention practice used in helping clients in crisis to promote effective coping that can lead to positive growth and change by acknowledging the problem, recognizing its impact and learning new and more effective behavior to cope with similar predictable experiences (Barker 1998).

According to Johnson (1983:300) crises exist because of a stressful situation and /or precipitating an event a system (individual or family) that has had a satisfactory level of social functioning develops a period of disequilibrium or loses its steady state.

This situation develops because coping mechanisms that have worked in past situations no longer are working though there is usually some considerable struggle to cope. The crisis situation can develop because of situational and developmental factors. The situational factors include illness( self or relative), death of close family member, separation or divorce, change of living situation or lifestyle and loss of a job. Developmental crisis is the unsettled or stressful feelings that may arise as persons move from one developmental stage into another. This calls for new ways of functioning.

Seaburg and Garvin(1997:329) states that crisis are a time for potential growth and change but they are also a time of potential harm and danger. The social workers objective for intervening in a crisis situation is to prevent it from resulting in a disaster. The five basic

steps to crisis intervention which they mention indicate immediate and intensive support to individuals and families:

- Offer hope- In spite of the clients situation the worker must help the client to see that things can be different and situations can change.
- Catharsis- This is the ventilation or expressing of feeling. Social workers will have to encourage clients that it is part of the working through process that feelings should be expressed.
- Stay event focused- The clients need to explore the factors and reason of hazardous events that have occurred. These events need to be explored, discussed and realistically reframed. One or maybe two of these events will become the focus of intervention.
- Reconnect clients to support systems- In this step the worker needs to begin to suggest how the client can reconnect with these supportive resources. The client needs to re – engage these supports or the worker needs to remobilize them in the client's life.
- Meta-strategy – In this step of crisis intervention the worker must reactivate active coping in the client. The client must be encouraged to begin to do what he or she has been doing before the crisis occurred.

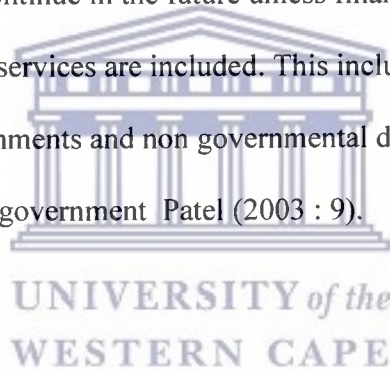
In the child welfare field social workers must view the strengthening of families as more desirable than rescuing children. There must be a movement away from a state intervention approach to a family preservation approach. Although child protection is important we must distinguish between “willful and circumstantial” neglect. (Gray 1996 : 365)

(Patel 2003 : 6) states that the dominance of casework as a method of social work was also

challenged as inappropriate.

The White Paper for Social Welfare (1997) proposes a balance between preventative rehabilitative, protective services and development programmes. The current focus is mainly on rehabilitative and developmental programmes.

The majority of voluntary welfare organizations deliver statutory services which are mainly casework services. This will continue in the future unless financing arrangements and protocol for the contracting of services are included. This include the division of responsibilities between governments and non governmental departments and between national, provincial spheres of government Patel (2003 : 9).



Lack of human resource

The data gathered indicated the following:

- It appears, that, due to the social workers' working conditions and especially the shortage of staff, a large number of them are leaving the profession.

“Ons office turnover is amazing as gevolg van die workload”

- The shortage of staff leads to social workers not being able to render effective developmental service.

“Ons is maar yl versprei oor verskillende areas. Dit is wat dit so moeilik maak”.

“Daar is nie genoeg mense vir die developmental program nie”.

“There is such a lot be be done but we are short staff”



“We want to work developmentally but we can’t do it if you can’t manage your work. We really need a lot more social workers”.

- Some of the participants also felt strongly that it is expected of them to do developmental social work but the number of staff did not increase. They are of the opinion that you need more staff to assist with the developmental approach.

“Dieselfde werkers moet die ou werk doen maar ook die nuwe approach aanpak”.

“If we had more people out there we would have still be able to reach somebody”

“Daar is nie genoeg mense vir die developmental program nie”.

- The participants of one of the focus groups agreed that the fact that social workers posts either are not filled or are not filled timeously, leads to further problems with regard to the shortage of personnel.

“Dit word nie gevul nie. So aan die einde van die dag bly ons dieselfde getal werkers”

“Poste word nie gevul nie en indien dit wel gevul word duur dit maande”.

- In one of the focus groups it was also mentioned that more managers are employed than field social workers who are involved at grassroots level.

“Die Indians is baie min maar die chiefs raak al hoe meer”

Participants views implied that in the caring profession of social work, social workers do not feel cared for regarding working conditions. According to the White Paper for Social Work (1997) the human resource capacity in the welfare field is inadequate to address the social development needs in the country. Leila Patel (2003 : 9) agrees that human resource capacity to implement the new policy, especially community based services, remains a challenge.

The human resources of any organization are its most critical asset. The human service organization is no different. Successful managers recognize that and treat people throughout the organization with respect. (Crow and Odewahn 1987). Elton Mayo who was an industrial psychologist, recognized that people are a very special resource. They do not only work for the organization but they are the organization. (Coulshed 1991).

### Salaries

During a focus interview with participants of a private organization it was evident by the tone of their voice and reactions (verbal and non verbal) that participants were of the opinion that more challenges are coming their way but poor salaries are a major problem. It leads to frustration and even despair. This has an effect on staff motivation. This frustration is clearly visible in one of the participants statements:

“Jy sien baie kere dat sommige kliënte beter af as ons is”

There was a feeling that the organization should do something about the salaries.

“Hulle moet rêrig daarna kyk want ons werk werklik onder die broodlyn. Jy as maatskaplike werker is ‘n mens. Jy het ook probleme soos finansies”.

It was also mentioned that due to poor remuneration many social workers are leaving the organization which has an effect on its stability.

In a study by Mkhwanazi and Triegaardt (2003 : 48) it was also found that a number of social work practitioners indicated that if they had a choice they would choose other professions outside social work. One of the concerns expressed by the respondents was the issue of improvement of salaries. They recommended that the salaries of social practitioners

need to be upgraded because they work with difficult and complex concerns and have to adapt to new strategies.

### 3.2.1.3.2 Organizational factors

#### Lack of support by management

In one of the focus groups most of the participants were of the opinion that they receive little support from management and this has an effect on their work. Their feelings can be summed up as follows:

- They feel that management is not flexible. The social workers must always be available to interview clients and this leads to work overload.

“We are not flexible and we must be accessible. Intake sien mense soms heeldag”.

- They also mentioned that clients often abuse their rights by complaining to management about social worker’s conduct. Management in return refuses to hear the social workers side of the story and supports the clients.

“90% van die tyd is dit nie eens die werker se skuld wat gebeur nie. Die werker word nie kans gegee om te verduidelik nie. Hoofkantoor sal bel en sê ek hoor dit en dat. Jy beter jou regkry”.

Gray (1996 : 12) states that social workers have a responsibility to change organizational policies and practice which prevent them from responding fully to the needs of clients or communities.

- Some of the participants stated that management had more influence to change things at grassroots level but this is not taking place.

“Ons hier op die vloer het nie die power om dinge te verander nie. Management wel”.

- They also viewed the fact that posts are not filled or filled after months as lack of support.

“Dit word nie gevul nie. So aan die einde van die dag bly ons by dieselfde getal werkers”.

“Hulle vat ses maande om ‘n pos te vul”

- “The organization did not commit themselves to the White Paper”.

Kadushin (1992) describes the supportive function as follows: “Supportive supervision provides the psychological and interpersonal context that enables the worker to mobilize the emotional energy needed for effective job performance”.

According to Botha (2000) social workers are confronted with a variety of stress situations due to the nature of their work. Unless some resource is available to help them deal with these stress it will have a serious impact on their work and ultimately on the functioning of the organization. The supervisor is responsible for helping the supervisees adjust to job related stress.

According to Kadushin (1992) supportive supervision includes procedures such as reassurance, encouragement, recognition of achievement, ventilation, attentive learning.

The supervisor attempts to help the workers feel more at ease with themselves in their work.

Social workers many times feel discouraged, powerless, frustrated, devalued, inadequate, anxious and guilty. Supportive supervision thus involves “care for the carers” who feel disillusioned and disappointed. This is important because for social workers to do their job effectively they need to feel good about themselves and the job that they are doing.

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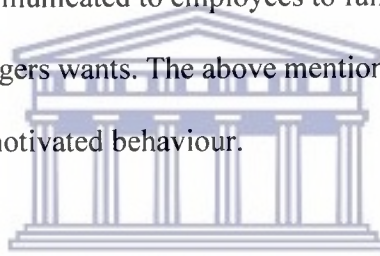
The extent to which people satisfy their personal needs in their involvement with the organization will influence their productivity in carrying out their tasks and responsibilities. In designating jobs managers should consider the relationship between the needs of the organization and the needs of those working within the organization. It has become evident that the more the satisfied the employee the more effective the organization (Crow and Odewahn 1987).

Staff supervision is a means of developing and controlling the quality of service, taking and account of the needs and rights of users and the quality of performance. The needs and rights of staff must be attended to in order to obtain the best from them as the major source of the organization (Hughes & Pengelly 1998). It is incumbent on managers to know their employees well enough to assess accurately for each employee which needs have been met, which have not and therefore, is a potential source of motivation. (Weinbach 1994)

The manager must consider the desires, wants, needs, and motives of the employees. The extent to which the manager understands what the employees want from their job will determine effectiveness as leader. They tend to super impose on the employees the same needs, drives, wants, desires that the managers have.(Crow and Odewahn 1987:62)

According to Plunkett/ Attner (1989) essential to the development of motivated employees it is for a manager to provide a climate in which employees needs can be met. This consists of adequate resources for goal accomplishment, support for reward systems, training and

well conceived organizational format. The philosophy that a manager has about work, people, his or her role in the organization, discipline, performance approval, training, or other interpersonal roles form a basis for any action by a manager. A manager must assist the employees in the attainment of their goals by removing barriers, developing mutual goal setting opportunities and providing stability. In enhancing a positive environment appreciation of the contributions of the employee as well as sensitivity to the employees need for equity are important. Management expectations for performance and behaviour needs to be developed and communicated to employees to function. They need to be knowledgeable about the managers wants. The above mentioned will lead to a supportive environment that encourages motivated behaviour.



Lack of cooperation between social workers and community developers.

In discussions with participants of one of the focus group it was evident that there is poor cooperation between social workers and the community developers and that they struggle to work together as a team. The following problems were highlighted:

- There is a feeling that community developers are not addressing poverty.

“Ons voel hulle help nie om armoede in die gemeenskap te verlig nie”.

- You don't see results.

“We want results but we don't see results”.

“The community developers facilitate programmes but never initiate it”.

“Hulle sien hulleself as fasiliteerders en nie iniseerdes nie”.

- There is a poor working relationship.

“Ek dink nie eers ons werk saam nie. Daar is totale skeiding”.

- The need to work closer together was also expressed. “I feel strongly that we need to be working more closely with what’s happening in that directory”.
- The role of the social worker and the community worker are not clear.

“I mean there needs to be clear roads in terms of the team members. It needs to be clear who is doing what”.

According to Gray (1996) the employment of auxiliary or paraprofessionals and community developers means that social workers will have to assume new and expanding roles. This may create a position where social workers become managers of helpers. This must not lead to a manager – subordinate role but an efficient way to effect the exchange of knowledge, expertise and skill. One way in which this can be done is through a consultation process. Starke (1996:27) is of the opinion that difficulties between social work and other social welfare personnel should be anticipated. Patel (1992) mentions the following difficulties:

Professional management and domination .

The shortage of skills among non-professionals which increase their dependence on the professionals.

The slow pace of learning associated with a process model. This requires in service training follow up and evaluations of performance to achieve performance.

The process of building self confidence, assertiveness, competence, commitment to participation practices among non- professionals. Patel (1992).



Lack of organization /strategic planning

Goodstein, Nolan and Pfeiffer(1992:1) define strategic planning as “the process by which the guiding members of an organization(community) envision its future and develop the necessary procedures and operations to achieve that future. The participants of two of the focus groups felt very strongly that there is a lack of organizational/strategic planning. This was a theme that kept on surfacing during discussions. The following problems were highlighted.

- According to them inadequate arrangements were made for added staff to deal with the new approach.

“Dieselfde werkers moet die ou werk doen maar ook die nuwe approach aanpak”.

- The structure of the organization did not change to accommodate the new approach.

“Hulle wil dit geimplimenteer hê maar die organisasie struktuur en die manier waarop ons werk het nie verander nie”.

- Management must be more pro active with regard to employment.

“Dit het vir my ses maande gevat na my interview om te begin”.

- If community developers are employed proper arrangement with regard to finances should be made.

“Dan curb hulle weer die mense in terme van die budget is nou at risk”.

- Although some participants mentioned that there are objectives it is just on paper.

“The objectives are not met. You are just scratching the surface”.

- There was also a feeling that management is not goal directed.

“My observasie is dat die bestuur onduidelik is watter pad die organisasie moet loop”.



60.

- Some of the participants also viewed finances and the administration of it as a problem.

This has a direct effect on service delivery/programmes.

“Ons budget begin 1ste April. Dit is nou die 10de June ons het nog nie eens ‘n budget nie.

So hulle weet nie hoeveel geld het hulle om te spend nie. Indien hulle meer spend wat gebudget gaan word moet die programme weer gereassess word”.

“Daar is nie ‘n aanvaarbare begroting vir opleiding nie”.

- Lack of planning with regard to the filling of posts.

“People are leaving. They don’t fill the posts. This leads to work overload”.

“There is a lack of planning with regard to case management”.

“The social workers must always be available”.

“Menslik is dit nie altyd moontlik nie. Daar moet ‘n cut off time wees maar hoe?

- Some of the participants also stated that there is a lack of planning and support in the implementation of programmes.

“Jy moet meer hulp van bo kry om die programme te ontwerp”.

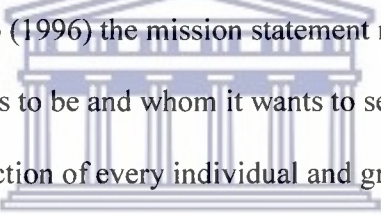
- There is poor training of certain aspects of the developmental approach.

“Die Witskrif is net met sekere persone deurgewerk maar nie met die nuwes wat bygekom het nie”.

Strategic planning is designed to assist managers in forecasting the future and you make decisions today that will lead to the future desired by the organization. (Dubrin 1989).

According to Lewis, and Souflee (1991: 55 – 58) strategic planning starts with a needs

assessment. This is a procedure that should be repeated on a regular basis. It is through needs assessment that the needs and priorities of the entire target population are identified. The broad needs assessment, an understanding of the nature of the agency itself should be used to develop the organizations mission. The mission statement answers the question “What business are we in”. It provides the constraints under which specific program planning must work. The agency’s mission gives a system concrete focus. It also sets decision making in motion.



According to Hess and Siciliano (1996) the mission statement reveals the organization’s long term vision of what it wants to be and whom it wants to serve. An effective mission provides a general sense of direction of every individual and group in the organization. Beyond the business it is in or seeks to be in a mission statement should also define the organization’s philosophy, it’s basic belief, values and priorities.

Long term objectives must be established to ensure accomplishment of an organization’s mission. These objectives are specific, measurable, achievable, written, coordinated, prioritized, time bound and it must be accepted. (Dubrin 1989)

It is also important to evaluate what is happening in the environment and evaluating the organization in terms of those trends. The conditions in the environment (community) are reviewed to see if they pose opportunities or threats and use this review as a basis for assessing the organization for potential strengths and weaknesses ( Hess and Siciliano 1996).

In evaluating the organization's competencies a swot analysis (strengths, weaknesses, opportunities, threats) can be used. Once a swot analysis has been identified the organization can begin to consider alternatives for achieving its goals. The strategies or action plan that an organization selects must reflect its mission, the opportunities and threats in the environment and its own strengths and weaknesses.(Hess and Siciliano1996)

According to Plunkett/Attner (1989) monitoring and feedback devices are used at all levels of management to watch the progress of the plans and make any changes necessary.

Evaluation consists of three activities namely:

- Reviewing the underlining external and internal factors that represent the basis of current strategies.
- Measuring organizational performance and making corrective action.
- Strategizing evaluation activities to be performed on a continuous basis rather than at the end of specific periods or time or just after problems occur ( David 1986)

### **3.2.1.3.3 Community/social factors**

#### Unemployment/Lack of economic structures

The responses of some of the participants indicated that the lack of economic structures/unemployment can be viewed as a problem in applying the developmental approach.

“Wat lack is income generating programs waar ons kliënte kan inslot”.

“Die mense wil nie programme hê wat hulle train om moontlik werk te kry nie. Hulle wil werk hê”.

“As jy kursusse aanbied sien mense dit moontlik as ‘n manier om werk te kry. Dit is nie noodwendig so nie”.

“Hy wil nie weet na al die stress van matriek gaan ek nie ‘n job kry nie”.

Social development is linked to economic development and this distinguishes it from other approaches for promoting peoples welfare ( Midgley 1995). The developmental model according to Midgley cannot take place without economic development. Gray (1996: 10) states further that developmental social work recognizes the link between welfare and economic development. Social development is inextricably linked to economic development. It has an interdisciplinary focus which draws on the ideas of the various social sciences. The concept social development involves a sense of process. It is progressive in nature, (Todaro: 1992)

### Partnership

Partnership can be defined as a formal commitment and reciprocal relationship to advance a common vision between two or more parties ( Financing Policy 1999). The participants generally agreed that there is a need for partnership. Some of the participants stated that they have good partnerships with other organizations, communities, business sectors while others have problems in this area. They cited the following as major problems:

- Competition with regards to funding.

“Who is going to get the credit”.

64.

- Partnerships are many times based on political struggles.

“Die vergadering is gebaseer op ‘n magstryd, op politiek”.

- There is no coordination of services.

“Almal doen byvoorbeeld iets rondom gemeenskapsontwikkeling maar dit is nie gekoördineer nie”.

- There is a overlapping of services.

“Alle dienste is gekonsentreer rondom die skole”.

- There is also a problem that roleplayers withdraw or play a lesser role when social workers get involved.

“Baie van die onderwysers onttrek as die maatskaplike werkers betrokke raak”.

“As daar ‘n probleem is druk hulle net op ons nommer”.

- The ways of doing things differ

“Ons werkswyse verskil. Hulle sienswyse is verskillend. Dit is jou siekte. Dit is jou pille wat jy moet gebruik. Hulle implementeer dieselfde werkswyse as hulle gemeenskapswerk verrig”.

- There is uncertainty about the social workers role.

“Daar is nie totale begrip vir wat maatskaplike werkers doen nie”.

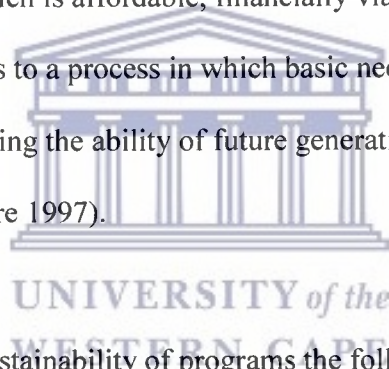
There is a need for partnership between government and the non governmental welfare sector as well as within that sector. It is based on the reality that government alone cannot deliver welfare services. The present partnerships consist of various problems. These include specialization, fragmentation, dislocation and isolation, gaps and duplication of services. The specialization of services leads to the problem of fragmented service delivery. The

specialized and fragmented nature of social welfare service delivery caused it to be isolated from the broader infrastructure. This kind of service restricts comprehensive community networks or effective services. All these problems lead to serious gaps in service delivery. It also causes duplication of services by different service providers in the same geographic area. ( Provincial Administrating of the Western Cape 2002)

#### Financial sustainability of programmes

Sustainability refers to that which is affordable, financially viable, efficient and effective.

Sustainable development refers to a process in which basic needs are met immediately whilst at the same time increasing the ability of future generations to meet their own needs (White Paper for Social Welfare 1997).



On the question of financial sustainability of programs the following statements were made:

- One participant felt that money will be deducted from them in the form of tax?

“So aan die einde van die dag gaan hulle dit so maak dat ons die tax hiervoor moet betaal”.

- It can only be sustainable if it meets a demand.

“I can’t see how it is going to be sustainable if it does not meet a demand. It depends on the nature of the project”.

- Many participants stated that the financing of the projects is a problem.

“Daar is nie genoeg geld vir al die projekte nie. Ons moet staatmaak op ons volunteers”.

According to the Financing Policy (1999) there will be a shift from focus on quantitative services to a focus both on qualitative and quantitative services. The focus would not only be on how many persons have been attended to but also how effective the services are in meeting the needs of people. There will also be a move away from subsidizing posts to programme financing. It is also stated that the welfare budget will never be sufficient to address all the services that should be delivered. It is thus important that the implementation of the finance policy leads to optimal use of finances and resources to achieve maximum results.

#### Overlapping of service

The overlapping of service was also cited as a problem. The participants in one focus group stated that the overlapping of service, especially in schools in their area, is a problem.

“Die department het ‘n program in die skole, organisasie het ‘n program in die skole en wie nog is daar”.

“Almal het ‘n vinger in die hele storie”.

The specialized and fragmented nature of social welfare service delivery leads it to be isolated from the broader infrastructure. These services have little comprehensive community networks or effective services. These problems lead to serious gaps in service delivery as well as causing duplication of services by different service providers in the same area. (Provincial Administrative of the Western Cape 2002)

### 3.2.1.3.4 Community Participation

The participants realized the importance of community participation in order for projects to be successful. Most of them however, stated that this is the area where they experience most problems. It emerged from the interviews that participants are frustrated as they became very emotional when discussing this problem. The following challenges were mentioned.

#### Community Apathy and dependence

They viewed community apathy and dependence as a major problem which can be derived from the following statements.

“I can’t see the people of Mitchell’s Plain wanting to help themselves. There is this apathy. People are just not interested. It is just so easy to come and apply for a grant”.

“How are we going to come to grips with this apathy in Mitchell’s Plain”. This aspect of community participation evoked many emotional responses.

“They just want to ask about grants. They wanna know why isn’t it up to 18”.

“Hulle is nie bereid om vir hulleself iets te doen nie. Hulle wil handouts hê”.

“Daar is steeds die groep in die gemeenskap wat steeds leen op professionele persone en vermag dat ander mense vir hulle dinge moet doen “.

Some participants also warned that the state department must be careful not to create dependency by giving food parcels and grants. It was recommended that it must be coupled with programs.

#### Power struggles

The power struggles in the community hamper the development approach.



“We get caught up in community politics when we try to assist the community”.

Suspicion towards state departments

This came out in a discussion with one of the focus groups.

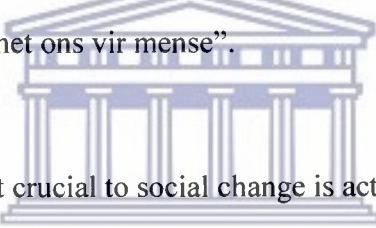
“Social service is not doing this, social services is not doing that. “Julle steel ons geld”.

Community expectations

Many participants agreed that people want incentives when they participate in programs.

“Mense wil incentives hê. Hulle het ietsie finansieël gekry vir incentives. Nou het jy gevind jy kan teruggaan na die mense toe en jy kan half bou op dit”.

“Die vraag is watter incentives het ons vir mense”.



Cathiram (2003 : 44) states that crucial to social change is active citizen participation at different levels. This will give people the opportunity to contribute to change that will lead to nation building, reconciliation and reconstruction. The author also agrees that a lack of participation and human resource capacity is a problem. The participation of civil society is crucial if development is to be empowering and sustainable. It is through participation that people have the opportunity to take control of their lives. An important aspect of participation is that development projects assist in results that meet the felt needs of the community.

Social Work need to follow a strength based approach when they involve community members in participation. It is also important that they recognize cultural factors in the community. It is also stated that civil society consists of power relations and group interests

which can advance or restrict development. It is important to take into consideration the local politics in South Africa. It must be recognized that communities often have competing interest and there is not always harmony. It is therefore important that social workers encourage solidarity in communities. There is a need to understand why people don't participate. It is for this reason important that social workers have skills and knowledge in community power analysis and conflict resolution.

Potgieter (1998 : 41) emphasizes that in the process of participation life skills of people must be developed to empower people. This would include skills to participate in national debates, organize for social justice and demonstrate on behalf of themselves.

Molefe in Gathiram (2003 : 45) emphasizes the importance of conscientisation in the participatory process. He defines conscientisation as “a process through which people achieve awareness of socio-economic, cultural and political realities which shape their lives”. In his opinion it includes the creation of the will to change. He states further that if the will to change is absent the community cannot be involved in a meaningful way.

According to Lee (1992 : 153) the motivation of participants in civic affairs is important. He proposes a reward system that acknowledges people who have contributed in a meaningful way to develop communities.

Zastrow (1992 : 46) describes the role of the social worker in community development as an enabler, catalyst, and coordinator and teacher of problem skills. There must be a focus on

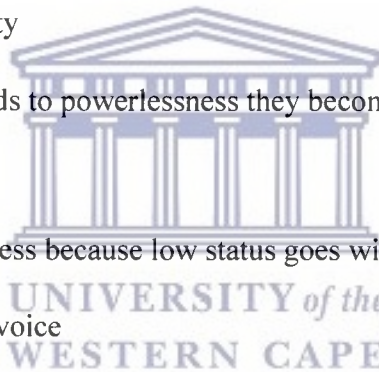
strategies to reach consensus through providing information and clearing up misunderstandings in communities.

In discussing the lack of participation by community members it is important to acknowledge the disadvantages of poverty as illustrated in the deprivation trap of Swanepoel and De Beer (1997 : 11 and 12)

- It contributes to physical weaknesses
- It contributes to isolation
- It contributes to vulnerability

In their vulnerability which leads to powerlessness they become dependant on people who support them

- It contributes to powerlessness because low status goes with lack of wealth
- It keeps the poor without a voice



The participants were also asked what the organizations responses are to address widespread poverty. Their responses can be categorized as follows:

### **3.2.2 Organizational response to new policy**

#### **3.2.2.1 Strategies/projects for capacity building**

Capacity building may be regarded as the art of creating the ability of people and organizations to perform well. It aims to enable people to become more self reliant and to improve their quality of life.( Provincial Administrative of the Western Cape 2002).

### 3.2.2.2 Poverty alleviation

The participants agreed that poverty must be addressed to render a developmental social welfare service. This is however difficult due to the shortage of staff and the lack of participation by community members. Two of the agencies organize poverty alleviation programmes on an ad hoc basis. According to the participants of one organization they address poverty largely by giving grants and food parcels. They were of the opinion that it must be coupled with development programmes to avoid dependency. The participants of one organization mentioned that they have skills training that leads to income, namely, bakery and ironing projects. Some of the people that receive training were appointed in the bakeries of Pick 'n Pay and Checkers. There were others that receive an income from baking from home.

“ons moet baie income generating programs het maar ons net een community developer.”

“it is not easy to create an income in these areas”

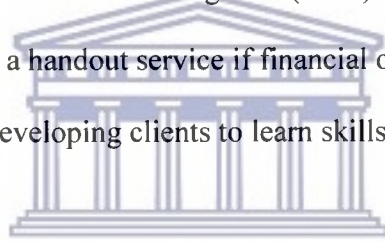
"op die oomblik word poverty nie aangespreek nie. Ons kom nie daarby uit nie”

“ die gemeenskap stel nie belang nie hulle wil net hê”.

According to Patel (2003) social welfare policies and programmes should be targeted at poverty prevention, alleviation and reduction and should build peoples capacities to achieve self sufficiency. Gray (1996) agrees that social development is viewed as a comprehensive attack against poverty based on social, political, economic and cultural goals. According to Patel (2003:2) the government policy advocate strongly that social welfare policies and programmes should focus on poverty prevention, alleviation and reduction and should empower people to achieve self-sufficiency.

The South African policies accepted that generous provisions fostered dependency. It leads to scarce resources being dishonoured which diverts it away from productive expenditure. These ideas of limiting welfare expenditure was rejected in favour of the social development perspective. The government accepts the right to social provision but acknowledges in their policy that obligations and responsibilities should form part of the right. Patel (2003:4)

The participants response, that the giving of food parcels can lead to dependency, can be compared with a study by Mkhwanazi and Triegaardt (2003) . The respondents in their study stated that social work is a handout service if financial or material assistance is provide without a purpose of developing clients to learn skills and become independent.



### **3.2.2.2.3 Individual development**

According to the participants they develop people on an individual basis through focusing on their strengths and building on it. This takes place on a daily basis.

The individualist strategy according to Midgley (1995) encourages the adoption of measures that enhance individual functioning and create a more vibrant enterprise culture and facilitates the productive use of the market by ordinary people. Individuals can only meet their own needs and those of their families and dependants if there are jobs and opportunities for self-development. A positive culture of enterprise should be created by governmental and other organizations to support individual effort. It is therefore important that action should be taken to increase opportunities for individuals to participate in the market.

### 3.2.3 Suggestions for implementation of the developmental approach

During the focus groups and interviews the participants made different suggestions for the implementation of the developmental approach. It can be categorized as follows:

#### 3.2.3.1 Organizational strategic planning

Goodstein, Nolan and Pfeiffer(1992:1) define strategic planning as “the process by which the guiding members of an organization (community) envision its future and develop the necessary procedures and operations to achieve that future. The participants made the following suggestions in the implementation of the developmental approach.

- The organizations need to restructure when adopting the developmental approach.
- There should be proper planning for additional staff.

“Die werkers moet die developmental approach doen maar daar was nie voorsiening gemaak vir meer staff nie”.

“Why don't they appoint more officers that can do these income generating programmes that the social workers are just not getting to”.

- There should be proper planning to fill positions as soon as possible when social workers leave. If there is a delay in the appointments it leads to work overload that staff can't deal with.

“Die poste word nie gevul nie of word na 6 maande gevul”.

- It was mentioned that it is important that organizations have clear objectives. Some of the participants mentioned that they do not have clear objectives. Others had clear objectives that are evaluated on a regular basis.

- A few participants mentioned that they plan and evaluate their service but many don't achieve it.

It is important that management finds out the reason why.

- The statistics must be used to audit what organizations have and what they have to plan for the future. The organizations service must be evaluated.
- It was also mentioned that management must decide what are primary and what are secondary functions.
- The support of management is important in planning. One participant mentioned that her organization has a contract with a company that renders an Employee Assistance Program.

"If your are experiencing domestic, psychological problems or problems at the office you can tap into it".

- Most of the participants agreed that more community developers should be employed. Their role must however be clearly specified.

"Hulle moet mense aanstel om daardie spesifieke programme aan te spreek. It must however be clear who is doing what".

- There is also a need to plan around training for social workers. These training should include economic activities and management should also be included in the training.

"We have never been schooled on how to do a business proposal but we need to run these projects".

"Management moet self training ondergaan".

- There was a strong feeling around the fact that social workers should always be available to interview clients. This is not always possible.

“Met die regte leiding en finansiële ondersteuning kan ’n mens sê development kan sy plek vind”.

“Ons moet meer gebruik maak van volunteers”.

- One participant mentioned the importance of a appraisal system to help staff develop, assess any problems that could have a negative effect on service delivery.

“You are touching base with the person in the sense that you know exactly where the person is. Even personal goals, problems with the work”.

Strategic planning is designed to assist managers in forecasting the future and you make decisions today that will lead to the future desired by the organization (Dubrin 1989).

According to Lewis, and Souflee (1991 : 55 – 58) strategic planning starts with a needs assessment. This is a procedure that should be repeated on a regular basis. It is through needs assessment that the needs and priorities of the entire target population are identified.

The broad needs assessment, a understanding of the nature of the agency itself should be used to develop the organizations mission. The mission statement answers the question

“What business are we in”. It provides the constraints under which specific programme planning must work. The agency’s mission gives a system concrete focus. It also sets decision making in motion.



According to Hess and Siciliano (1996) the mission statement reveals the organization's long term vision of what it wants to be and whom it wants to serve. An effective mission provides a general sense of direction of every individual and group in the organization. Beyond the business it is in or seeks to be in a mission statement should also define the organization's philosophy, its basic beliefs, values and priorities. Long term objectives must be established to ensure accomplishment of an organization's mission. These objectives are specific, measurable, achievable, written, coordinated, prioritized, time bound and it must be accepted (Dubrin 1989).

It is also important to evaluate what is happening in the environment and evaluating the organization in terms of those trends. The conditions in the environment (community) are reviewed to see if they pose opportunities or threats and use this review as a basis for assessing the organization for potential strengths and weaknesses (Hess and Siciliano 1996). In evaluating the organization's competencies a swot analysis (strengths, weaknesses, opportunities, threats) can be used. Once a swot analysis has been identified the organization can begin to consider alternatives for achieving its goals. The strategies or action plan that an organization selects must reflect its mission, the opportunities and threats in the environment and its own strengths and weaknesses. (Hess and Siciliano 1996)

According to Plunkett/Attner (1989) monitoring and feedback devices are used at all levels of management to watch the progress of the plans and make any changes necessary.

Evaluation consists of three activities namely:

- Reviewing the underlining external and internal factors that represent the basis of current strategies.
- Measuring organizational performance and making corrective action.
- Strategy evaluation activities should be performed on a continuous basis rather than at the end of specific periods or time or just after problems occur( David 1986)

### 3.2.3.2 Paradigm shift

The participants generally agreed that a paradigm shift must take place if you want to be developmental.

“Waar ons voorheen gefokus het op die probleem focus ons nou op die sterkpunte van die persoon”.

- The mindshift of social workers and clients must take place.

“Clients se mindset moet change. It is a matter of mindset from the clients side. Sommige clients sal sê dit het previously nie so gewerk nie”.

“Miskien moet ons ook ‘n mindshift ondergaan. Ons wil nog ‘n ekstra myl loop wat ons eintlik nie moet doen nie. So miskien hou ons te vas aan ‘n kliënt waar ons hom meer kan empower”.

Social Work is undergoing a major paradigm shift. A critical examination of current social work roles, programmes, services and policies is thus necessary. Social workers should become shapers of policies. They should become more active in translating policy into services. In this way it would play a more successful role in addressing the needs of people. Gray (1997: 360)

According to Rankin (1997 : 189) the perception of the curative role of social work is deeply embedded in the minds of social workers. A paradigm shift is thus needed to make social workers more receptive for developmental work. This is especially the case where the economic component is concerned.

Lategan (1996 : 19) agrees that social workers must not only understand developmental social work but there must be a willingness to transform within the new welfare paradigm. They should examine the need for change in the values, principles and methods from a First World way of service delivery to the majority of the population which is struggling to survive due to poverty. (Mazibuko 1992:125)



### 3.2.3.3 Training

Most of the participants were of the opinion that more training should take place. Their responses with regard to training can be summed up as follows:

- Managers should also attend training. Lack of training by managers leads to social workers becoming more knowledgeable.

“Want as jy daar kom hoor jy, ons se managers moet daar gewees het. Hulle stuur vir ons.

Op die ou end is ons meer educated”.

- Training is something difficult for social workers to attend .

“Die intake workers. Hulle kan nie almal gaan nie. Kyk hulle is net twee. As die een weg is dra die ander een swaar”.

- All role-players involved in community development must be trained.
- There was a strong feeling that re-training should take place.

The participants stated that social workers should be trained in economics and that the University social work courses should be reassessed.

“Ek was geplaas by ‘n organisasie waar ek moes fundraise maar my curriculum het dit nie gecovert nie. Hulle moet rêrig kyk na die curriculum”.

“Klein besigheid training. As ons gaan na sulke werksinkels dan sal jy ontwikkelings gerigte maatskaplike werker makliker verstaan.

“We have never been schooled on how to do a business proposal but we need to run these projects. We need a lot of training”.

- The need for refresher courses was also highlighted

“Jy moet gaan vir refresher courses. Ek dink daar is die behoefte”.

The drastic changes in welfare policy has implications for social work education. The White Paper for Social Welfare (1997) also suggests that training institutions must be encouraged to bring their programmes in line with new national directories. A new welfare policy leads to a change in the environment which social workers must function in. It is thus important that education responds to and adjust to a curriculum accordingly. It is proposed that social work education schools should make use of the opportunity to review the social work curriculum to bring it in line with the demands of the new system. Rankin (1997: 190)

#### **3.2.3.4 Specialisation**

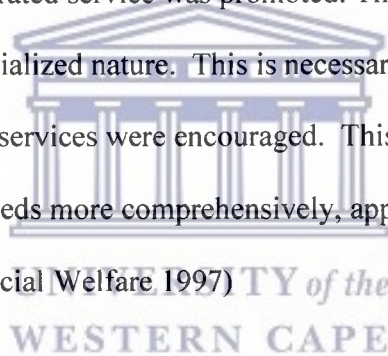
According to the data gathered it appears as if most participants agree that there should be specialization in the developmental approach. This is largely due to the fact that social workers are preoccupied with statutory work which leaves little time for developmental

projects.

“Die community developers doen nie statutêre werk nie. Hulle doen net programme en hulle kan uitgaan vir programme. Die social workers word weer gestrem. Hulle het statutêre werk wat hulle moet doen. Die community developers is vrygestel”.

“Ek sal sê die aanstel van ‘n gemeenskapsontwikkelaar wat spesifiek konsentreer op gemeenskapsontwikkeling. Dit sal werkers se gevallelading help af bring. So sal dinge beter lyk”

A comprehensive generic integrated service was promoted. The welfare system in the past was of a rehabilitative and specialized nature. This is necessary but not in all cases. In view of resource constraints generic services were encouraged. This type of service will be restricted in order to address needs more comprehensively, appropriately, efficiently and effectively (White Paper for Social Welfare 1997)



According to the Financing Policy (1999) no residential care facility or welfare service organisation should be structured around or focused exclusively on any one special development area. Organizations should, however, be structured around and provide services to one or more focus groups. National and provincial organizations which function as networks and coordinating bodies would be required to make the same paradigm shift away from special development areas to integrated and holistic service delivery to one or more of the focus groups.

### **3.2.3.5 Contracting**

- The participants emphasized the importance of contracting.

“So jy moet ‘n stadium bereik van hoe ver jy gaan. Ja, jy kontraktee. Dit is hoekom ons kontraktee”.

“Ek vra vir hulle om skriftelik of verbaal met mense te kontraktee. Dan reassess jy en as daar nie change is nie dan terminate jy”.

“Ek sê sny af”.

- There is a need for people to take responsibility for their own life.

“Ons is so geneig om agter mense te hardloop”.

“Ons het nie tyd om agter ou wood aan te hardloop nie”.

Potgieter (1998 : 154) defines a contract as follows:

“A contract is an explicitly stated agreement between a helper and client system that specifies goals for change, identifies tasks and roles for the participants in the process and lay down criteria that will be helpful during the measurement of progress towards the desired end. It is further stated that it maximizes the participation of clients and ensure helper accountability. The involvement of the clients increases a sense of control, encourages responsibility for problem-solving, enhances motivation and encourages commitment towards changes”.

### **3.2.3.6 Interdisciplinary**

- From the data gathered it is evident that social workers realize that there is a need for a interdisciplinary approach.

“We can’t do it on our own. That’s why it is excited to know we are looking at network with NGO’s, CBOS, private organizations, business people.

- Social workers are involve in different iniatives to enhance the interdisciplinary approach, for example, link and share, clinics, schools, forums, police etc.
- There is also a need to work more closer together. “We need to work together more aggressively”.

There is also a move towards the establishing of platforms. A platform is needed for all role-players to say what each one of us are doing and how we can support each other.

"The social workers would use less resources but we would reach a lot of people".

Midgley (1995) agrees that social development is a multi- sectoral approach and thus requires all sectors of society to work together toward social upliftment. It entails that social workers will have to work co-operatively with other disciplines. The White Paper for Social Welfare (1997) also mentions the need for cooperation with community workers, child and youth care workers, social auxiliary workers and community volunteers.

In order to implement a multi sectoral approach in social development there must be a movement away from competition to co-operation. (Nielsen 1996)

The interdisciplinary nature of development implies that no particular sector can claim ownership. (Khanyile1996)

### **Summary**

The chapter reported on the findings of the data analysis. The findings that emerged were as follows:

Themes: - General experiences of the implementation of the social development

process

- Organizational response
- Suggestions for implementation of the social development process

Categories:

- Rational/support
- Conceptual clarification
- Challenges for implementation
- Strategies for capacity building
- Organizational strategic planning
- Paradigm shift
- Training
- Specialization
- Contracting



Sub category:

- Long term process
- Community and individual orientation
- Linking economic development and social development
- Preventative programmes
- Strength perspectives
- Capacity building and empowerment
- Partnership

Professional working conditions:

- Work overload and crisis intervention
- Human resource
- Salaries



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Organizational factors

- Lack of support by management
- Lack of cooperation between social workers and community developers
- Lack of strategic planning

Community social factors: - Unemployment/ lack of economic structures

- Partnerships
- Financial sustainability of services
- Overlapping of service

Community participation:

- Community apathy and dependence
- Power struggles
- Suspicion towards the state community expectations.
- Community expectations

Poverty alleviation:

Individual development:

Narratives were used to express the feelings of the participants.

Literature was integrated to compare the findings of the data analysis.

## Chapter 4

### Summary, conclusions and recommendations

#### 4.1 Introduction

The overall goal of the study was to explore social workers experiences of the developmental social welfare approach as prescribed by the White Paper for Social Welfare (1997). Data was collected by means of focus groups and interviews.

The research was placed within the qualitative paradigm as the study was concerned with the experiences and perceptions of social workers. The focus was thus on the subjective experiences of social workers.



The research was conducted with social workers in the Unicity Metropole in the Western Cape. Three focus groups and four interviews were held with social workers. The focus groups and interviews were audio taped and transcribed verbatim. The data was analysed according to the eight steps of Tesch in Cresswell (1994:155)

#### 4.2 Summary on research findings

In chapter three the results of the focus groups and interviews were discussed with reference to the categories, sub-categories and themes that emerged. The discussion that follows summarizes the findings in relation to question themes that were explored. A summary of literature findings relating to the specific categories will also be reported.

#### **4.2.1 General experience of the developmental approach**

##### **Rationale/support**

In the initial responses to the above mentioned question participants rationally argue the need and support for this approach. The general view during the interviews was that there is a need for a developmental social welfare approach as people need to be able to develop and take control over their own situations. This would lead to a greater interdependence. Their general view point was that there should be a move away from the old way of doing things to a more developmental approach. According to Patel (1992) the Western models are unsuitable to address the aspirations and that the basic needs of Third World countries should be developed. Midgely (1995) Gray (1996) and Patel (1992) agree that a developmental approach should be implemented to address mass poverty in these countries.

It is concluded that the participants are positive about the need for a developmental approach as people need to be empowered.

##### **4.2.1.2 Conceptual clarification**

The second category of findings relating to the mentioned question was labeled as conceptual clarification of the developmental social welfare approach. Participants not only supported the proposed changes but also engaged in a rational discussion on what they regarded as a developmental approach.

### **Long term process**

Most of the participants stated that the developmental approach is not a short term process but a long term process. People must be given skills before they will be developed. It is an on going educative process. Rankin (1997) states that social development is a long term process involving different sectors of the community. According to Midgley (1995) it is difficult to view social development as anything except a process which results in some type of changes or improvement of situations.

### **Community and individual orientation**

The majority of the participants described developmental social welfare as community work projects. They mentioned different projects that play a role in developing people for example parenting skills and income generating skills. There was a general agreement that these projects would assist in developing people. At the same time though participants expressed the view that social workers will never be able to move away from casework. Although individual work (casework) may take longer, the developmental principles can still be applied. It was also expressed that one person that is empowered may have a positive effect on different people. Most of the participants argued that the focus is presently more on individual development.

Midgley(1995:18) agrees that there can be three strategies for implementing of the developmental approach namely, the individualist strategy, communitarian strategy and governmental strategy. The individualist strategy, according to Midgley (1995) encourages the adoption of measures that enhance individual functioning, creates a more

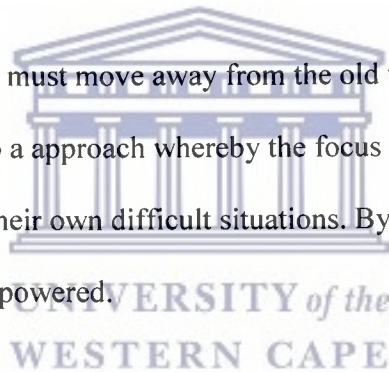
vibrant enterprise culture and facilitates the productive use of the market by ordinary people. Gray (1996) states that social development is needed at the individual, group, community and policy levels. Delport and Fouche (2000) agree that the social development approach is inclusive of helping individuals, groups, families and communities but in a different manner. It can be concluded that the developmental approach includes community as well as individual development of people.

### **Linking economic development and social development**

Some of the participants also expressed the need for social development to be linked to economic development. When people are taught skills it must lead to them finding employment, starting their own business or buying and selling goods at a profit. Participants also mentioned that there is an expectation that skills training would lead to employment. The participants of three organizations also mentioned that community members became frustrated because there is no link between economic development and social development. They continue to live in poverty. According to Midgley(1995) social development should be linked to economic development and this distinguishes it from other approaches for promoting people's welfare. Gray (1996) and Todaro (1992) agree that developmental social work recognizes the link between welfare and economic development. Terblanche and Tshiwula (1996) propose that social work should adopt a developmental approach that will enhance people's welfare in conjunction with economic development efforts. It can be concluded that both participants in the study and existing literature propagate a link between social and economic development. It seems relevant to support social development.

According to Blundo (2001:97) social workers must embrace egalitarian collaborative working relationships that builds upon the strengths and resilience of individuals, families and communities. Cowger (1994:264) states that human beings possess the strengths and potential to resolve their own difficult life situations but also that they increase their strength and contribute to society by doing so. The role of the social worker is to nourish, encourage, assist, enable, support, stimulate and unleash the strengths within people.


It is concluded that social workers must move away from the old way of doing things where they focused on problems to a approach whereby the focus is placed on the strengths and potential to resolve their own difficult situations. By focusing on the strengths of people they can be empowered.



### **Capacity building and empowerment**

The participants viewed empowerment and capacity building of people as an integral part of community development. They mentioned income generating programmes, strength based development of people, development of social skills as ways in which this can be realized. This can be done on a individual basis as well as on a larger scale, for example, communities. Many participants also mentioned the frustrations they experience in trying to empower and build the capabilities of people.

According to Mckendrick (2001:109) the objective of the social work profession has been to empower people. The empowerment is achieved through a combination of personal and social development processes that give power to people and recognizing them as fellow citizens with equal rights to education, employment and full participation in the mainstream culture. Brews (1994) states that without capacity building, everything that happens in the name of development is bound to be incomplete or unsustainable. Capacity building should therefore be viewed not only as an aspect of development but rather as one of the fundamental foundations upon which sustainable development becomes conceivable.



Capacity building provides the potential for something to happen but in itself will not necessarily lead to performance. Capacity building needs to motivate performance otherwise efforts are wasted. Capacity building aims to enable people to become more self reliant and to improve their quality of life (Provincial Administration of the Western Cape 2002).

It is concluded that empowerment and capacity building are an integral part of community development. This can be done on an individual and a community basis.

### **Partnership**

The participants agreed that no single organization or institution has the full resources, competitiveness and capacity to provide efficient and sustainable social services and

programmes. There was a general realization that communities cannot be successful develop without effective partnerships. These partnerships include health, education, business and non governmental organizations. They emphasized further that social workers cannot develop people alone. The communities, client systems must also be included in these partnerships. According to the Provincial Administration of the Western Cape (2002) justice, democracy and participation, capacity building, empowerment and sustainability are not maximized unless based on and driven by partnerships.

The Financing Policy (1999) states that partnerships refer to a mutual commitment and reciprocal relationship to advance a common vision. It states further that no single organization or institution has the full resources, competence and capacity to provide efficient and sustainable social services and programmes.



It can be concluded that no organization or institution can have a successful developmental approach if they function on their own. We need to pool our resources, competences and capabilities through partnership to develop efficient and sustainable programmes. The people and communities must form part of the partnerships. The participants had a good conceptual clarification of what the developmental social welfare approach entails.

#### **4.2.1.3 Challenges for implementation of the developmental approach**

##### **Professional working conditions**

Although the participants were positive, and rationally embraced the new approach they



acknowledged that there were definite problems and challenges in implementing the developmental approach.

#### Work overload and crisis intervention

The work overload and crisis intervention was a theme that surfaced frequently during the interviews. It evoked many emotional responses from the participants and was seen as one of the main reasons for staff burnout or searching for alternative employment. One participant mentioned that their caseloads are between 200 and 300 in an area where most of the cases are child abuse cases. One participant mentioned that their caseloads are a minimum of 150. These cases are mostly problems of a very serious nature.

The participants mentioned that most of their work entails crisis intervention on a day to day basis. This means that immediate attention must be given to a case which leaves little space for engaging developmental work, for example, when a child needs to be removed due to abuse.

In the child welfare field social workers must view the strengthening of families as more desirable than rescuing children. There must be a movement away from a state interventional approach. The dominance of casework as a method of social work is challenged as inappropriate (Patel 2003:6). The White Paper for Social Welfare (1997) proposes a balance between preventative, rehabilitative, protective services and developmental programmes. Seaburg and Garvin (1997:329) state that crisis

are a time for potential growth and change but also of potential harm and danger.

The social workers objective for intervening in a crises situation is to prevent it from resulting in a disaster.

It seems as if social workers feel overwhelmed with increased reports of issues like child abuse, family violence that need immediate personal attention.

It can be concluded case overload and crisis intervention is a major problem among the participants. This leads to difficulties to render community developmental programmes.

#### Lack of Human Resource

It is apparent that due to social workers working conditions and especially lack of human resource, a large number of them are leaving the profession. The lack of human resource leads to social workers being unable to render effective developmental services. Some of the participants also felt strongly that it is expected of them to do developmental social work without staff increases. They are of the opinion that more staff are needed with the developmental approach. The participants of one of the focus groups agreed that social workers posts are either not filled or are not filled timeously and this leads to further problems with regard to the shortage of personnel. In one of the focus groups it was also mentioned that more managers are employed than field workers who are involved at grassroots level.

According to the White Paper for Social Welfare (1997) the human resource capacity in the welfare field is inadequate to address the social development needs in the country. Patel (2003:9) agrees that human resource capacity to implement the new policy especially community based services remains a challenge.

The human resources of any organization are its most critical asset. The human service organisation is no different. Successful managers recognize that and treat people in the organization with respect. (Crow and Odewahn 1987). Elton Mayo, who was an industrial psychologist, recognized that people are a very special resource. They do not only work for the organisation but they are the organization. (Coulshed 1991)

It is concluded that participants were of the opinion that shortage of staff leads to many social workers leaving the profession as they cannot cope. The lack of staff leads to difficulties in rendering a developmental service. This is aggravated by the fact that social workers post are not filled or are not filled timeously. More managers are also employed that are not involved on grass roots level. At the same time literature indicates that human resources of any organization is its most critical asset and should be treated as such.

#### Salaries

The participants are of one private organization stated that their poor salaries are seen as a major problem. It leads to frustration and despair. This has an effect on people's

motivation.

There was a feeling that the organization should do something about the salaries. The poor remuneration leads to social workers leaving the organization which has a effect on its stability.

In a study by Mkhwanazi and Triegaardt (2003:48) it was also found that a number of social work practitioners indicated that if they had a choice they would choose other professions outside social work. One of the concerns expressed by the respondents was the issue of the improvement of salaries. They recommended that the salaries of social practitioners need to be upgraded because they work with difficult and complex concerns.

- **Organizational factors**

Lack of support from management

In one of the focus groups most of the participants were of the opinion that they receive little support from management and this has an effect on their work. Their feelings can be summed up as follows:

- Management is not flexible. The social workers must always be available to interview clients and this leads to work overload.
- Clients often abuse their rights by complaining to management about social workers conduct. Management in return refuses to hear the social workers side of the story and supports the clients.

- Management had more influence to change things on grass roots level but this is not taking place.
- Posts are either not filled or are filled after months. This is viewed as lack of support.

According to Botha (2000) social workers, because of the nature of the work, are confronted with a variety of stressful situations. Unless some resource is available to help them deal with these stress it will have a serious impact on their work and ultimately on the functioning of the organizations. The supervisor is responsible for helping the supervisees adjust to job related stress. According to Kadushin (1992) supportive supervision includes procedures such as reassurance, encouragement, recognition of achievement, ventilation, attentive learning. The supervisor attempts to help the workers feel more at ease with themselves in their work. Social workers many times feel discouraged, powerless, frustrated, devalued, inadequate, anxious and guilty. Supportive supervision thus involves “care for the carers” who feel disillusioned and disappointed. The needs and rights of staff must be attended to in order to obtain the best from them as the major source of the organization (Hughes and Pengelly 1998). It is incumbent on managers to know their employees well enough to assess accurately for each employee which needs have been met, which have not and therefore are potential sources of motivation(Weinbach 1994).

It is concluded that the participants in this focus group were of the opinion that they receive little support from management. This has an effect on their work. They mentioned different aspects that confirms this As indicated in the literature, it is

important that social workers receive the necessary support, as they deal with a variety of stressful situations. This may have a serious impact on their work and functioning of the organization. There is a need to "care for the carers" who are the major source of the organization.

Lack of cooperation between social workers and community developers.

In discussions with participants of one of the focus groups it was evident that there is poor cooperation between social workers and the community developers and that they struggle to work together as a team. The following problems were highlighted:

- There is a feeling that community developers are not addressing poverty
- You don't see results
- The community developers facilitate programmes but never initiate them.
- There is a poor working relationship.
- The need exists to work closer together.
- The role of the social worker and the community worker are not clear.

According to Gray (1996) the employment of auxillary or paraprofessionals and the community developers means that social workers will have to assume new and expanding roles. This may create a position where social workers become managers of helpers. This must not lead to a manager-subordinate role but an efficient way to effect the exchange of knowledge, expertise and skill. One way in which this can be done is through a consultation process.

Starke (1996:27) is of the opinion that difficulties between social work and other social welfare personnel should be anticipated. Patel (1992) mentions the following difficulties:

- Professional management and domination
- The shortage of skills among non-professionals which increased their dependence on the professionals.
- The slow pace of learning associated with a process model. This requires in service training, follow-up and evaluations of performance.
- The process of building self confidence, assertiveness, competence, commitment to participation practices among non-professionals (Patel 1992).



It is concluded that there is a poor relationship between the social workers and the community developers of this specific group. This is largely due to the fact that the social workers are of the opinion that community developers are rendering a service that does not lead to results.

There is a need to work closer together and that a consultation process should be started.

#### Lack of strategic planning

The participants of two of the focus groups felt very strongly that there is a lack of organizational/strategic planning. This was a theme that kept on surfacing during discussions.

The following problems were highlighted:

- Inadequate arrangements were made for added staff to deal with the new approach.
- The structure of the organization did not change to accommodate the new approach.
- Management must be more proactive with regard to employment.
- If community developers are employed proper arrangement need to be made
- Objectives are just on paper.
- Management is not goal directed.
- Finances and the administration of it is a problem.
- Lack of planning with regard to case management.
- Lack of planning and support in the implementation of programmes.
- There is poor training of certain aspects of the developmental approach.

Strategic planning is designed to assist managers in forecasting the future and you making decisions today that will lead to the future desired by the organization (Dubrin 1989).

According to Hess Siciliano (1996) the mission statement reveals the organisation's long term vision of what it wants to be and whom it wants to serve. An effective mission provides a general sense of direction of every individual and group in the organization.

Long term objectives must be established to ensure accomplishment of an organisation's mission. These objectives are specific, measurable, achievable, written, coordinated, prioritized, time bound and accepted (Dubrin 1989).



It is also important to evaluate what is happening in the environment and evaluating the organization in terms of those trends.

According to Plunkett and Attner (1989) monitoring and feedback devices are used at all levels of management to watch the progress of plans and make any changes necessary.

### **Community/social factors**

Unemployment/lack of community structures

The responses of some of the participants indicated that the lack of economic structures/unemployment can be viewed as a problem in applying the developmental approach. There are no income generating programmes where clients can be involved.

Social development is linked to economic development and this distinguishes it from other approaches for promoting peoples welfare (Midgley 1995). The developmental model according to Midgley cannot take place without economic development.

Gray (1996:10) states further that developmental social work recognizes the link between welfare and economic development. Social development is inextricably linked to economic development. It has an interdisciplinary focus which draws on the ideas of the various social sciences. The concept social development involves a sense of process. It is progressive in nature. (Todaro 1992).

It is concluded that it is important that there is a link between social and economic development.

### Partnerships

The participants generally agreed that there is a need for partnership. Some of the participants stated that they have good partnerships with other organizations, communities, business sectors while others have problems in this area. They cited the following as major problems:

- Competition with regards to funding.
- There's no coordination of services.
- Overlapping of services.
- There is also a problem that roleplayers withdraw or play a lesser role when social workers get involved.
- The roleplayers ways of doing thing differ.
- There is uncertainty about the social workers role.



There is a need for partnership between government and non governmental welfare sector as well as within that sector. It based on the reality that government alone cannot deliver welfare services. The present partnership consists of various problems. This include specialization, fragmentation, dislocation, isolation, gaps and duplication of services. The specialization of services leads to the problem of fragmented service delivery. The specialized and fragmented nature of social welfare service delivery cause it to be isolated from broader infrastructure. This kind of service restricts comprehensive community networks or effective services. All these problems lead to serious gaps in service delivery. It also causes duplication of services by different service providers in the same geographic area. (Provincial Administration Of The Western Cape 2002).

It is concluded that no organization or institution can have a successful developmental approach if they function on their own. We need to pool our resources, competencies and capacities through partnership to develop efficient and sustainable programmes. The people and communities must form part of the partnership.

#### Financial sustainability

According to one participant the developmental approach will not be sustainable if it does not meet a demand. The developmental approach will thus be sustainable depending on the nature of the projects. Many participants stated that the financing of projects is a problem.

According to the Financing Policy (1999), there will be a shift from focusing on quantitative services to a focus both on qualitative and quantitative services. The focus would not only be on how many persons have been attended to but also how effective the services are in meeting the needs of people. There will also be a move away from subsidizing posts to programme financing. It is also stated that the welfare budget will never be sufficient to address all the services that should be delivered. It thus important that the implementation of the finance policy leads to optimal use of finances and resources to achieve maximum results.

It is concluded that finances is a scarce commodity and should be use appropriately and effectively to meet people's needs.

#### Overlapping of service

The participants in one focus group stated that the overlapping of service especially in

schools in the area is a problem. Everybody concentrates on the schools where they deliver programmes.

This includes different organizations and role players.

The specialized and fragmented nature of social welfare service delivery lead it to be isolated from broader infrastructure. These services have little comprehensive community networks or effective services. These problems lead to serious gaps in service delivery as well as causing duplication of services by different service providers in the same area.

(Provincial Administration of the Western Cape 2002)

It can be concluded that overlapping of service is a major problem experienced by this focus group and needs to be address through effective partnerships.

### **Community participation**

Although the participants realized the importance of community participation in order for projects to be successful the problems related to community participation are major.

#### **Community apathy and dependence**

The participants viewed community apathy and dependence as a major problem and it can be derived from the following:

- People are not interested in helping themselves as they prefer to apply for grants or ask for handouts. There was also the fear that the giving of food parcels and grants might lead to dependency.

### Power struggles

The power struggles in the community dampen the developmental approach.

### Suspicious towards state departments

According to one focus group there is suspicion towards the state.

### Community expectations

Many participants agreed that people want incentives when they participate in programmes. The question raised, however, was what incentives do we have for people. Cathiram (2003:44) states that crucial to social change is active participation at different levels. This will give people the opportunity to contribute to change which will lead to nation building, reconciliation and reconstruction. The author also agrees that a lack of participation and human resource capacity is a problem.

Potgieter (1998:41) emphasizes that in the process of participation life skills of people must be developed to empower people. This would include skills to participate in national debates, organise for social justice and demonstrate on behalf of themselves.

According to Lee (1992:153) the motivation of participants in civic affairs is important. He proposes a reward system that acknowledges people who have contributed in a meaningful way to the development of communities.

It is concluded that the participation of communities in the developmental approach is very important. It is however acknowledged that the lack of participation and problems related to participation is a major problem. It must be emphasized that in the process of participation the skills of people must be developed in order for them to become part of the development process. It is important to listen to what people are saying or not saying and to be patient in getting people involved. The possibility of a reward system is also proposed.

#### **4.2.2. Organizations response to new policy**

##### **Strategies/projects for capacity building**

##### **Poverty alleviation**

The participants agreed that poverty must be addressed to render a developmental social welfare service. This is, however, difficult due to the shortage of staff and lack of participation by community members. Two of the organizations have poverty alleviation programmes on an ad hoc basis. According to the participants of the one organization they address poverty largely by giving grants and food parcels. They were of the opinion that it must be coupled with programmes to avoid dependency. The participants of one organization mentioned that they have skills training that leads to income, namely; bakery and ironing projects. Some of the people that receive training were appointed in the bakeries of Pick n' Pay and Checkers. There were others that received an income from baking from home.

According to Patel (2003) social welfare policies and programmes should be targeted at poverty prevention, alleviation and reduction and should build peoples capacities to achieve self sufficiency. Gray (1996) agrees that social development is viewed as a comprehensive attack against poverty based on social, political, economic and cultural goals.

The participants' response that the giving of food parcels can lead to dependency can be compared to the study of Mkhwanazi and Triegaardt. The respondents in their study stated that social work is a hand out service if financial, or material assistance is provided without a purpose of developing clients to learn skills and become independent.

#### Individual development

According to the participants they develop people on an individual basis through focusing on their strengths and building on it. This takes place on a daily basis. The individualist strategy according to Midgley (1995) encourages the adoption of measures that enhance individual functioning, create a more vibrant enterprise culture and facilitates the productive use of the market by ordinary people.

Individuals can only meet their own needs and these of their families and dependants if there are jobs and opportunities for self-development. A positive culture of enterprise should be created by governmental and other organization to support individual effort .

It is therefore important that action should be taken to increase opportunities for individuals to participate in the market.

It is concluded that poverty must be addressed to render a developmental social welfare service. The organizations mentioned have different ways of addressing poverty. Service rendering must be targeted at poverty prevention, alleviation and reduction. It is also concluded that people can be developed on an individual basis.

#### **4.2.3. Suggestions for implementation of the developmental approach**

##### **Organizational strategic planning**

The participants acknowledge the importance of organizational strategic planning.

They made the following suggestions:

- Organizations need to restructure when adopting the developmental approach
- Proper planning for additional staff .
- Proper planning to fill positions as soon as possible when social workers leave.
- Organizations must have clear objectives. Some of the participants mentioned that they do not have clear objectives. Others have clear objectives which are evaluated on a regular basis.
- Some organizations plan and evaluate their services but many do not achieve the goals set out. It is important that management find out the reason why.
- Statistics must be used to audit what organizations have and what they have to plan for the future. The organizations service must be evaluated.



109.

- The support of management is important in planning.
- More community developers should be employed.
- Their role must, however, be clearly specified.
- Training for social workers. This training should include economic activities.
- Management should also be included in the training.
- Social workers should always be available to interview clients. This is not always possible.
- One participant mentioned the importance of a appraisal system to help staff develop, assess any problems that could have a negative effect on service delivery.

Strategic planning is designed to assist managers in forecasting the future by making decisions today that will lead to the future desired by the organization, (Dubrin 1989).

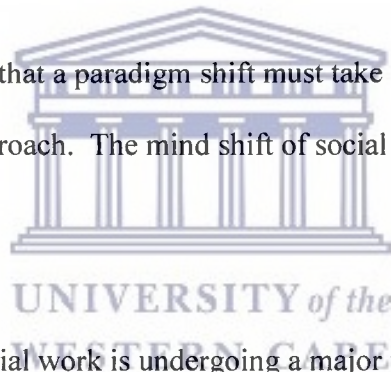
According to Lewis, and Souflee (1991:55-58) strategic planning starts with a needs assessment. This is a procedure that should be repeated on a regular basis. It is through needs assessment that the needs and priorities of the entire target population are identified. The broad needs assessment, a understanding of the nature of the agency itself should be used to develop the organizations mission. The mission statement answers the question "what business are we in?" According to Hess and Siciliano (1996) the mission statement reveals the organization's long term vision of what it that needs to be and whom it wants to serve. An effective mission provides a general sense of direction. It is

also important to evaluate what is happening in the environment and evaluating the organization in terms of those trends. (Hess and Siciliano 1996).

According to Plunkett and Attner(1989) monitoring and feedback devices are used at all levels of management to watch the progress of the plans and make any changes necessary.

### **Paradigm shift**

The participants generally agreed that a paradigm shift must take place if organizations implement the developmental approach. The mind shift of social workers and clients must take place.



It was also acknowledged that social work is undergoing a major paradigm shift. A critical examination of current social work roles, programmes, services and policies is therefore necessary (Gray 1997:360).

According to Rankin (1997:189) the perception of the curative role social work role is deeply embedded in the minds of social workers. A paradigm shift is therefore needed to make social workers more receptive for developmental work. This is especially the case where the economic component is concerned.

Lategan (1996:19) agrees that social workers must not only understand developmental social work but there must be a willingness to transform within the new welfare paradigm. They should examine the need for change in the values, principles and methods from a First World style of service delivery to a service delivery to the majority of the population who are struggling to survive due to poverty.

It can be concluded that in order to be developmental a paradigm shift needs to take place. This includes the social work need for change in the values, principles and methods of service rendering.

### **Training**

The need for training was acknowledged by most of the participants. This training should also include managers. All role players involved in community development must be trained. The need for re-training and refresher courses was also acknowledged, especially related to economic activities.

In terms of the White Paper for Social Welfare (1997) the drastic changes in welfare policy has implications for social work education. It is suggested that training institutions must be encouraged to bring their programmes in line with new national directories. A new welfare policy leads to a change in the environment that social workers must function in. It is therefore important that education responds and adjusts curriculum accordingly (Rankin 1997:190).

It is proposed that social work education schools should make use of the opportunity to review the social work curriculum to bring it in line with demands of the new system (Rankin 1997:190).

It is concluded that there is a need for training especially with regard to community development.

### **Specialization**

According to the data it appears as if most participants agree that there should be specialization in the developmental approach. This is largely due to the fact that social workers are preoccupied with statutory work which leaves little time for developmental projects. A section that deals specifically with community development projects should be established.

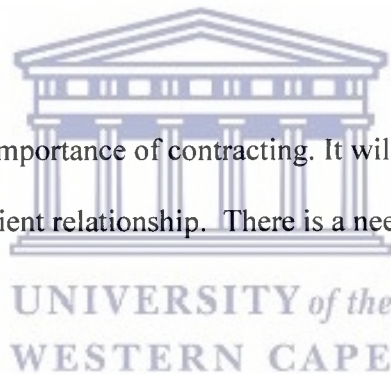
A comprehensive generic integrated service was promoted. The welfare system in the past was of a rehabilitative and specialized nature. This is necessary but not in all cases. In view of resource constraints generic services were encouraged. This type of services will be restricted in order to address needs more comprehensively, appropriately, efficiently and effectively (The White Paper for Social Welfare 1997).

According to the Finance Policy (1999) no residential care facility or welfare service organization should be structured around or focus exclusively on any one special

development area. Organizations should, however, be structured around and provide services to one or more focus groups. National and provincial organizations which function as networks or coordinating bodies would be required to make the same paradigm shift away from special development areas to integrated and holistic services to one or more of the focus groups. It can be concluded that most of the participants were in favour of a specialized section in the organization. The White Paper for Social Welfare (1997) is in favour of a generic approach.

### **Contracting**

The participants emphasized the importance of contracting. It will give the necessary boundaries to the social worker client relationship. There is a need for people to take responsibility for their own life.



Potgieter (1998:154) defines a contract as follows: “ a contract is an explicitly stated agreement between a helper and client system that specifies goals for change, identifies tasks and roles for the participants in the process and lay down criteria that will be helpful during the measurement of progress towards the desired end.”

It is further stated that it maximizes the participation of clients and ensure helper accountability. The involvement of the clients increases a sense of control, enhances motivation and encourages commitment towards changes.

**Interdisciplinary**

It is derived from the data gathered that social workers realize that there is a need for an interdisciplinary approach. Social workers are involved in different initiatives to enhance the interdisciplinary approach, for example, Link and Share (group), link with clinics, schools, forums and the police. There is also a need to work more closer together. There is also a move towards establishing platforms for all role-players to say what each one of us are doing. The social workers would use less resources, but would reach more people.

Midgley (1995) agrees that social development is a multisectoral approach and thus requires all sectors of society to work together towards social upliftment. It entails that social workers have to work co-operatively with other disciplines. The White Paper for Social Welfare (1997) also mentions the need for cooperative work with community workers, child and youth care workers, social auxiliary workers and community volunteers. In order to implement a multi sectoral approach in social development there must be a movement away from competition to co-operation. Nielsen (1996) writes that the interdisciplinary nature of development implies that no particular sector can claim ownership (Khanyile 1996).

It is concluded that there is a need for a interdisciplinary approach. All role players need to work close together and set the boundaries with regard to service rendering.

#### 4.2.4 Final conclusion

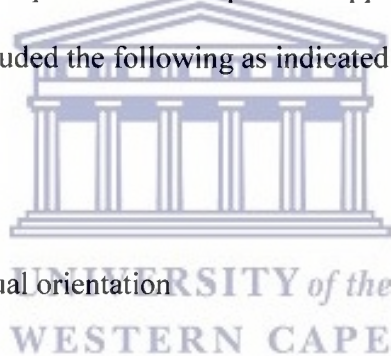
The outcome of the research indicated that social workers on all levels and at different organizations acknowledge the need for and potential value of the guidelines for a developmental social welfare approach. The dire need for professional, volunteer and human resources and supportive structure for the implementation of the guidelines, leaves both professional helpers and clients systems frustrated.

#### 4.2.5 Recommendations

The social workers had a good concept of the developmental approach to social welfare.

In a ideal world it would have included the following as indicated by the participants namely:

- It is a long process
- It is community and individual orientation
- Economic development
- Preventative programmes
- Strength perspectives
- Capacity building and empowerment
- Partnerships



In order to implement what social workers know about the developmental approach it is important that the challenges that they experience be addressed. I would recommend the following:

Professional working conditions – A thorough research with a plan of action should be

done on the working conditions of social workers.

Work overload and crisis intervention – It is recommended that organizations restructure in order to address the work overload. A specialized section must be established at organizations that deals specifically with community development projects. The social workers or appointed community developers in this section can be used to specialize in community developmental programmes, especially preventative and educative programmes.

The other social workers be employed as crisis and caseworkers. It is also important that these social workers contract with every client in order to set clear boundaries on the period of service delivery. The use of more volunteers to render a support function should also be encouraged.



Lack of human resource-It is recommended that the lack of human resource should be given priority attention. This should include the reason for social workers leaving the profession. The filling of posts should be done as soon as possible after resignations. The recruiting of more volunteers to render a supportive function should also be addressed.

Salaries –Management of private organizations need to take the lead for lobbying for equity in salaries of social workers of non-governmental organizations and the Provincial Administration Of the Western Cape.



#### Organizational factors

Lack of support by management – It is recommended that more emphasis should be placed on the supportive function of management. This includes creating an environment that is conducive for the functioning of social workers for example proper planning and organizing. The possibility of establishing an employment assistance programme of organizations should also be explored.

Lack of cooperation between social workers and community developers – It is recommended that a consultation process takes place to discuss the specific roles and expectations of social workers and developmental workers. This should be used as a basis for further planning to deal with the specific problems.

Strategic planning –The strategic planning of organizations may be viewed as the most important part of their functioning. This should be evaluated on a regular basis to establish if the staff are still on course. Every staff member should form part of this process. The necessary changes should be made if possible

#### Community/social factors

Unemployment/lack of economic structures – It is recommended that social workers receive training with regard to economic development processes. It is further recommended that economic structures be created in liaison with all role players.

Partnerships – It is recommended that all organizations establish forums where all role players can discuss coordinated service plans and problems related to partnerships. Contracts must also be established to set clear boundaries with regard to service rendering.

#### Community participation

The participation of communities in the developmental approach is important. It is recommended that in the process of participation the skills of people be developed in order for them to become part of the development process. It is important to listen to what people are saying or not saying and to be patient in getting people involved.

The participants made the following recommendations:

#### Organizational strategic planning

- Organizations need to restructure when adopting the developmental approach.
- There should be proper planning for additional staff.
- Proper planning to fill positions as soon as possible when social workers leave.
- Organizations must have clear objectives.
- Statistics must be used to audit what organizations have and what they have to plan for the future. The organizations service must be evaluated.
- The support of management in the planning process.
- More community developers should be employed. Their role must, however be clearly specified.

- Training for social workers. This training should include economic activities and management should also be included in the training.
- An appraisal system to help staff develop, assess any problems that could have a negative effect on service delivery.

#### Paradigm shift

The participants recommended that a paradigm shift should take place if organizations implement the developmental approach. The mind shift of social workers and clients must take place.



#### Training

- Training of all role players in the developmental approach was recommended. This includes re-training and refresher courses.
- Training institutions must be encouraged to bring their programmes in line with new national directories.

#### Specialization

- It is recommended that there be specialization in the developmental approach. A section that deals specifically with community development projects should be established.

Contracting

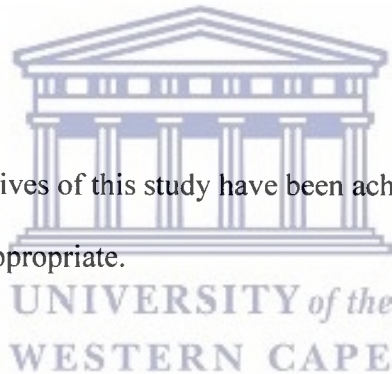
- It is recommended that social workers contract with clients.

Interdisciplinary

- It is recommended that organizations work closer together and create platforms for discussions.

**Final comment:**

It can be concluded that the objectives of this study have been achieved and that the methodology selected was most appropriate.



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## APPENDIX A

The following themes were explored in the personal interviews:

1. Tell me about your experiences of the implementation of the developmental social welfare policy as introduced by the White Paper for Social Welfare (1997).
2. The organizations response to the quest for addressing wide spread poverty.
3. Suggestions for the implementation of the social development process.



## APPENDIX B

The following themes were explored in the focus group interviews:

1. Tell me about your experiences of the implementation of the developmental social welfare policy as introduced by the White Paper for Social Welfare (1997).
2. The organizations response to the quest for addressing wide spread poverty.
3. Suggestions for the implementation of the social development process.

