

"AN ANALYSIS OF THE DEPARTMENT OF SOCIAL WELFARE & PENSIONS'
CAPACITY TO RESPOND TO THE NEEDS & SOCIAL PROBLEMS
OF THE PEOPLE IN VENDA".

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UNIVERSITY OF CAPE TOWN

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WELFARE & PENSIONS' CAPACITY TO RESPOND
TO NEEDS & SOCIAL PROBLEMS OF THE PEOPLE
IN VENDA"

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DEDICATION

This work is dedicated to my father, Elias Mabila Davhana, my mother, Mudjadji Dorcus Davhana, and my grandmother, Muofhe Emma Mudau.

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Warm appreciation is extended to all the Directors, Managers and other Officers of different Government Departments, Welfare Organizations and Institutions, for providing me with all the information without which this project would not be successful.

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ABSTRACT

This study analyses the Department of Welfare & Pension's capacity to respond to the needs and social problems of the people in Venda. The analysis focused on the internal and external factors that have a bearing or impact on the Department's service provision.

The internal organizational factors covered aspects such as the structure of welfare service provision, some management processes, resource limitations, human resource management, and methods or approaches used to address the needs and social problems, other employment conditions and the welfare approach at state level.

The external factors covered the unfavourable political and socio-economic conditions experienced by the Welfare Department and it's clientele. The study also describes and examines the types of social problems and needs of the people, and what the Department is actually able to provide.

How the Department responds to problems and needs is examined in relation to the social work profession.

An exploratory descriptive approach was used. Data was gathered from primary and secondary sources. Observations and interviewing were used for collecting primary data. Both structured and unstructured interviews were carried out with people belonging to various professions, Government Departments and welfare organizations. The needs and social problems of the clients were quantified in terms of the Department's statistical records and waiting lists. The services rendered by the Department of Social Welfare and Pensions were quantified in terms of clients being served, the number of projects and programmes undertaken, and available welfare institutions.

The findings revealed that there are problems surrounding the analyzed factors. The Department's capacity to respond to needs is limited, and is also negatively affected by many factors.

The analysis demonstrated that the most serious constraints of the Department are the discrepancy between needs/problems and resources, as well as the over utilization of a single social work method of problem solving.

Serious problems exist as regards human resource management, motivation, job satisfaction, and other employment conditions. Such problems have a negative impact on the provision of social welfare services.

The welfare approach at State level, Welfare policy, and Venda's economic dependency on South Africa, also have serious implications for the Department's response to needs and problems.

The study's recommendations draw attention to the need for improvement in the areas or factors examined. An alternative organizational design to improve the Welfare Department's capacity, is suggested, and details on how it could work are provided.

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LIST OF ABBREVIATIONS

1. AGRIVEN : Venda Agricultural Corporation
2. BENSO : The Bureau for Economic Research:
Co-operation & Development
3. DBSA : Development Bank of Southern Africa
4. FAMSOVE : Family and Marriage Society in Venda
5. HSRC : Human Sciences Research Council
6. PHALALANI : Phalalani Society for The Mentally Disabled
7. PSC : Public Service Commission
8. RAU : Rand Afrikaans University (The Institution
for Development Studies)
9. RSA : Republic of South Africa
10. SAVE : Society on Alcoholism and Drug Dependency
In Venda
11. THUSANANI : Thusanani Christian Association For The
Handicapped
12. TSA : Tshilidzini Society for the Aged
13. VDC : Venda Development Corporation
14. VEC : Venda Electricity Corporation

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CHAPTER ONE : INTRODUCTION AND ORIENTATION

1. INTRODUCTION

Social Welfare Services in Venda have been in existence since 1968, and there has been development as regards professional welfare services. Venda as a developing country is facing a lot of changes economically, socially and politically.

The increase in population and urbanization brought with it problems such as, unemployment, marital disputes, family breakdown, non-payment of maintenance, teenage pregnancies, juvenile delinquency and poverty.

The demand for social welfare services has increased significantly alongside the increase in social problems experienced by the people. This has created a strain on the limited capacity of the Department of Social Welfare and Pensions, which is the chief provider of social welfare services.

There are a number of factors which attribute to, affect and influence the Department's capacity to respond to the needs and social problems of the people in Venda. Some are internal Departmental factors. These factors are also influenced by external economic and socio-political factors.

This study was conducted within the context of social planning and administration in human service organizations. It is intended to examine the Department's capacity to respond to the needs and problems of the people. The study does not claim to analyse or examine every factor which might have an influence on the capacity of the Department. The main internal organizational or Departmental factors examined are limited to employment practices and service conditions such as :

- Structure of Welfare Service Provision
- Resource Limitations (human and material resources)
- Approaches or methods of addressing the social problems and needs of the people
- Management processes
- Human resource management - orientation, supervision, staff development and performance appraisal
- Other employment conditions, such as motivation and job satisfaction.

The welfare approach at State level is analysed. The influence of the country's independence on the socio-economical position of the country is discussed. The two are seen to have an impact on the Department's capacity.

In many countries in the world, there is a discrepancy between State welfare provision and community needs and social problems. However, one of the significant issues is how State Welfare Departments build and maintain their organizational capacity to respond to these needs and problems, in such a way that limited resources can be mobilized in the interest of development, and not dependency.

2. AIMS AND OBJECTIVES OF THE STUDY

The study seeks to explore, analyse and evaluate the Department of Social Welfare and Pension's capability to provide professional welfare services to the people of Venda. The study identifies the link between the needs and social problems of the people by means of analysing the social problems experienced by the people in Venda and analysing what the Department is doing, and how it is doing it, in order to meet these needs and solve these problems.

Examining and highlighting the manner in which the Department handles aspects, such as human resources management, motivation

and job satisfaction, can bring awareness to the Department regarding what contributes to the calibre of manpower. Although it might not be easy, nor possible for the Department to alter the external factors that have an impact on it's capacity, it can however improve employment conditions and practices, as well as management processes, and consequently improve the Department's provision of welfare services.

It is hoped that this study will develop ideas which might be useful in the Department and other human service organizations.

3. DEFINITION OF TERMS

This section defines and discusses some of the key concepts used in this study. Some are defined according to how authorities in the field of social welfare and management explain them, while others are operationalized.

Concepts which need to be defined in their abstract form, or to be operationally defined, which are not included in this chapter, are defined in their respective chapters where they are used. The following terms and concepts are defined.

3.1 The Country

The country refers to the Republic of Venda. It is a South African Black independent state. Details about the country are in Chapter Three.

3.2 The Department

The Department here refers to the Department of Social Welfare and Pensions in the Venda Government Service. Chapter Four provides much more about the Department.

3.3 Muvenda and Vhavenda

The term Muvenda refers to one person who is Venda speaking. In this sense, the prefix mu- is a singular noun for a person. Prefix Vha- is a plural noun for persons or people. Therefore Vhavenda means more than one Venda speaking person. The term 'Venda people' will be used in this study as a synonym for Vhavenda, and this should not be seen in a derogative sense.

3.4 The Department's capacity

The Department's capacity in this study is operationalized. The capacity refers to what the department is capable of doing, or providing at a specific time. Specific time in this study refers to the period 1980 to 1990. The capacity of the department is determined by the availability, utilization and management of its resources, both human and material. It is also determined by the effectiveness of its management processes and methods of addressing needs and problems. The structure of welfare service provision, and how motivated and competent the personnel (social workers) are in rendering services, also contribute to the capacity.

3.5 Social needs and problems

Social needs and problems are of significance in this study, since the effectiveness of social welfare service provision has a bearing on the solutions of these problems, or meeting of the needs.

Needs are sometimes confused with problems. However, one can say that it is when the need is partially or inadequately met, or totally unmet, that a problem becomes evident. The researcher has therefore decided to define and/or discuss the two concepts under the same heading. First the concept need will be dealt with, followed by social problems.

A number of authors tackle the concept of need, or social need, in different ways. In this study, reference is made to definitions by Martin Wolins, Jonathan Bradshaw and David Macarov. According to Wolins, as cited in York, need is, "a tension state generated in the process of psychological, psychic and social functioning." (York, 1982 : 56)

Macarov categorised the concept need into three sub-divisions, viz :

- Common human needs, that affect everyone at some time in his or her life. These needs are viewed in terms of Macarov's primary and secondary needs which welfare deals with.
- Special human needs, that affect only certain groups or individuals, such as the disabled, aged, uneducated, disaster victims and those who are not prepared for some social functioning, e.g. parenting, retirement from employment, etc.
- Socially created needs that arise from, or are created by the structure of society, e.g. unemployment, housing shortage, etc. (Macarov, 1978 : 25 - 26)

Bradshaw, as cited by York, identifies four types of needs, viz, normative, felt, expressed and comparative. In this study, these different categories of need are used. According to him, normative need, is the need which exists when an individual or groups falls short of the desirable standard laid down by either experts or professionals. He also postulates that the normative definition of need, maybe different according to the value orientation of the expert.

Normative standards change in time due to developments in knowledge, and the changing values of society. (York, 1982 : 57 - 58). Normative needs, as regards the situation in Venda, can be seen as those needs which social workers identify and take the initiative to meet them before the

communities actually express them, e.g. need for establishing creches, or educare centres, to help working mothers and the children, after school care, etc.

A felt need, Bradshaw says, is an inadequate measure of 'real need'. It is perceived by the person who is feeling or experiencing it as an actual need. It is what a person wants. Expressed need is a felt need turned into action or demand for service to meet the need. (York, 1982 : 58). Visits to offices and waiting lists of clients who need help, are considered as a measure of unmet expressed needs in the Welfare Department.

Comparative need is determined by lack of services for communities with the same characteristics as those who receive services. (York, 1982 : 58). In this study, comparative needs are those for which the Welfare Department cannot provide yet. Such services are available elsewhere outside Venda. Example of this is the lack of an institution where juvenile delinquents can be rehabilitated.

In this study, social problems are operationalized to mean those conditions of people in Venda, that are perceived as undesirable and that calls, amongst others, for the attention or intervention of social welfare services. Such undesirable conditions include the following : Handicap persons from carrying necessary roles; Unable persons to command social resources sufficient for survival and development; and, make personal behaviour disruptive to others or conflicts with socially accepted norms.

3.6 Development

Todaro asserts that, "Development is a multidimensional process involving major changes in social structure, popular attitudes and national institutions, as well as the acceleration of economic growth, reduction of inequality and the eradication of absolute poverty." (Todaro, 1981 : 70)

Willy Brandt speaks of development in terms of;

"desirable social and economic progress It must mean improvement in living conditions for which economic and industrialization are essential."

Brandt went on to say that development is more than the passage from poor to rich, from traditional rural economy to a sophisticated urban one. It carries with it not only the idea of economic betterment, but also of human dignity, security, justice and equity. (Brandt, 1980 : 48 - 49)

According to Gil, development aims at what he calls, the common domain of social policies which is " ... the overall quality of life in society, the circumstances of living of individuals and groups and the nature of all intra-societal human relationships." (Gil, 1976 : 13)

In this study, development of the country Venda, refers to a state of desirable progress of the country, as regards her economic socio-cultural and political conditions, which should result in the improvement of the people's quality of life, physically and psychologically.

The effectiveness of the social welfare service provision is therefore of essence in the development of the people.

3.7 Effective Social Welfare Services

According to Patti, and others, service effectiveness is reflected in three kinds of outcome, which are :

- The extent to which the agency is successful in bringing about desired change in or for the client system it serves. In the case of individual clients, there may be changes in behaviour, cognitions, skill levels, attitudes, alterations in social status, or modifications in undesirable environmental conditions.

- The second aspect of effectiveness, is service quality or the extent to which the organization is competently implementing methods and techniques that are thought necessary to achieve service objectives. Service quality can be measured against standards prescribed by the agency based on prior experience, models used in other organizations or advanced in the professional literature, or those promulgated by regulatory bodies. Accessibility, timeliness, consistency, humanness and technical proficiency of services are examples of service quality.
- Client satisfaction is the third dimension of effectiveness. This is concerned with how consumers assess the quality and/or impact of the services received. They also said, in addition to direct feedback from clients, client satisfaction can sometimes be inferred from attendance rates, premature termination, reapplication of services and related types of data. (Patti et al., 1988 : 8)

This study examines the factors which affect the Department's capacity to respond to needs and problems. Effectiveness of welfare provision in Venda is therefore determined by its capacity. The effectiveness of the Department of Social Welfare and Pensions to its clientele, will therefore be seen in the light of what Patti and others outlined. The first and second aspects will be considered in reference to the organization as such.

3.8 Internal Organizational Factors

Internal organizational factors refer to employment conditions and practices such as, human resource management, motivation and job satisfaction, management processes, resource limitations, methods or approaches used to meet social needs and solve social problems, structure of welfare service provision and welfare approach at State level.

3.9 External Environmental Factors

By external environmental factors, the researcher means the economic and socio-political aspects in the environment that have a bearing on welfare service provision. This involves the way the government is structured, the economic position or status of the country as an independent Black state, and some socio-cultural aspects.

3.10 Resource Limitations

In this study resource limitations refer to, the shortage or total lack of material and human resources. Material resources refers to office accommodation, vehicles, welfare institutions such as, homes for the aged, neglected children, reformatory schools, community centres, recreational centres and equipment such as, photocopiers, etc. Human resources refer to professional social workers and clerks.

4. OUTLINE OF THE STUDY

This section outlines the chapters which deal with different aspects contributing to the value of the study.

Chapter Two explains the research design and methodology. Research questions are asked and the study attempts to answer them through the information or data gathered. Methodological steps and data gathering procedures are explained. Limitations of the study, forms the last part of this chapter.

Chapter Three deals with the profile of Venda. It provides a geographical, social, economical, political, health and educational profile of the country. The lifestyle of the Vhavenda is to a certain degree reflected. Welfare services at community level are also discussed. The government structure and how the country is governed forms part of this profile. As such, this chapter is descriptive in nature.

Chapter Four looks at the organizational context of the Department of Social Welfare and Pensions. History of the department is given to facilitate understanding of the department's development. In this chapter most aspects are described without evaluation. Such aspects are : What type of organization the department is, it's objectives, organizational structure and functions, budgeting and how the department is funded, and the structure of welfare service provision.

Also discussed in this chapter, is the welfare approach at State level, i.e. Welfare policy and basic philosophy, and, principles influencing the policy formulation. An analysis of the policy and its implementation is given. This part of the chapter is more analytic in nature.

Chapter Five, which is analytic in nature, deals with the Departmental internal aspects such as, the approaches or social work methods used to address the needs and social problems, management processes, limitation of human and material resources, human resource management, and important employment conditions and practices, such as job motivation and satisfaction.

It is however important to gain the knowledge of aspects discussed in this chapter. The reason for this being, most of these aspects provide the understanding of what contributes to and or affects the Department's capacity to respond to the needs and problems of the population.

Chapter Six discusses the types of social problems experienced by the people of Venda. These problems are grouped according to social welfare agency categories. The chapter also discusses what the Department actually does as a way of addressing these problems. Statistical figures of cases are given where possible, to illustrate the existence and severity of the problems and needs.

Chapter Seven concludes, summarizes and makes recommendations. The researcher made a number of suggestions as regards improvement in areas or aspects such as human resource

management, other employment conditions, social work methods resources and welfare policy. Amongst these recommendations are specialization of services and a matrix organizational design which has a number of advantages to the employees and the clientele. These recommendations might be implemented to improve the Department's capacity to deliver social welfare services.

CHAPTER TWO : RESEARCH DESIGN & METHODOLOGY

1. RESEARCH DESIGN

This study is exploratory - descriptive in nature. According to Forcese and Richer (1973:79) the descriptive design aims at exploring and providing clarification of some phenomena where accurate information is lacking. Babbie, (1983:74) says this method or design is used when the researcher is beginning the enquiry into a particular field. Exploratory - descriptive design in this study is used to explore and describe the social conditions in Venda and the relationship between the Department of Social Welfare and Pension's capacity to respond to the needs and social problems of people and factors that determine impact on it.

As Selltitz states, such a study is undertaken in order to :

- highlight areas for subsequent research;
- gain better understanding of the problem investigated;
- test the possibility of undertaking a more detailed study;
- develop methods which could be employed in a more detailed study. (Selltitz, 1959:50)

Sources of data and specifications of the procedures used in this study and how each procedure provides the needed information has been provided in subsection 3 below.

2. RESEARCH QUESTIONS

Research questions asked in this study are as follows:

- How do internal Departmental and external environmental factors affect the Welfare Department's capacity to respond to the needs of the communities and, are the effects positive or negative?
- Is there a multiplier effect - does one or some problems lead to others, and how do they impact on service provision?
- Does the present welfare approach at State level, the structure of Welfare Service provision; limitation of human and material resources; management process; other employment practices and approaches or social work methods used, make an impact on existing social conditions?
- Can the available resources be used more appropriately and creatively in order to facilitate the development of the people in Venda?

3. DATA SOURCES, METHODOLOGICAL STEPS AND DATA GATHERING PROCEDURES

The researcher collected data from both primary and secondary sources. Different procedures were used, viz; Literature study observations and interviews.

3.1 Secondary Data

Secondary data was obtained through literature study and through studying reports, Acts and other important documents from the following sources:

- Venda Department of Social Welfare and Pensions annual reports for information on the Department's activities and resources in the years from 1985 to 1989 inclusive; Files, Acts and other important documents from this Department for other welfare issues.
- Annual reports of Departments such as Internal Affairs for information of employment and unemployment statistics, birth and death rates; Health for health services provided; Education for the education system in the country, other educational issues, and statistics of teenage pregnancies.
- Departments of Finance and Audit reports for information on sources of revenue and other important financial matters that have an impact on social welfare service provision.
- Department of Commerce and Industry for information pertaining to employment in industries and liquor outlets in the country (factor contributing to juvenile delinquency and drunkenness of adults).
- The Divorce Register at the Supreme Court for statistics on divorces that took place from 1979 to 1988, inclusive.
- Statistical reports of the Office of the State President for population statistics and base line data reports for information on quality of life indicators.
- Public Service Commission Departmental documents for information on recruitment, induction and orientation as well as social workers' salary issues.
- Newspapers and reports from the Department of Information on issues pertaining to National Independence and other social issues.

The researcher made use of the literature available in Venda State Library, Venda University Library, and the Cape Town University libraries. The literature reviewed is within the fields of social work, social research, organizational theory and management of business and human service organizations. Special reference was made to data which dates as far back as 1955.

3.2 Primary Data

Primary data was obtained through observational enquiry as well as through the utilization of the research technique called "interviewing". Details on how this technique was used is discussed in subsequent subsections.

3.2.1. Observations

Observational enquiries were used to obtain information from the Departments, some of the private welfare organizations, institutions, welfare projects and from the general public. Both participant and non-participant observations were used.

Participant observation took a form of full involvement, as both a researcher and employee, in the activities of the development division of the welfare branch. The researcher attended bimonthly social workers meetings, some welfare planning meetings at Head Office and other important meetings both within and outside the Department. It was also possible for the researcher to observe and participate in the executive and board meetings of private welfare organizations such as "THUSANANI", "PHALALANI", "FAMSOVE", "TSA", and "FAMILY SCIENCE COMMITTEE".

The researcher used non-participant observation at institutions such as for the chronically ill, places of safety, children's home and hospitals. The daily interactions, and functioning of some of the staff members of the Social Welfare and Pensions and Health Departments was also observed. (These Departments' Head Offices are in the same building and their sharing of one of the equipments, is of interest in this study, and it poses some problems that will be outlined in Chapter Five.) This type of observation was also used for the general public; the life-style of Vhavenda, as well as the needs and social problems.

3.2.2 Interviews

Structured and unstructured interviews were also used to obtain data.

3.2.2.1 Unstructured Interviews

Unstructured interviews were conducted with key persons of some of the Departments mentioned earlier on. The Departments are:

- Department of Education: The researcher held a discussion with education planners on the educational system of Venda, the present and future positions of the school for special education in Venda, as well as the problem of teenage pregnancies in schools in Venda.
- The Department of Internal Affairs : The Director of Professional Services, and some of the key persons were interviewed. The researcher obtained information on employment and unemployment conditions in Venda.
- Department of Health : Discussions were held with community health nurses, health educators and nursing staff at Head Office of the Health Department. The

purpose was to obtain information on health services rendered by all three hospitals, community health services, and certain issues of teenage pregnancies.

- Department of Social Welfare and Pensions : The researcher interviewed the Director of Professional Welfare Services in 1988, concerning the structure of the Department. Other key persons such as the staff members of the staff section were

interviewed on matters pertaining to working conditions such as leave benefits, promotion of social workers, salary scales of social workers and other important issues. Chief social workers, as well as the Director were also interviewed concerning issues relating to orientation, supervision, staff development and other management issues such as recruitment procedures, budgeting, communication, planning, decision making, and the subsidization of private welfare organizations and societies, etc.

- Other people who provided verbal information were those working in the registry of both the Departments of Health and Social Welfare and Pensions. They gave information on equipments such as photocopying machine and procedures followed when copies are to be made. The people who work with social pensions were also interviewed in order to obtain information on old age and disability pensions.
- Department of Public Service Commission (P.S.C) : Key people were interviewed in order to get information on social work students holding the (P.S.C.) bursary, conditions of recruitment of qualified social workers, and matters pertaining to study leave benefits.

3.2.2.2 Structured Interviews

Structured interviews took place within the Department of Social Welfare and Pensions. The researcher interviewed qualified social workers to obtain information on human resource management, resource limitations, social work methods used and other important employment conditions and practices which have a bearing on the delivery of services.

3.2.2.3 Sampling

In this subsection, the discussion centres around sampling techniques employed, the procedures and units of analysis.

Sampling is choosing a portion of the population which is representative of the whole population. Babbie sees sampling as "the process of selecting a subset of observations from among many possible observations about large populations." (Babbie, 1983:160)

Purposive sampling was used in this study. With purposive sampling the researcher uses his or her own judgement about which respondents to choose, and selects those who best meet the purpose of the study. This sampling technique was used because the sampling frame is small and the subjects or units of analysis are known to have the information since they are the human resource in focus.

These social workers are social workers not by rank but by profession. They are social workers who entered the Department between 1980 and 1989 or who resigned from the Department during that period; even if they might have entered the Department before 1980.

Twelve social workers were interviewed. Of the twelve, four had resigned from the Department of Social Welfare and Pensions. A total population of thirteen (13) social workers who entered the Department between 1980 and 1989, and were still with the Department in 1989, was represented by eight (8) interviewed social workers.

3.2.2.4 The Interview Schedule

An interview schedule was used for interviewing social workers. Annexure 1 exemplifies this schedule.

The interview schedule was structured in such a way that it consisted of both closed and open-ended questions. Open-ended questions were asked to give respondents a chance to express themselves fully on particular aspects of working conditions and human resource management. The interview schedule was designed with the purpose of obtaining information on aspects of human resource management such as recruitment, orientation, performance appraisal, staff, development and supervision. Issues such as staff turnover and other employment practices, were also expected to be elicited by the interview schedule. Other aspects were - salaries, case load, promotions, leave benefits, job motivation, job satisfaction and programme evaluation. Lastly the schedule was expected to elicit information on resource limitation and social work methods used by the Department. All this information is important in providing answers to the research questions asked earlier on. The results of these interviews provide an explanation as to what affects the Welfare Department's capacity to provide services.

3.2.2.5 Interviewing the Respondents

The researcher made appointments to interview the respondents at places of their choice. Before the interview began, the researcher explained the purpose of study which was also briefly written on the schedule. Respondents were also reassured that the information provided was confidential.

During the interviewing process some of the recording of answers was done by the researcher. In most instances the respondents preferred to record themselves. However, the researcher verbally asked questions which appear on the interview schedule. Interview schedules were mailed to those respondents who could not be available for face-to-face interviewing. This involved those who had left the Department.

4. LIMITATIONS OF THE STUDY

The researcher experienced some difficulties in that some of the information was not readily available. These include :

- Statistics on teenage pregnancies. (Secondary pupils and students who became pregnant and who attended school at the same time). Requesting statistical figures from Education Department is one of the ways one can obtain such data. The researcher requested such figures from the Head Office of the Department of Education in September 1988. They were forwarded to her in July 1989, after a delay of ten (10) months. This delay was caused by the fact that the Education Department's Head Office did not have the figures, neither did the circuit offices. Only the schools themselves had the figures, and they had to compile them according to each year requested for, and then forwarded these to Head Office, which in turn forwarded them to the researcher.

- Statistics on juvenile offenders were not readily available.
- Statistics on divorce, from the Supreme Court were not readily available.
- At some stage, the researcher was refused permission to write anything about the organizational structure of the Welfare Department, by the 'then' Director of Professional, Welfare services. The Director claimed that the permission to use the structure of the Welfare Department, should be sought from the Parliamentary Cabinet, which of course was not correct.
- Most of the social workers preferred not to be interviewed at their homes. They requested to be interviewed at their place of work. This was difficult for the researcher, as she was expected to be at her own place of work during office hours. The problem of constant interruptions occurred during some of the interviews that took place in the offices. This also caused delay as new appointments were made.
- The researcher realized during interviews that some respondents had difficulty in understanding some of the questions posed. However, this was not due to ambiguity of the questions or hidden meanings. It was because some issues were not familiar to the respondents. There was a tendency amongst some of the respondents to report things as they think should be, instead of what is actually the case.
- It was difficult to follow up on those who had left the Department.
- There is scarcity of information on human resource management in social work agencies, especially in the South African Black Independent States.

- In general, it was realized that officers in the Government Departments did not seem free to give information. One Department never formally stated that such information was unavailable.
- The socio-political changes that took place in the country during 1990, also caused some delays in the study, as it affected accumulating data.

CHAPTER THREE : THE PROFILE OF VENDA

1. INTRODUCTION

This chapter gives a profile of Venda. A brief outline of the national independence and its implications to the country is provided. Other important issues of concern which are covered by this chapter include health, education, economic conditions and general welfare services. This profile exposes the environment surrounding the Department of Social Welfare & Pensions and the Department's clientele living within this environment. The conditions described in this chapter reveal needs and problems which the Department of Social Welfare & Pensions deals with.

2. NATIONAL INDEPENDENCE

Venda, previously part of South Africa, began its progress to independence in 1951 when twenty-five local and one community authority were established. Four regional authorities were established in 1959. Each regional authority was responsible for the development and administration of agriculture, education, health programmes and infrastructure in their respective areas. Seven years later, the territorial authority was reconstituted with increased legislative and executive powers. The administration of government departments was allocated to six councilors comprising the Executive Council. This was the beginning of cabinet-style government in Venda.

In 1971 a Legislative Assembly was established and executive power vested in an Executive Council headed by a Chief Councillor. In 1973 Venda was granted self-government within South Africa. (The Republic of Venda, 1979:11) Venda attained independence on 13 September 1979.

The process was a peaceful one. It is also stated that the new status holds both advantages and challenges for Venda. One of the challenges is said to be a long uphill struggle to gain

international recognition without which Venda will not have access to international development aid organizations, whose expertise and other assistance may be of benefit to Venda in its bid to attain a relatively progressive rate of economic development. The report also states that Venda has the advantages which are inherent in its independence with the developed Southern African economic system, on whose physical, social, economic and financial infrastructure Venda will be able to rely. Also it was mentioned that the main challenge facing Venda is an economic one; how to utilize its people and its other resources to achieve a state of economic development which would satisfy the aspirations of its people and enable the country to take its place in the ranks of the developed nations. (Benso/Rau, 1979:10) Agreements were made with South Africa that Venda will receive financial assistance from South Africa.

3. THE COUNTRY

Venda the land of Vhavenda, has been known by that name since very early times. Before independence, Venda was the furthest northern part of the Transvaal Province of the Republic of South Africa. Now it is surrounded by the Transvaal. In the north Venda is separated from Zimbabwe by a small strip of South African land. The total area of the country is approximately 7 460 square kilometres. Though there are some areas which are dry, Venda is generally very fertile. The climate is subtropical with high temperatures and humidity in summer (Venda in Brief Pamphlet, 1988).

The capital of Venda is Thohoyandou, which is situated approximately 90 kilometres from the South African town of Louis Trichardt. Presently the four main towns are : Thohoyandou, Makwarela, Shayandima and Makhado. The following five areas are earmarked to become proclaimed towns in the near future, namely : Mutale, Vuwani, Ravele, Masisi and Mulima. (DBSA Report Institutional Framework, 1986:1-7) There are many traditional settlements or villages, and the majority of the people live in the rural area. See Annexures 2 and 3 a and b for Venda orientation map and maps showing Venda and its districts.

4. POPULATION

The population census results and the population survey of 1989 are referred to, to show the trend in population growth. Total population figures for the 1970, 1980 and 1985 census are :

1970 - 272 452; 1980 - 344 973 ; 1985 - 459 819.

According to Venda's 1985 census the de facto population numbered 459 819 people. As indicated in the Base Line Data Report, 195 201 (which is 42,5%), were enumerated in Thohoyandou district. 113 819 (24,7%) in Vuwani, 105 504 (22,9%) in Dzanani and 45 295 (9,9%) in Mutale. According to this census only 13 542 (2,9%) of Venda population was enumerated in urban areas and the majority of these 13 542, 12 787 were enumerated in the Thohoyandou district. 471 and 284 respectively were enumerated in the urban area of Dzanani and Vuwani. From these figures it is evident that the majority of Venda's population 446 277 or 97,1% live in the non-urban areas.

The census results also show an imbalance between the sexes in Venda. For all ages combined, the statistics are 191 294 males versus 268 525 females. ie., a ratio of 1:4 females to every male. One of the reasons for this is said to be the temporary emigration of adult males. As the report indicated, the position becomes clearer when the economically active age groups are considered. Example can be seen in the following table.

TABLE 1

ECONOMICALLY ACTIVE AGE GROUP SHOWING THE IMBALANCE IN MALE AND FEMALE POPULATION

AGE GROUP	MALES	FEMALES
20-24	13 397	24 187
25-34	14 010	34 453
35-44	8 789	23 141
45-54	6 678	17 247

[HSRC Base Line Data Report for Venda, 1988:5]

The following percentages give an overall indication of the age distribution in Venda and in the districts according to the 1985 census.

TABLE 2

PERCENTAGES ON AGE DISTRIBUTION IN VENDA AS A WHOLE AND IN DISTRICTS (1985 CENSUS)

	0-14 yrs	15-64 yrs	65+yrs
Venda	48,2	46,5	5,3
Vuwani	49,2	45,2	5,6
Dzanani	47,8	46,6	5,6
Thohoyandou	47,7	47,4	4,9
Mutale	49,4	44,6	6,0

[HSRC Base Line Data Report for Venda, 1988:5]

TABLE 3

POPULATION ACCORDING TO AGE GROUP AND RACE (1985 CENSUS)

AGE GROUP	TOTALS	WHITES	COLOURED	ASIANS	BLACKS
0-4	75 447	175	18	85	75 169
5-9	76 439	69	11	57	76 302
10-14	69 553	50	11	66	69 426
15-19	51 764	34	10	36	51 684
20-24	37 584	48	14	27	37 495
25-29	27 298	122	12	25	27 139
30-34	21 165	78	17	15	21 055
35-39	18 353	63	18	25	18 247
40-44	13 577	44	7	13	13 513
45-49	13 555	25	8	6	13 516
50-54	10 370	28	5	6	10 331
55-59	10 611	15	5	3	10 588
60-64	9 648	10	2	4	9 632
65-69	9 903	4	2	5	9 892
70-74	6 023	3	3	1	6 016
75-79	3 757	4	0	2	3 751
80-84	2 323	2	0	2	2 319
85-89	1 270	1	0	0	1 269
90-94	485	0	0	1	484
95-99+	694	0	0	0	694
TOTAL	459 819	775	143	379	458 522

[Compiled from the Statistical News Report, No 2 of 1987:15-25]

According to the population survey of 1989 mid year the total population was 516 543. (Statistical News Report, No.1 of 1990)

In the same year 15 social workers had the responsibility to render services to more than 516 543 people in Venda. ie., one social worker per 34 436 persons.

5. BRIEF OUTLINE OF THE TRADITIONAL LIFESTYLE OF VHAVENDA

Vhavenda have their culture and traditional life which has now changed to a certain degree by contact with whites and people of other ethnic groups. The most important primary social grouping in Venda is the nuclear family consisting of the husband/father, his wife or wives and children. The father as a head of the family is respected. The mother is also respected by children. She has obligations such as rearing children, household work and cultivating the land, and privileges such as marital rights. The father is responsible for protecting and providing his wife and children with clothes, shelter and medical treatment when they are ill. He also bears responsibility for the conduct of his family and settles all household disputes. (Benso/Rau, 1979:29-30)

The other important social grouping in Venda is the lineage or extended family. It is unilateral and patriachal and includes the father, his brother and sisters, his wife or wives and his children and his brothers children and their children. Descent, succession and inheritance are patrilineal. The daughters and sisters of this social group marry outside the lineage and go to live with their husband's families. Marrying within the group is regarded as incest. Members of the lineage tend to live near each other, forming a patriarchal group which acts as a unit in social and religious affairs. (Benso/Rau, 1979:30)

Age plays a very important role in the behaviour within the family. Older brothers pass on orders from their father to younger brothers who must obey them. In the absence of the father, the eldest son (not the mother) if he is regarded as grown up, takes his father's place and is treated with respect due to the family head. (Benso/Rau, 1979:30)

According to the Venda tradition, every individual had his own responsibilities and status which changed with the years as he or she passed through clearly delineated stages. Each stage was preceded by certain necessary preparatory and ceremonial steps. The social life of boys and girls was strictly controlled, guided

and disciplined through initiation schools and certain important games. The father's sister (Makhadzi) was and still is a very important figure as regards certain ceremonies, eg., wedding, name giving for newborns and when communicating with the gods. Life was generally communal and members of the community used to care for their fellows. A child was regarded as a property of the group and this helped to avoid abuse of any kind within the communities.

Traditional chiefs and headmen are respected and obeyed. Concerning religion, the Vhavenda believe in a Supreme Being whom they call "Raluvhimba." They also believe in the spirits of their ancestors. (The Republic of Venda, 1979:52-54)

This traditional life has undergone a tremendous change. Western civilization and Christianity as well as other religions and factors have influenced this to a greater extent. Life is no longer as communal as it used to be. Most of the social structures that provided individuals with moral support, and that exerted control have diminished. The life in general is no longer completely rural but urban and semi-urban. Even the most remote "rural areas" are to a certain extent influenced by westernization.

The curtailment of the important traditional ways or measures of controlling and guiding people's lives and lack of complete adaptation to western lifestyle have serious implications for the social life of the people in Venda. For many, the lost traditional measures are not replaced by anything, hence the experienced social problems and needs. With certain cases that come to the social workers offices, social workers intervention is disturbed or delayed by the client's significant others who only prefer 'Makhadzi' or elders in the family to be the ones who settle disputes.

6. HOW VENDA IS GOVERNED

6.1 Government Departments

In order to facilitate the functions of the government, the government has been divided into different departments which are determined by the purpose for which they are created. Since the attainment of independence in 1979 till 1989, Venda had 23 departments. These are the Departments of : Public Service Commission; The Office of the State President; National Assembly and Local Governments; Finance (Economics); National Intelligence; Internal Affairs; Foreign Affairs; Justice; Information and Broadcasting; Education; Agriculture and Forestry; Works and Transport; Traffic; Urban Affairs and Land Tenure; Post and Telecommunications; Venda Prisons; Venda Defence Force; Health; Commerce, Industry and Tourism; The Auditor General; Police; Social Welfare and Pensions; and Water Affairs.

Since the political changes that took place in 1990, the office of the State President was changed to the Office of the Chairman of the National Unity.

There are three parastatals which are seen as the development arms of certain departments. They are Agriven; Venda Development Corporation and Venda Electricity Corporation.

6.2 The Legislature

Venda is presently a one party state. The political party that existed for many years was known as "The Venda National Party," (VNP). Like all other Black South African independent states, Venda had as its head, the State President who is elected by the National Assembly. The first Venda State President was made life State President and this led to the death of the opposition party.

The cabinet used to be composed of the State President and the ministers who were known in their respective portfolios as political leaders. Initially, members of the cabinet were selected with the general consideration of chieftainship or headmanship and this changed as time went on. The parliament which was composed of the State President and the National Assembly was vested with the legislative power. According to the INFRAPLAN Report, (1989:67) the National Assembly is composed of 94 members; 28 chiefs (Mahosi) who are ex-officio members; 45 elected members, 15 members designated by the District Councils and 6 members nominated by the President. In the new government, Chiefs (Mahosi) by virtue of their chieftainship do not feature any more in legislative matters. There are no members of parliament so far. The Executive Government of Venda is vested in the President, acting in consultation with the ministers of the Executive Council. The ministers are appointed by the President and have as their responsibilities, the control and administration of the government departments. Since 1990, the ministers are replaced by Councilors of the National Unity. In the case of the district and local territorial governments, the executive functions are executed by the administrative District Councils. Policies including the welfare policy have been made and passed by this parliament.

6.3 The Judiciary

Judicial power is vested in the Supreme Court and the lower courts, namely the Magistrate and Mahosi or Magota Courts (DBSA Report Institutional Framework, 1986:1-5) The magistrate courts have the jurisdiction to hear criminal and civil cases. Common law in Venda is a combination of the western system of law, which is the Roman Dutch Law and the traditional indigenous law and customs.

6.4 District, and Territorial (Local) Councils

Venda has districts and territorial councils which serve the same purposes as provincial and local government in the Republic of South Africa. Territorial Councils are of importance to this study as they play a role in the social welfare needs of the communities.

Presently there exists 28 territorial Councils which are composed of Chiefs (Mahosi), Headmen (Magota), and one resident nominated by each Gota. There are 28 territorial councils because there are 28 chiefs. Amongst other things, these councils are responsible for the following :

- the general administration of the affairs of the community;
- determining the people's needs as regards settlement, schools, as well as minor roads;
- educational matters such as establishing school committees, study bursaries, etc.;
- the consideration and approval of applications for old age and blind person pensions and disability grants;
- advising the government and any district council which exercises authority over the territorial councils area concerned, in matters concerning the community

[District & Territorial Councils Act, No. 15 of 1986:3]

Traditional systems of leadership is still recognized in the major rural parts of the country. The chiefs and headmen gain their position through birth rights and they represent a very powerful political body in a traditional system of ruling. It has been stated in the INFRAPLAN Report, (1988:149) that since Mahosi have legitimacy, traditional system is strongly encouraged. They have a strong influence on people and development projects including the welfare projects.

6.5 Informal Leadership

The informal leadership consist of youth and burial societies and church movements. However, these groups are seldom involved in the welfare of the community as a whole, but in their respective subgroups or in different aspects. Since 1990 structures such as civic associations were formed in different settlements.

The youth is very powerful within the realm of education. It is much active in political and community affairs. It is very influential and articulate about the needs of communities and has the willingness to be involved in bringing about solutions to problems. Churches are also involved in welfare and political matters of the country.

7. HEALTH

7.1 Health Facilities

Venda has four hospitals, of which three are general viz: Siloam, Donald Fraser and Tshilidzini. The fourth hospital William Eadie is a maternity hospital.

Three hospitals, Tshilidzini, Donald Fraser and William Eadie fall within the district of Thohoyandou. Siloam hospital falls under Dzanani district. Though the hospitals operate under specific health wards, they are not restricted from treating patients from any other area falling outside the boundaries of their health wards.

Clinics are grouped according to hospital wards. According to the 1988 statistical records of the Department of Health, the number of clinics, health centres and visiting points are shown in the following table :

TABLE 4

NUMBER OF CLINICS, HEALTH CENTRES AND VISITING POINTS PER HOSPITAL

Name of Hospital	No. of Clinics	No. of Health Centres	No. of Visiting Points
Tshilidzini	21	-	8
Donald Fraser	18	1	14
Siloam	12	1	4

The location of the clinics is such that most of the people live within five kilometres and this gives easy accessibility to many patients. There is a health institution for the chronically sick, the disabled and the infirm aged called Hayani Haven. Patients or inmates receive medical treatment and care from the doctors and nursing staff. The institution has a bed capacity of 312. This institution is also utilized by Welfare Department due to lack of a suitable home for the infirm and destitute aged people. This institution, all hospitals, health centres, and clinics are funded and administered by the government.

There are no private hospitals in Venda. However, there is one health centre which is run by the Catholic Mission and is known as "St Josephs". It is situated at Tsianda in the Vuwani District.

Training for nurses is provided at the Venda Nursing College. This College is situated next to Tshilidzini hospital in the District of Thohoyandou.

7.2 Health Services

Health services in Venda are rendered by professional medical staff, traditional healers (Dzinanga and faith healers (Vhaporofita). There are +/- ten (10) Black doctors in private practice, besides those in hospitals.

There is no hospital in Venda where specialized medical treatment is given. Patients who need special treatment are transferred from the local hospitals to the hospitals in the Republic of South Africa. Venda has the benefit of using the services of those specialists who occasionally visit Venda hospitals from Garankuwa Hospital. The visiting team is part of the MEDUNSA institute for Community Service (MEDICOS). (Department of Health Annual Report, 1986:34)

Supportive Health Services are rendered in Venda. Community health is part of the health services rendered by the hospital staff and assistants or volunteers in the communities. The Department of Health staff comprises of community health nurses, health inspectors, health educators and community health doctors. From the community interested women are part of this health team and are known as Care Group members.

First aid services in Venda, as compared to some other parts of the Republic of South Africa are still lagging behind. They are provided through the Department of Health. St John's Ambulance according to the Department's Annual Report, (1987:23) has trained sixteen demonstrators who in turn should teach others.

For years family planning in a form of contraceptive methods has been a sensitive issue for the Venda People. Social workers come across women with problems of non-acceptance to the use of contraceptives, yet they have no means for supporting many children. However, there is much

improvement in the acceptance of contraceptives, especially for females. In 1988, 8 321 persons (males and females) accepted contraceptive methods as new cases.

7.3 Fertility and Mortality Rates

The following table derived from the Department of Internal Affairs Annual Reports, 1986, 1987 and 1988 show birth and death rates. (1986:9 ; 1987:20 ; 1988:22)

TABLE 5

BIRTH RATES FOR 1986, 1987 AND 1988

Year	Males	Females	Total
1986	11 334	11 116	22 450
1987	12 275	13 893	26 168
1988	14 576	15 638	30 214

TABLE 6

DEATH RATES FOR 1986, 1987 AND 1988

Year	Males	Females	Total
1986	654	622	1 276
1987	528	484	1 012
1988	731	799	1 530

[Department of Internal Affairs Annual Reports, 1986:10 ; 1987:20 ; 1988:22-23]

According to the above given figures, one can see that the birth rate is growing each year. 1987 was 16,6% higher than 1986, and 1988 15,5% higher than 1987. This is however due to several reasons amongst which the provision of health services is one. This also indicates the growth of the population of Venda.

Total fertility rate in 1987 was 5,6 per 1000 population.
(Venda in Brief, 1988)

Infant mortality rate was 56,9 per 1000 live birth in 1987. The infant mortality rate of Venda is lower than those of other African countries such as Botswana, 70; Malawi, 157; Ethiopia, 152; Mozambique, 147; Angola, 143; Swaziland, 124; Zimbabwe, 76. (HSRC Base Line Data Report, 1988:23) Life expectancy for males is 63,9 years and females 67,1 years (Venda in Brief Pamphlet, 1988).

8. EDUCATION

"Schooling in Venda today is like a bus - a bus with the following characteristics :

- supplied on someone else's specifications;
- travelling in someone else's direction;
- driven and maintained using a foreign workshop manual;
- aimed in a direction decided by the supplier;
- now in need of new steering, gearbox, engine, seats and road maps."

(Report of Commission of Inquiry into the System of Education, 1982:[ii]-[iii])

8.1 Education Policy

The education policy of Venda is embraced in the Resource Development policy. The composite objective is "to establish sound education and training system in Venda in order to develop the intellectual, spiritual, physical and technical abilities of every citizen to the best advantage of the country."

The education policy includes inter alia the following:

- In order to solve the problem of early school leavers and eliminating wastage, compulsory minimum education levels will be applied in Venda. An education programme indicating the time and input required to achieve the level of compulsory minimum education must be drawn up. The minimum level will be revised and adapted from time to time.
- A system of differentiated education must be instituted in order that every child can develop to the maximum of his or her ability. (Venda National Development Policy, 1981:28-29)

8.2 The Education System

Venda has free education which is not compulsory. It is free in the sense that stationery is provided for pupils from grade I up to Std 10, and text books for Std 6 to Std 10 are also provided.

There are four phases viz : Junior and Senior Primary and Junior and Senior Secondary. Following phase four is tertiary education.

The education in Venda for many years had been formal and characterised by minimum vocational or technical training. This is a constraint in that many people who cannot make it with formal education are not adequately skilled for the competition in the open labour market. This problem still prevails. Trade Institutes do not provide adequate training for women. The system of education had always been similar to that of other Black South Africans which is "Bantu Education". It is an inferior education to that of whites. Even if there had been certain changes, like increase of schools and introduction of a technical high school, the Venda National Independence has not improved the quality of education. Venda's economic dependency on South Africa also had negative impact on the education system of Venda.

The Department of Education in 1987 introduced the Primary Education Upgrading Programme (PEUP). This programme encourages principals and teachers involved to adopt Child-Centred approach in their teaching and education. The aim of this programme is to make a pupil most resourceful. In 1989 100 schools were involved in the programme. (Department of Education Annual Report, 1989:19)

Statistic Report of Education Department, in 1989 on Table 7 shows a total figure of 13 952 as the enrolment of PEUP and 22 295 for non-PEUP and a Grand Total of 72 738. This includes grade 1, 2 and Std 1 pupils only. This programme is a breakthrough and is indeed improving the educational approach in Phase I of education. There is also adult education.

8.3 Schools and Facilities

Besides primary and secondary schools of normal children, there is a school for special education. The school admits only physically handicapped children. The programme starts from orientation level to Std 7 and beyond Std 7 is prevocational training. Secondary education for the handicapped child in Venda is not yet established. Few handicapped children who get opportunities are admitted at Philadelphia in Pretoria for secondary education. Some of the blind children have been admitted to normal high schools and this involved lots of difficulties. By the time the pupils leave the school they are actually not well equipped for the labour market.

As regards tertiary education, there are three colleges of education, one Inservice Training Centre and two technical colleges.

It is indicated on the table below that the enrolment of females (110) in the technical institutes is by far too low as compared to that of males. (369). This is because for females the institutions are providing only tailoring as a trade. Trades provided for males are : Bricklaying, carpentry and joinery, cabinet making, motorcraft, commerce,

welding and metal work, plumbing, upholstery and trimming, electricity and tailoring. There are private pre and primary schools. Pre-schools began to mushroom in the late 1980's. Some of these schools receive subsidy from the government. All that are present are multiracial and the medium of instruction is English. Table 7 shows the number of schools according to category and circuits.

TABLE 7

NUMBER OF SCHOOLS ACCORDING TO CATEGORY AND CIRCUIT : 31 MARCH 1989

CIRCUIT	JUN. PRIM	PRIMARY PRIM	SEN. PRIM	TOT	JUN SEC	SECONDARY SEC	SEN. SEC	TOT	COLL OF EDU	TRD SC	TECH SCH	SPEC SC	GRAND TOTAL
DZAN	6	41	2	49	5	17	-	22	1	1	-	-	73
DZIN	19	14	9	42	6	15	1	22	2	-	-	1	67
FUND	7	29	3	39	3	14	-	17	-	-	-	-	56
MUTA	3	61	1	65	7	15	-	22	-	-	-	-	87
MUTSH	25	23	8	56	3	16	-	19	-	-	-	-	75
THOHO	17	30	11	58	7	20	-	27	1	1	1	-	88
TSHIT	10	25	2	37	4	11	-	15	-	-	-	-	52
VHUIL	13	11	7	31	7	7	-	14	-	-	-	-	45
VHUMB	8	33	1	32	4	10	-	14	-	-	-	-	56
VHURO	11	23	5	39	10	10	2	22	-	-	-	-	61
TOTAL	119	290	49	458	56	135	3	194	4	2	1	1	660

[March Statistics 1989 : Education Department - Table 18]

TABLE 8

SUMMARY OF PUPILS ENROLMENT AS AT 31 MARCH 1989

CATEGORY OF SCHOOL	MALE	FEMALE	GRAND TOTAL
Primary	77 453	74 274	151 727
Secondary	112 301	111 837	224 138
Teachers Training	1 312	1 274	2 586
Technical Institute	369	110	479
Special School	184	182	366
GRAND TOTAL	114 166	113 403	227 569

[Compiled from March Statistics, 1989 - Education Department
- Table 10]

Venda depends as well on unqualified teachers. There is a problem of shortage of best qualified teachers in mathematics, science, english and technical subjects.

The problem of lack of adequate accommodation is not unknown in Venda schools. The pupil versus classroom ratio is usually not proportional. According to the findings of the research by the Development Bank of Southern Africa in every district the numbers of pupils per classroom was always higher than the number of pupils per teacher in both primary and secondary schools. (DBSA : Community and Social Services, 1986:10-12) In 1989 151 727 primary school pupils were accommodated in 2502 classrooms. This shows the pupil : classroom ratio of 60:1 72 411 secondary pupils were accommodated in 1578 classrooms and pupil classroom ratio being 46:1 (Department of Education Annual Report, 1989:19-22). A serious problem of lack of adequate classroom accommodation was mentioned by one of the authorities. Also there is a shortage of facilities such as libraries, laboratories and administration blocks.

8.4 University of Venda (UNIVEN)

The University of Venda was established in 1981 with 181 students. The enrolment figure increased to 1 648 in 1985 and in 1990 it has grown to +/- 2800. In 1986 the Department of Social Work was started. It offers a four year social work degree. In 1988 the Department of Public Service Venda offered bursaries to seven first year students who registered for social work in this University. Unfortunately, for the social work profession in Venda, most of the students admitted are non-Venda and come from outside the country. This poses a problem in that most of the social workers produced by the University do not add to the manpower within the country. This leaves Venda with a shortage of manpower, yet the University is within the country.

8.5 Children Not Attending School and Literacy Rate

Children not attending school indicates the quality of life of the people. It is defined as "the number of children 6-18 years of age not attending school, expressed as a percentage of the total number of children 6-18 years of age."

The following are percentages of children not attending school in the four magisterial districts of Venda & Venda as a whole : Venda 12,5%; Vuwani 14,4%; Dzanani 13,9%; Thohoyandou 10,5%; Mutale 13,6%.

Literacy refers to the percentage of persons 13 years or older with at least a standard four qualification. An HSRC report indicated the following literacy rate for people in the different magisterial districts and Venda as a whole : Venda 56,3%; Thohoyandou 59,9%; Vuwani 54,9%; Dzanani 54,9%; Mutale 47,3%.

The report suggests that in Mutale district the literacy rate of 47,3% may be the reason for its low personal percapita income (R37) and the high economic dependency. (HSRC Base Line Data Report, 1986:12 & 31)

9. ECONOMIC CONDITIONS

Economically, Venda is largely dependent on South Africa. Financial support is payable by the Republic of South Africa in terms of Section 6 of the Monetary Agreement. This dependence has serious implications on the social life of the Venda citizens, as it will be indicated in Chapters Four and Five.

A free market enterprise and market economy system with a diminishing subsistence sector exists. Venda does not have its own currency and uses the Republic of South Africa's rand currency.

9.1 Public Sector

The major employer in Venda is the government service. In 1989 the government had 6 092 permanent workers' posts, 6 440 temporary workers' posts. These figures exclude those of the Defence Force, the Police, the Prison Officials and teachers. Migrant workers in 1986 were 45 000. In 1985 an estimated 6 500 border commuters worked in RSA. (Venda in Brief Pamphlet, 1988)

The Department of Finance is responsible for state finances. This is the Department which directly and indirectly influences the activities of all other departments. It is also involved in the general development of the nation's economic, social and political fields.

The government generates revenue mainly from the following : General tax; General levy (Venda Tax); Sales Tax; Licenses, general and motor vehicle; stamp

duties and fees; fines and forfeitures; rents of government properties; forest revenues; hospital fees; post office; broadcasting revenue; townships; interests; domestic service and mining. (Venda Govt., Report of the Auditor General for Financial Year, 1985/86:17)

9.2 Private Sector

Private sector comprises mainly of industries, companies, individual small businesses, transport services etc. Industrial development has gathered momentum since independence and now there are investors as far as Israel, Poland, Taiwan and Italy.

Factories manufacture clothing, shoes, sportswear, furniture, carpets, knitwear, aluminium, garden furniture, engineering products, educational equipment, porter etc.

9.3 Employment and Unemployment Conditions

Following is a table showing the statistics : The Statistical Distributions Of Employed And Unemployed Economically Active Persons For The Years 1986-1988 Inclusive.

TABLE 9

STATISTICAL DISTRIBUTION OF ECONOMICALLY ACTIVE PERSONS, WORK SEEKERS, EMPLOYED AND UNEMPLOYED

Year	Total Work Seekers	Employed Work Seekers	Unemployed Work Seekers	% Employed	% Unemployed
1985	33 002	31 512	1 490	95,05	4,05
1986	62 400	19 627	42 773	31,45	68,55
1987	53 085	10 281	42 804	19,37	80,63
1988	41 298	4 207	37 091	10,2	89,8

[Department of Internal Affairs Annual Reports, 1986: 6; 1987:9, and 1988:11]

According to this distribution, the number of unemployed Venda registered work seekers increased tremendously during 1986. However, 37 091 unemployed work seekers in 1988 indicates that Venda has an unemployment problem. This also indicates the position of development of the country. The country is not yet in a position to provide employment to many of her people. The economic down swing in 1987 is attributed to the following factors.

- Factories closing down (liquidated) 600 people lost jobs and 200 people remained in their jobs.

- Universities and colleges absorbed 1 000 students, leaving 6 000 looking for jobs.
- The decrease in employment in 1987 as stated in the Internal Affairs Annual Report can be attributed to various reasons like downward trend in economic activities and sanctions.
(Department of Internal Affairs Annual Report, 1987:9)

It is evident from the above given figures that the unemployment problem, although improving, is not satisfactory.

9.4 Personal per capita income (PPCI)

PPCI refers to the average income (in rand) per person per month. This means the total income of persons in an area is divided by the total population of that area. In 1987 the PPCI for Venda in the different magisterial district was as follows : Venda, R52,00; Vuwani, R56,00; Dzanani, R61,00; Thohoyandou, R48,00; Mutale, R37,00. According to these figures, the highest PPCI in the country occurs in Dzanani, and the lowest in Mutale. This means that the average person in Mutale is in a less favourable financial position than his counterpart in Dzanani. His income is R24,00 per month less (ie., 40%). This low PPCI in Mutale could possibly be attributed to the low literacy rate in that district which is 47,3%. (HSRC Base Line Data Report, 1988:10)

10. WELFARE SERVICES PROVIDED OUTSIDE THE DEPARTMENT OF SOCIAL WELFARE AND PENSIONS

Though the Department of Social Welfare and Pensions is responsible for rendering professional social work services there are other bodies or institutions that are concerned with the welfare of the people.

10.1 Churches

In Venda churches that have long established concern for the needy include : The Roman Catholic Church; Presbyterian; Salvation Army; The Dutch Reformed Church as well as the Lutheran Church.

Today the Roman Catholic Church in Venda has established through the St Josephs Health Centre, a Handicraft Centre where women specialize in weaving. Products are sold locally and are also exported. The Catholic mission also plays a major role in supplying the needy people with mealie-meal, milk and soup. Some churches offer bursaries to needy children within their congregations and some even go beyond their own congregations.

10.2 Voluntary or Private Welfare/Organizations /Societies and Institutions

The aim of discussing the private welfare organizations is to provide understanding of the position of the country as regards welfare organizations. This helps to give understanding as well of the responsibility vested upon the Department of Social Welfare and Pensions as against the kind of role played by local private welfare organizations. Since Venda is still a developing country many welfare services are new to communities. Community members with the assistance of social workers and health workers are involved in the establishment of voluntary welfare organizations or

societies. Only one society is subsidized by the government. That is the Society on Alcoholism and Drug Dependency in Venda. Places of care for children such as creches and a children's home are subsidized and some are projects under certain private welfare organizations. eg., child and family welfare societies.

Not all these private welfare societies render professional welfare services, because they do not have their own social workers. When there is a need for social work services, they refer cases to social workers in the government employ.

Nine creches have been established all in and around the semi urban areas where most of the mothers are employed. However, the idea of establishing creches has begun to gain favour even in the rural areas, and communities are making initiatives. Most of the creches have a serious lack of equipment, toys and other important materials necessary for the development of the children. Creches also lack funds and trained staff. Until 1990 only five creches were being subsidized by the Department. Following are private welfare societies.

10.2.1 Thusanani Christian Association for the Handicapped

Thusanani is a welfare organization established in 1983. It provides training and employment for disabled people in Venda. It had employed more than fifty five disabled people (1990). Presently this organization runs 3 workshop projects at Siloam, Tshivhulani (Sibasa) and at Vuwani. In these workshops, people are involved in repairing of watches, radios, shoes and traditional attire (sewing) etc. It also runs four (4) tuck shops at the three (3) hospitals in Venda, including the nursing college. Handicapped people work in these tuck shops.

10.2.2 Phalalani Society for Mentally Disabled People

"Phalalani" is an association for the mentally disabled people, the only of its kind in Venda. It does not have buildings or offices yet. The major project so far is providing gardens and all the necessities for the psychiatric patients in the community to work. The association is planning to build a school for mentally handicapped children.

10.2.3 Tshilidzini Society for the Aged

Tshilidzini Society for the Aged (TSA) was established in 1984. It is a registered welfare organization which aims at taking care of the aged persons. A number of clubs with assistance from this society have been formed at different areas. However, these clubs are so far only able to throw parties for senior citizens at the end of the year. During the year the clubs are less active.

10.2.4. Society on Alcoholism and Drug Dependency in Venda (SAVE)

SAVE is a registered private welfare organization which handles problems regarding alcoholism and drug abuse or dependency. It was established in 1984 after a symposium organized by the Department of Health and Welfare. It receives a grant from the State. The society does not have offices of its own, and it has employed only one information officer who is not a social worker. The organization aims at : educating communities on the problem, establishing information centres, promoting hospital and clinical facilities for the treatment and care of alcoholics and drug dependents.

10.2.5 Venda Child and Family Welfare Society

This is a private welfare organization established to meet the special interest of the child and the family. This is the first child and family welfare society established in Venda. The society is responsible for projects such as : After school care services at Makwarela location, Book fund for needy children. The creche project is subsidized by the government. It also relies financially on donations and fundraising.

10.2.6 Venda Association for the Prevention of Juvenile Delinquency

This is an organization which deals with problems pertaining to juvenile delinquency in Venda. The association was established in 1986. Its general or managing committee is comprised of representatives of the different government departments, taxi association, businessmen, O.K. Bazaar, local councils and township superintendents. It does not have its own premises where a person can go for help. It also has no part or full time worker except the members of the committee.

10.2.7 Dzanani Child and Family Welfare Society

Dzanani Child and Family Welfare Society is a welfare organization established to take care of the needs of children in the district of Dzanani. It was established in 1985. Under this organization there is presently one creche project established in 1986.

10.2.8 Siloam Society for the Aged

Siloam Society for the Aged has similar aims and objectives as those of Tshilidzini Society for the Aged. It operates under the district of Dzanani and Siloam Hospital ward.

10.2.9 Family and Marriage Guidance Society in Venda

A family and marriage guidance society was started in 1985. It does not have offices as yet. It has not yet started running a serious counselling programme. It has in actual fact started to render counselling services to a few families and individuals. The society organizes symposiums to discuss issues pertaining to marriage and family life. Due to lack of funds, it has not yet been able to hire a full time counselor or to pay a part time counselor.

10.3 Venda National Council for the Handicapped

The council was established in August 1979 and with its headquarters at Tshilidzini Special School. It has been established for the purpose of meeting the interests of the handicapped persons in Venda. The council financially depends on donations and one of its major sources of funds in Venda was the Radio Thohoyandou Christmas fund.

10.4 Venda National Council for the Aged

In 1988 a Council for the Aged was formed. Most of its members are government employees who play their roles on their official capacities. Three social workers in the government employ are involved.

10.5 Takalani Children's Home

Takalani children's home is a private welfare project which started to render services in May 1988. It is registered. It renders services to the children in the whole of Venda. Court committed children are subsidized by the government. Its purpose is to care for children of the Reformed Church Synod Soutpansberg and to any other children brought to the attention of the Board, who have no one to care for them or who

otherwise qualify for admission. Such children may be classified as follows : orphans; children who are temporarily or permanently deprived of the care and protection of parents, relatives or guardians ; and court committed children.

Many of these societies are not yet in a position to render effective services mainly due to lack of funds. This situation has serious implications for the Welfare Department's service provision. This means that, Venda has a lot of private welfare organizations for which many are not yet effective enough to relieve the Government in the great task that faces it each year. Each of these organizations have not yet managed to hire permanent or temporary social workers. They instead refer those that need social work intervention to the government. This is a different situation from that of South Africa, where most of the private welfare organizations are very effective in service rendering.

CHAPTER FOUR : THE PROFILE OF THE DEPARTMENT OF SOCIAL WELFARE AND PENSIONS

1. INTRODUCTION

This chapter discusses the profile of the Department of Social Welfare and Pensions, with the emphasis on the Welfare Services Branch.

An overview of the history of the department, objectives, structure of the department, structure of service provision, and other aspects are addressed with no evaluation at all.

In this chapter an exposition of the State's welfare approach is given. It is important to know what the State's approach is, in order to understand the basis on which the welfare services are provided. It also permits one to understand why certain services are not rendered.

2. HISTORICAL OVERVIEW OF THE DEPARTMENT

The year 1968 marked the birth of social work in Venda. The first social worker was placed at Tshilidzini Hospital during 1968, under the supervision of the Superintendent of 'Nthume N.G. Hospital', which is now known as 'Hayani Herberg'. The social worker was employed by the then Department of Plural Relations and Development in the Republic of South Africa, which was responsible for the provision of official welfare services. This Department over the years had assumed a similar function on behalf of all emerging Black States within South Africa. (The Republic of Venda, 1979 : 192)

Social work practiced then was medically oriented, in order to enable the social worker to gain access to the communities. The Venda communities knew nothing about

social work. Social problems were traced after referrals by medical doctors of persons suffering from diseases and illnesses related to malnutrition.

In 1971, when Venda was granted self-government, it's own Department of Interior (today known as Internal Affairs) took over the responsibility of all state welfare services in the country, from the Republic of South Africa's central government. This is the year in which a few other social workers joined.

Venda's own Department of Health and Welfare was established on 1 September 1976. It then took over all government welfare services from the Health and Welfare branch of the Department of Interior. The Department had assumed exclusive responsibility for certain statutory welfare services such as, the disbursement of pensions and disability grants, and, the provision of professional services. (The Republic of Venda, 1979 : 192)

In 1979 when Venda was granted independence, the white social worker became assistant secretary of the Department, responsible for the welfare section. Social work took a more prominent position and the communities began to know more about services which the social workers rendered. There were six social workers then for the whole Republic.

The welfare section gradually progressed until it became a department in November 1985. The Department is currently known as the 'Department of Social Welfare and Pensions'. Social pension services which were previously rendered by the Department of National Assembly and Local Governments, were transferred to the new Department of Social Welfare and Pensions on the 1st of June 1986. (Department of Social Welfare and Pensions Annual Report, 1986 : 2). This Department is a State or public organization, and it is the only organization that renders professional social welfare services in Venda. Thus, it provides social work services to the entire Venda population.

3. OBJECTIVES OF THE DEPARTMENT

The organization has two broadly laid objectives, viz :

- To promote general welfare and social well-being for the people of Venda by means of Welfare services.
- To render Welfare assistance, financially and socially, in all cases where aid is genuinely needed.

(National Development Policy, 1979 : 24)

4. DEPARTMENTAL STRUCTURE

Flippo defines structure as, "a framework of the formal relationships that have been established." He goes on to say that the purpose of structure is, "to assist in regulating and directing the efforts put forth in an organization so that they are coordinated and consistent with organization objectives." (Flippo, 1984 : 101)

"Organization structure involves the actual arrangements and levels of an organization in regard to power, authority, responsibilities and mechanisms for carrying out it's functions or practices..." (Skidmore, 1983 : 103)

The Department of Social Welfare and Pensions' structure may be seen as falling within two generally recognized categories, viz, the functional and divisional structure.

According to Robbins, the divisional structure is made up of, "self-contained groups and similar related occupational specialities together." (Robbins, 1983 : 242)

4.1 Organization's branches and functions

The overall structure consists of three major branches, viz :

- Social and Civil Pensions Branch;
- Auxiliary Services Branch; and
- Professional Welfare Services Branch.

For the organizational structure, see Annexure 4.

The purpose of the Social and Civil Pensions branch is to administer social and civil pensions.

The Auxiliary services branch on the other hand, has the following functions :

- handling of staff matters;
- administering financial matters;
- rendering stores services;
- dealing with official transport matters; and
- providing registry, messenger and typing services.

For the purposes of this study, special attention is given to the Professional Welfare Services branch. Structure and manpower will be discussed in a more detailed manner.

The Social Welfare Branch can be seen as more divisional than functional. It consists of two major sections, viz, The Development division and Field Service division. These two divisions have different but related functions.

The Development division is responsible for the following :

- to evaluate the quality of professional services;
- collect information to determine tendencies in welfare services;
- process information; and
- undertake research and other relevant functions.

The Field Service division is responsible for :

- rendering welfare services at district level and giving professional advice on :
 - (a) child care
 - (b) family
 - (c) rehabilitation.

The structure has four levels as the organizational chart reflects. Starting from the bottom, there are social workers, senior social workers, chief social workers, and director of professional welfare services.

4.2 Levels of Management

Top Management of the Department of Social Welfare and Pensions (Head Office)

The Director Professional, as reflected on the organizational chart, is the person at the top of the welfare hierarchy. He is accountable to the Director-General, who is the administrative head of the Department of Social Welfare and Pensions.

The Director-General reports to the political head of the Department, the Minister of Social Welfare, Pensions and Health. Part of this top management of the whole Department is the Director Administration, who also accounts to the Director-General. The Director Administration is responsible for the Civil and Social Pension divisions, as well as the Personnel branch of the Department of Welfare and Pensions.

Top Management of the Welfare branch

The departmental structure reflects the Director Professional as the person on top of the Welfare hierarchy. The Director Professional is qualified in social work.

Middle Management

Middle management comprises of Chief social workers. There are presently two Chief social workers, one attached to the Development division, and the other to the Field Services division.

Lower Management

Senior social workers form the lowest level of management according to the new welfare hierarchy, which has discarded principal social worker position.

4.3 Regional Offices

Field services have two regions, A and B, under which all district offices fall. Presently, only senior social workers and social workers occupy posts in district offices.

Region A comprises of three districts, viz., Thohoyandou, Mutale and Masisi. Region B comprises of Vuwani, Tshitale and Tshilwavhuziku districts. Welfare offices are part of the Magistrate offices in all the districts. Offices are also situated on the premises of all three major hospitals.

5. HOW THE DEPARTMENT IS FUNDED

This Department is a government department, and as such is fully funded by the government of the Republic of Venda.

The Finance Department is responsible for financing this Department. Concerning matters, such as staff salaries, approval is sought from the Public Service Commission before Treasury (a subdivision of the Finance Department) is approached. The Department has authority to receive donations from outside the government.

6. BUDGETING

The Director-General is the accounting officer of the whole Department. According to the present structure, there is no separate finance division. Financial matters are dealt with by the Auxiliary Service Branch. There is a Departmental accountant who has been placed in this

Department by the Finance Department since 1986. The Departmental accountant's job is to assist the Department in financial matters.

Budgets are done by the sections or divisions themselves, subject to approval by the Director-General. Before financial requisitions are sent through to the Finance Department, it is the duty of the Departmental accountant to see that everything is in order. Program orientated and line item approaches to budgeting are used. Budgets are made with regards to previous budgets, expenditures and needs. These budgets are revised twice within the financial year, during June/July and January/February. At times, budgets are cut by the finance Department, due to inadequacy of funds in the government. This curtailment causes problems when certain social welfare services cannot be rendered.

7. STRUCTURE OF WELFARE SERVICE PROVISION

7.1 Generic System

The services are structured in such a way that there is no specialization. Social workers in all offices deal basically with the same categories of problems. The social workers in the magistrate courts, handle more non-support, marriage and family dispute cases than the social workers in hospitals, whose major portions of cases comprise of patients. However, even social workers in hospitals, attend to cases of non support or juvenile delinquency, i.e. cases that may have nothing to do with medical social work. They also work on cases until they are closed. They do not refer them to social workers in offices outside the hospital, unless it is a matter of different geographical areas in which the clients reside. (Areas are demarcated and clients should go to the nearest offices.)

7.2 How services are categorised

In general, services are divided into, counselling, institutionalization and financial assistance. The services are further categorised as follows :

7.2.1 Child Welfare

- Non-statutory services
- Statutory services, eg. foster care, adoption, corrective services, which include juvenile delinquency, eg. truancy, uncontrollability, drug dependence and offenses
- Other sub-categories, eg. kwashiokor, illtreatment, neglect, exploitation and protected infants
- Institutional care/custody
- Day care services.

7.2.2 Family Welfare

- Counselling services for marital problems, non-support marriage guidance, single parenthood, unmarried motherhood, divorce and general complaints
- Concrete or material services, which include different kinds of grants (financial assistance), poor and emergency relief, and transportation of indigents.

7.2.3 Medical Aid services

These are material services rendered to clients who need wheelchairs, crutches, orthopaedic appliances, etc.

7.2.4 Rehabilitation

This category includes psychiatric services, services for adult offenders, alcohol and drug dependents, the disabled and the aged.

(Department of Social Welfare and Pensions Annual Reports, 1986 : 20-21; 1987 : 25-26; 1989 : 26-31)

Annexure 5 shows categories of services, and it exemplifies a monthly statistics form.

7.3 The National Welfare Board

Part of the structure of service provision is the National Welfare Board. The National Welfare Board was established in terms of Section 2 of the National Welfare Act, No. 9 of 1981. The Board's functions are :

- to advise the Minister on matters affecting social care;
- consult with the Department of Social Welfare and Pensions in regard to Welfare matters;
- offer guidance and exercise control over the activities of the commissioner;
- regulate registration of welfare organizations;
- regulate registration of social workers.

Under this Board are two Commissions, namely the Social Work Commission and the Welfare Organization Commission, both established in 1985.

The Welfare Board is aimed at controlling and registering welfare organizations. It is also the aim of the commission to advise the Board on all matters affecting welfare organizations. The social work commission's establishment is geared towards regulating the registration of social workers and looking after the social workers' interests.

(Department of Social Welfare and Pensions Annual Report, 1988 : 21)

The Board and commissions are not active enough in functioning. The Board and Welfare Commissions have since their establishment concentrated on one function, which is the registration of welfare organizations. The members rarely meet. The Social Work Commission is also not functioning well. Social workers are not yet registered, and their needs are not dealt with by the commission. One can thus say, that the three bodies are redundant.

8. THE STATE'S APPROACH TO WELFARE

8.1 Venda : Not a Welfare State

Harold Wilensky, as cited by Romanyshyn defines a welfare state as :

"...Government protected minimum standard of income, nutrition, health, housing and education for every citizen, assured to him as a political right, not as charity." (Romanyshyn, 1971 : 7-8)

It is evident that Venda is not a welfare state. In Venda, the social pensions, emergency relief and other necessities, such as health, accommodation, food are not provided on the basis of one's "right", but as charity, which is called "privilege". Education is not compulsory, nor is it totally free.

A Government publication states clearly that, "There is no question of an official national welfare system which will protect and succor every citizen from the cradle to the grave." The report also states that, "It is declared policy that Venda will not become a welfare state, instead, the citizens are encouraged to assume as much responsibility as possible for the well-being of their fellows and to provide as far as possible for their own needs." (The Republic of Venda, 1979 : 192)

This state of affairs brings us to the residual system or approach to welfare provision.

8.2 The Residual approach to Welfare Provision

Venda has adopted what Titmus calls, "the residual model of social policy." According to Titmuss, this formulation is based on the premise that there are two natural channels through which an individual's needs are properly met, i.e. the private market and the family. Only when these break down, should social welfare institutions come into play, and then only temporarily. (Titmus, 1974 : 30-31)

In this approach to welfare provision, welfare is seen as a residual function, that of policing deviants and dependents, and alleviating their distress in some minimal way as an act of public charity.

Even though Venda is said to be independent from South Africa, it is not totally independent, as stated earlier. Since it is still economically dependent on South Africa, it's policy formulations (including social welfare policy), is largely influenced, and also affected, by the prevailing South African economic and welfare systems.

It is stated in the Government report that, in organizing it's official social welfare services, the government of Venda is building on the traditional lifestyle of the Vhavenda, which the report claims to a large extent that it is still as communal as it ever was. This traditional communal lifestyle entails that, members of a clan or tribe, confer certain duties in relation to one's chief, parents, children, other relatives, and members of the tribe or clan, as well as friends. In other words, those "in need", were cared for by other members of the family, clan or tribe. It was also seen as the children's duty to care for their parents in their old age. (The Republic of Venda, 1979

: 194). Members of the families and of the community are therefore responsible for the welfare of their people.

The residual approach has serious implications for the provision of welfare services in Venda. Much has changed since the time in which this had been formulated. Communal traditional lifestyle has also been rendered less effective by a number of factors, amongst which are urbanization, emphasis on nuclear family instead of extended family, and cash economy, which to a certain extent replaced subsistence economy.

The private sector and/or private welfare organizations in Venda, which are expected by the government to carry out the responsibility for the provision of welfare services, are not able to do it effectively, owing to a number of problems as already mentioned. As regards the problem of lack of funds, the Venda government does not provide large proportions of funds to these welfare organizations. There is also a lack of adequate involvement and co-operation of community members in serving their people through volunteer work.

The residual approach creates a controversy between what the government is providing, and the expectations of the Vhavenda. This is so because they expect the government to be the major provider of social welfare services. There is a shift from relying on one's clan, or depending on communal life, to relying on the State's provisions. People expect the government to provide employment. They also expect to receive an old age pension, as a right when they grow old. The government is however not obliged to do so, because the prevailing welfare system is residual and Venda is not a welfare state. It considers the help it gives people to be a privilege, and not a right.

8.3 Venda's Social Welfare Policy

Donald Gil, as cited by Gilbert and Specht, postulates that, social welfare policy is,

"...a system of interrelated, yet not necessarily logically consistent, principles and courses of action, which shape the quality of life or level of well being of members of society and determine the nature of all intrasocietal relationships among individuals, social subsystems and society as a whole." (Gilbert and Specht, 1974 : 67)

"Social policy is concerned with social purposes." (Rein, 1970 : 9). Robert S Magill states that, "social purposes are goals for improving people's lives : goals for the poor, the elderly, the very young, the emotionally ill, the addicted and other needy members of society." (Magill, 1986 : 3). Continuing, Magill, (1986:4) states that social policy includes the broad areas of health, education and welfare. He also mentions that social policy is one aspect of public policy which is devoted directly to social welfare goals. He maintains however that, "... there are other areas of public policy which do not have explicit social purposes but do have important consequences for social policy and the people it serves."

Objectives of the policy are :

- to promote the general welfare and social well-being of the people of Venda
- to render welfare assistance, financially and socially, in all cases where aid is genuinely needed.

Stipulations of the policy are :

- (a) The government will establish an effective welfare services system and train welfare officers to render, inter alia, the following services to the community;
 - improvement of the general welfare and social well-being of the individual and the family by means of talks, lectures and demonstrations;
 - improvement of the productive capacity of the people, especially housewives, by training in useful arts; and
 - combating social evil.
- (b) The government will lend financial and other assistance to people who are in dire need of such aid to sustain life, eg. the old-aged, people who are physically and mentally so disabled that they cannot earn a living, and people, due to factors beyond their control, who do not have any form of income. Applications for such aid will be duly investigated and a strict means test will be applied in all cases. Strict control will be exercised over the payments of pensions and other forms of aid.
- (c) In order to alleviate the pressure on available staff and finances, local government and communities will be encouraged to play a more positive role in welfare promotion and services within their communities.
- (d) Welfare societies will be encouraged to care for and rehabilitate disabled persons so that they make a useful contribution and perhaps become self-supporting.

Venda's welfare policy is influenced or guided by certain principles and some basic development philosophy.

The basic development philosophy of the Venda government is as follows :

The basic objective and focal point towards which all development actions in Venda are directed, is the continuous improvement of the quality of life of the people of Venda by

- increasing the availability and widening the distribution of basic life-sustaining goods and services;
- raising levels of living, including, in addition to higher income, the provision of more employment opportunities, better education and more attention to cultural and humanistic values;
- expanding the range of economic, social and political choices to individuals and the nation as a whole.

It is stated that to achieve the continuous improvement of quality of life of the people of Venda, development must be effected in all spheres of human endeavour.

Some of the principles guiding the policy are as follows :

- promotion of a healthy balance between population growth and the increase in opportunities for every citizen to lead a dignified life;
- promotion of the general welfare and social well-being of the people by means of welfare promotion and assistance;
- improvement of the state of physical, mental and social well-being of the people by means of a comprehensive health service system;
- orderly settlement of the people so that they can be assured of a proper livelihood, the provision of basic services within these settlements, and the improvement of the housing situation in general. (National Development Policy, 1981 : 5)

There are 18 important guiding principles. Those mentioned above are directly related to the social welfare of the people.

8.4 Analysis of the policy and it's implementation

Item (a) of the policy refers to professional welfare services rendered by social workers on the basis of case, group and community work. This includes preventive and curative services. However, the second part of item (a), "improvement of the productive capacity of the people, especially of housewives, by training in useful arts", seems to refer to self help projects. The reason for the emphasis of such a service being directed to housewives is not provided at all in the policy, nor somewhere else. In the real practice, this type of service for housewives has not been one of the top priorities of social welfare provisions since the formulation of this development welfare policy.

The need for self help projects had been identified, but the target group is not necessarily housewives, but the unemployed women and men, as well as the handicapped people, and people with certain undeveloped talents or potentials. In this item, the policy has laid more emphasis on housewives, who by the time of the policy formulation, were in most cases not employed or engaged in full time jobs outside the homes, except in the cases of nurses and teachers. Much has changed, yet the policy has not changed. This brings about a situation where people operate on a redundant policy. In this case the policy is no longer a plan which guides present decisions and actions.

Item (c) states that, "In order to alleviate the pressure on available staff and finances, local governments and communities will be encouraged to play a more positive role in welfare promotion and services

within their communities." How these local governments will render services is not clear, in fact, it is not spelt out in this policy.

The prevailing situation is that, the pressure on the available staff (social workers) employed by the Department of Social Welfare and Pensions is not alleviated, but is increasing as their case loads indicate. There are no social workers, or other trained officers, rendering professional welfare services under local governments or within their communities.

Item (d) of the policy states that, "Welfare societies will be encouraged to care for and rehabilitate disabled persons so that they can make a useful contribution and perhaps become self-supporting." This policy does not mention the manner in which such societies will be encouraged. Financial assistance could be one of the effective ways of encouraging private welfare organizations. However, all of the registered welfare organizations are not subsidized, with the exception of SAVE as mentioned in Chapter Three. This item of the policy has narrowed down the welfare societies' responsibility to disabled persons only, and not to other categories of social pathologies.

The social workers have helped communities to establish most of the welfare societies that are to deal with, not only problems of disability, but also juvenile delinquency, old age and those related to child welfare, marriage and family life.

The welfare policy of Venda is not detailed and clear enough. It is vague with certain issues, whilst definite with others. It actually can not provide proper guidance of actions to those that should implement it. The objective of the policy itself is not well understood. "To promote the general welfare and

social well-being of the people of Venda by means of welfare promotion." It is not clear what is meant by promoting general welfare by welfare promotion.

"To render welfare assistance, financially and socially, in all cases where aid is genuinely needed." (National Development Policy, 1981 : 26). It is questionable in the kind of residual welfare system where people receive help, not as a right, but as a privilege, whether all genuinely needy cases receive financial assistance. In fact, it has been happening that some genuinely needy cases have failed to get financial, or other kind of assistance, from the State Departments, which have been created to implement welfare policy.

There are old aged persons, who cannot work and who have no income at all, yet they fail to be selected in order to receive an old age pension, which would serve as financial assistance. This might be the problem of those that administer pensions, but it is also a problem of unavailability of funds, when the Department of Finance has indicated that there are just limited funds available. Some aged people therefore fail to receive social pensions, yet they need them. A number of deserving cases of the destitute and the infirm fail to be admitted to the government institutions, because the institutions are too small to absorb all deserving cases.

So far, the State has not yet displayed the ability to give financial and social assistance to all the cases where this assistance or aid is genuinely needed.

CHAPTER FIVE : HUMAN AND MATERIAL RESOURCES EMPLOYED BY THE DEPARTMENT

1. RESOURCE LIMITATIONS

1.1 Human Resource (Manpower)

"The success and failure of the organization are largely determined by the calibre of its work force (starting with management) and the efforts it exerts." (Beach, 1980:202)

It therefore means that the policies and programmes an organization adopts to meet its manpower needs are of vital significance.

Since the establishment of social work services, the departments concerned with the provision of the services had always experienced the problem of lack of adequate manpower. This problem has increased over the years due to factors such as change in the economic conditions of the country and the demand of services as the communities become more aware of the services provided, and as the population increases.

1.1.1. An overview of the manpower position in the Department of Social Welfare and Pensions

The increase of the manpower in the section of social work is taking a very slow pace. Demographic distributions provided indicate the existing situation. In 1979 the Benso Report indicated the manpower shortage and indicated the future demands. The report stated that the "internationally accepted norm of welfare workers to population is 1 to 10 000. To conform to this norm, Venda should have 36 welfare workers instead of the present (1979) five (5)."

The following table shows the Benso suggested number of welfare workers to be required over 20 years in order to obtain ratios of 1 welfare worker to 10 000 and 1 to 20 000.

TABLE 10

THE DEMAND FOR SOCIAL WORKERS, 1980 - 2000

RATIO	1980	1985	1990	1995	2000
1:10 000	38	43	50	57	65
1:20 000	17	21	25	27	32

[Benso/Rau, 1979:66]

The report also suggested that 45 social workers should be rendering social welfare services in Venda by the year 1987. The normal case load per social worker is between 80 and 90 cases (p.a). A social worker in Venda has a case load of +/- 1 300 (p.a). However, this might be less than what is actually the case, because a situation also prevails where cases are not closed in time.

The Department has clerks at Head Office and in offices at the districts, except in the hospitals. However, clerks are also needed in the hospitals.

For the manpower social workers statistics from 1981 to 1990 see the following table :

TABLE 11

MANPOWER STATISTICS (SOCIAL WORKERS)

YEAR	CSM.	PSW	SSW	SW	DP.	TOTAL	APPOINTED THAT YEAR	LOSSES	
1981	1	1	1	3	1	7	-	1	CSW
1982	1	1	3	1	1	7	-	-	
1983	1	2	2	3	1	9	2	1	CSW
1984	1	2	1	3	1	8	-	-	
1985	1	3	-	4	1	9	1	1	SSW
1986	2	2	2	8	1	15	7	1	PSW
1987	2	1	2	6	1	12	2	1 4	CSW SW
1988	2	-	2	10	1	15	4	1	SW
1989	2	0	2	11	1	16		2	SW
1990	2	0	2	20	1	25	10	1	SW

[Compiled from the Annual Reports of the Welfare Department]

The position of Senior Social Worker is also phased out by the 1989 salary dispensation. For the purpose of this study it is maintained since Senior Social Workers who have been in the position before are not yet promoted.

The above table shows that in 1990 the Department had twenty five (25) social workers, half of what the Benso Report suggested for that year.

Recruitment is also done by offering bursaries to students who register for social work degrees. This has now become a major and most valued method of recruitment by the PSC. The results of the interview schedules on recruitment indicated that 75% of the respondents were recruited by means of PSC bursary offers.

There were 15 students sponsored by the PSC who were still in Universities in 1987. In 1988 the number of bursary holders increased to 21. It is not guaranteed that the Department of Social Welfare and Pensions has such a number of posts readily available. The problem that also exists is that some students do not come back at all after completion, and some change their curriculum. It has become a serious problem to be able to obtain new recruits from outside the government departments as well as outside the Republic of Venda.

According to the suggestions made by the Benso/Rau Report, (1977:66), there should have been at least fifty (50) social workers in 1990 in order to enable the Department to render services effectively. But only a total of twenty five (25) social workers, inclusive of all ranks, were employed. An organization's ability to recruit employees depends on the attractiveness of its location as much as on the attractiveness of its job offers (Stoner, 1982:528). The Department of Social Welfare and Pensions faces this problem of failure to obtain outside recruits also because of unattractive salary scales. Social workers in private enterprise do not come to public agencies for lower salaries. The problem of salaries is fully discussed under motivational factors.

1.1.4 Staff turnover

In addition to this serious problem of inadequate manpower and lack of possibility to recruit more workers from outside, the Department of Welfare still loses manpower. Turnover seriously contributes to the inadequacy of manpower in the Department. There are no official records of reasons for people who have left the Welfare Department. It is mainly not the concern of the Public Service Commission to know the reasons why staff resign, but rather to know why a person has resigned from his previous employment if he/she applies for employment in the government service. This is shown by the kind of form which one completes when resigning. However, the welfare management happen to know the reason why social workers leave.

The following two main factors contribute to turnover :

- Transfers

The Public Service Commission transferred four social workers between 1981 and 1989. Those who were transferred were in the ranks of Chief Social Worker and Director Professional. They were transferred to other government departments where they became involved with activities or duties that are not related to the social work profession, eg., Department of Public Works, Intelligence, and the Office of the State President. When these transfers are planned, the PSC does not consult or negotiate with the Department.

- Resignation

Since 1985 until 1990, nine (9) social workers resigned. One later returned to the Department. Amongst those who resigned, one was a principal social worker, one a senior social worker and the rest were social workers. The problem of turnover through

resignation and transfers also mean that the Department is losing experienced social workers who are able to handle complex cases that inexperienced social workers cannot handle. An example can be given of cases such as those of divorce. The decisions of the judge at the Supreme Court depends also on the report of social workers as regards to the custody of children of divorcing parents. It needs an experienced social worker to make such thorough investigation and write a sound report.

1.2 Material Resources

This section addresses the issue of material resources without which it is difficult to render welfare services to the communities. These material resources include office accommodation, vehicles, furniture, other office equipment such as photocopiers and typewriters.

1.2.1 Office Accommodation

Since the beginning of the decentralization of Social Welfare Services to different districts, the need for office accommodation has also emerged. It however became a trend that social workers were placed where there are magistrate offices. Visiting social workers had to be at hospitals on certain days of the week. In 1983 a social worker was placed at Tshilidzini on a daily basis, and that became the case for another two hospitals later in the years that followed. Before 1984 social workers in Venda were placed at magistrate premises, in one of the hospitals and at Head Office which was then at Makwarela.

When the new Head Office was established in Thohoyandou, the previous Head Office at Makwarela was made available for use by social workers in the district of Thohoyandou. Social workers at magistrate or district offices are sharing offices. At

Tshilidzini Hospital, two also share one office. For many years at the previous Head Offices, the chief social worker had to share an office with a senior social worker, and even social workers. All social workers at district offices share their offices with the exception of one senior social worker at Makwarela and two social workers at Siloam and Donald Fraser Hospitals. Office accommodation is only adequate at Head Office. Lack of adequate office accommodation is a serious problem facing the Department of Welfare and Pensions. The most devastating situation as regard to the shortage of offices occurs at the magistrate premises. The case load of non-support and family dispute cases is very high, and they require privacy.

Sharing offices has serious implications for the social work problem-solving process. It poses a challenge to some social work principles. Lack of privacy for social welfare clients adversely affects the development of good rapport and causes clients to inhibit their feelings. They cannot ventilate easily in the presence of other social workers. Sharing offices also has a negative influence on efficiency. It is mostly impossible for two or three social workers, who are sharing an office, to be able to interview their different clients at the same time. For the sake of confidentiality and the need to make the client feel at ease, social workers in most instances alternate their interviews with their co-workers. Taking into consideration the fact that there is a serious shortage of manpower, sharing offices makes the whole intervention a slow and less productive process. Social workers who were interviewed reported that lack of adequate office accommodation is retarding their work progress. The problem of sharing offices coupled with manpower shortage, results also in working overtime. This is because social workers, due to their obligation to

serve their clientele and of course their concern for the needy, are forced to serve those who visit their offices each day and not turn some of them away.

1.2.2 Vehicles and Furniture

Vehicles are of vital importance in the rendering of social work services. The Department has throughout the years experienced a shortage of vehicles. This is the problem that fluctuates due to the increase and decrease in manpower. The availability of vehicles is influenced by the decisions not only of the Welfare Department but also of the Department of Works and Transport and the Department of Finance. The Department of Welfare states what type of cars and how many they need, but the Department of Works and Transport at times change the requisitions. Instead of providing the type of car requested for, eg., passenger car, they provide a different one (van). They sometimes also reduce the number of vehicles requested.

Without adequate transport it is not easy for social workers to do their work. Social workers do not operate only from offices, they need to reach out, to go into the communities and observe conditions, circumstances and issues that are essential to decision-making regarding types of treatment and/or solutions to social problems. They need not be delayed in taking action, particularly by transport. As regards furniture, social workers in the past experienced the problem of a shortage of furniture. But since 1988 social workers' offices are adequately equipped.

1.2.3 Office Equipment

This refers to equipment such as typewriters and photocopiers, which are very important as regards reports, letters and other important documents. In the district offices of the Department of Social Welfare

and Pensions, there had been a problem of poor typing services due to lack of adequate typewriters and typists. This is still the case with some of the district offices. One photocopier machine is shared by the Department of Health and the Department of Welfare and Pensions. These two departments were separated from one another in November 1985. They previously had been under the same minister. When the Head Office was still at Makwarela, these two Departments occupied offices in different blocks. Since October 1988 they share the same building as their Head Office. An agreement was made that the two will share the photocopier machine. The condition of the agreement was that for six (6) months the machine will be placed in one Department and in the other Department for the next six (6) months. However both Departments could use the facility irrespective of where it was physically kept. The agreement in using the machine continued, but shifting it alternatively on a six monthly basis, fell off by agreement. It is now at the Department of Health.

The serious problem prevailing is not lack of the machine, but how the machine is being used. The machine is kept at the registry office of the Health Department. Whenever there is anything to be photocopied from Welfare Department, only registry staff from Health Department may operate the machinery. This type of practice poses a serious problem for the Department of Welfare and Pensions as the Health registry staff have scheduled their work in such a way that photocopying is done in the morning or at a time suitable to them, since they also do other registry work. The way they operate does not accommodate emergencies or special circumstances. Social workers and pension officers deal with client's personal documents, such as identity books, certificates, as well as letters, Acts, Minutes of the meetings, etc., and at times these need to be photocopied immediately and confidentially. This is a serious problem which

does not seem to have a solution, as it had been the case since before 1988. Once there is a delay in getting one thing done, that delay necessitates another and ultimately social welfare staff have delayed services to their clientele.

1.3 Other Resources in the Communities

In Venda many of the people live in rural settlements. The towns and townships as mentioned in chapter three occupy a small area of the country. Even in towns, there is a shortage of facilities such as civic centres, community halls which can be used for community work purposes. The availability of such facilities or resources makes organization easier regarding group and community work.

Shortage of human and material resources negatively affects the Department of Welfare and Pensions capacity to respond to the needs and problems of people of Venda.

2. APPROACHES OR METHODS OF ADDRESSING SOCIAL PROBLEMS AND NEEDS OF THE PEOPLE

It is of essence to bear in mind that the study is dealing with management of human services. Human services in the profession of social work. The functions of a social work profession is to restore impaired capacities of individuals, to provide resources and to prevent social dysfunctioning of people. In the profession of social work, these three functions are carried out through three basic methods, viz social case work, group work and community organization.

The full utilization of all the three methods can definitely ensure the effectiveness of an organization which provides general professional welfare services, such as the Welfare

Department in Venda. Research is another method which is important in social work practice and is also discussed in this section.

It is important here to briefly discuss, define or describe the three basic methods.

2.1 Basic Methods

- Social Case Work

Wermer Boehm describes social case work as follows :

"Social casework is a method of social work which intervenes in the psychosocial aspects of a person's life to improve, restore, maintain or enhance his social functioning by improving his role performance. Intervention occurs when the person, or members of his group or community, realize that his role performance is hampered or threatened. The intervention takes place through a professional relationship between the worker and the person, and also between the worker and other individuals whose interaction with the person affects his role performance. Since social functioning is the product of interaction among intrapsychic, somatic and social forces, social casework involves assessing the internal and social factors which impair or threaten the person's role performance and helping him to find and use the somatic, psychic and social resources at his disposal to eliminate or reduce malfunction and to enhance functioning in social roles." (Fink et al, 1964:76-77)

- Social Group Work

Skidmore and Thackeray, (1964:268) defines social group work as "a method of working with people in groups for the enhancement of social functioning and for the achievement of socially desirable goals." The method is based on the knowledge of people's needs for each other and their interdependence. Group work reduces or eliminates road blocks to social interaction and for accomplishing social desirable purposes.

Konopka as cited by the abovenamed authors (1964:268) defines social group work as follows :

"... is the method in social work which relates its helping function specifically to individuals in groups. Its goal is the creation of qualitative group life, differentiated according to the needs of the group it serves. The group worker always works in the actual, realistic context of interpersonal relations, whether he works with community groups or with clinical ones."

- Community Organization

Community organization for social welfare is defined by Fink and others as :

" The process of bringing about and maintaining a progressively more effective adjustment between social welfare resources and social welfare needs within a geographic area or functional field. Its goals are consistent with all social work goals in that its primary focus is upon needs of people and provision of means of meeting these needs in a manner consistent with the precepts of democratic living." (Fink et al, 1964:505)

Taking into consideration the broad aim of social work profession which is to help people to help themselves, the following definition by Murray Ross seems more appropriate in portraying encouragement and independence.

Community work is :

"... a process by which community identifies its needs and objectives, orders (or ranks) these needs or objectives, develops the confidence and will to work at these needs or objectives, find the resources (internal and/or external) to deal with these needs or objectives, takes action in respect to them, and in doing so, extends and develops co-operation and collaborative attitudes and practices in the community." (Ross, 1955:39)

The role of a social worker in group and community organization is that of a teacher, enabler, facilitator, advocate. The results of the interview showed that the Department is utilizing casework method mainly. Groupwork and community organization are utilized at a very minimal level, and not all social workers attempt to use these methods.

Reason advanced for not utilizing other methods in problem-solving or in meeting needs are :

- lack of time due to manpower inadequacy. The argument is, when it is not possible to give enough time and to put adequate effort on each of the individual cases handled through casework method, it can therefore not be possible for each social worker to utilize other methods. Group work especially demands close contact between the social worker and the group, which means that there must be enough time ;
- lack of other resources for community organization;
- the structure of services as well as lack of specialization also contribute to the under-utilization of the two other methods.

It is possible and necessary to prevent social dysfunctioning through casework method. However, prevention on a larger scale is necessary. The system of using casework method without or with less utilization of other methods poses a problem. Individuals whose impaired capacities have been restored through curative and rehabilitative measures, go back to the communities which in certain cases are the cause and source of social dysfunctioning. In this case the environment remains unmodified and maintains the social pathologies and undesired conditions. Groupwork and community organization are the methods through which social workers can reach many people in trying to combat and rectify some social dysfunctioning. Prevention of social dysfunctioning as stressed by Skidmore and Thackery, involves the following : Early discovery, control and elimination of

conditions and situations which potentially could hamper effective social functioning. This is divided into :

- Prevention of problems in the area of interaction between individuals and groups.
- Prevention of social ills.

These aspects they asserted fall within the scope of community organization. (Skidmore and Thackery, 1964:8)

In trying to emphasize the importance of prevention, during his address to the Congress in 1962, President John F Kennedy as cited by Fink, said :

"Public assistance must be more than a salvage operation, picking up the debris from the wreckage of human lives. Its emphasis must be directed towards prevention and rehabilitation." (Fink, 1978:12)

Prevention of social ills and rehabilitating those who have been disturbed should bring about independence and development of clients as citizens of Venda. The present situation in which casework is most often utilized and community organization and group work methods are not utilized to the full, affects the Department's capacity to respond to the social problems and needs of the masses of people. This does not mean that preventive services are not rendered at all.

2.2 Research

The development division of the Welfare Department is responsible for research in relation to welfare issues. The field services division has social workers rendering generic social welfare services in different districts as mentioned before. Social workers are required to compile statistical reports each month and

send them to the development division. In the development division this data is supposed to be studied, analysed and be used in planning and research.

Interviews and observation reveal that statistical figures for all these years have been minimally used to influence planning and decision making.

The other serious problems concerns the statistical recordings themselves. The form used cannot accommodate all categories of problems. The manner in which the statistics is recorded by social workers did not reflect uniformity. This was due to the way the form was designed and to some social workers it was due to lack of adequate orientation on how to record statistics of cases. Some of the comments by respondents were :

- Lack of research findings makes it difficult for the staff to know in general what problems need more effort and improved strategies.
- The division does not conduct research. There is no bureau or data base where one can get readily available research findings on social issues, except statistics from Department of Presidency.

Indeed one cannot find facts about social issues researched by the welfare branch and recorded in the form of reports. If statistical figures are not analysed, prioritization of needs or problems and services becomes difficult. Lack of consideration for statistical data of problems prevailing in the country has resulted in the misdirecting of funds. It will not be easy to realise the need for changing strategies in problem-solving if the extent of need or social deprivation is unknown.

It was not possible for one chief social worker in the development division for some years, to conduct research as expected. Not only the problem of lack of adequate staff in the division was the obstacle, but also lack of adequate knowledge of social research was a problem. In 1988 and 1989 the division's staff was increased by two social workers.

- The problem of leadership and job division in the development division also hampers research undertaking.

Resnick and Patti, (1980:6) assert that one of the characteristics of effective organizations is "A division of labour and task assignments based on assessment of how the knowledge, skills and experience of staff can be flexibly utilized to accomplish the work required."

Research is a very important method which social workers cannot afford to do without. Lack of proper scientific social research in the Department is depriving the Department of a chance to have a better insight into the cause of social problems and the extent or severity of each category of social problem. Preventive measures can be taken when information about issues are available and communicated amongst social workers and other relevant officers and professionals.

3. MANAGEMENT PROCESSES

Only those management processes aspects that seem to be of importance in determining the capacity of this Department to respond to needs and social problems, are discussed. Such aspects are, decision-making, communication and planning.

3.1 Decision-making

Decision-making in simple terms means a process of making a choice amongst alternative means to achieve some results or to solve some problems. Gibson and others believe that the quality of the decisions that managers reach is the yardstick of their effectiveness. (Gibson, et al 1985:567).

In the Department of Welfare, decision-making takes place at different levels. At the bottom of social work hierarchy are social workers above which is lower management, middle management, top management and then political leaders. Decisions made below the levels of the Director General are sanctioned by him as the Head of the Department. The problem that welfare sections face is that the Director General is not trained in the social work profession. Their lack of knowledge and understanding of professional issues sometimes creates difficulties and/or problems in decision-making. Miringoff, (1980:32) asserts that organizational decision-making is a human endeavour, and those factors that underlie decision-making involve a wide variety of considerations. He went on to say that decisions are not always based on the most rational, objective, factual or professionally orientated assessment of a given situation. Political elements such as power, position, gains, loss and control also affect decision-making. In the Welfare Department the most serious decision-making problems are influenced by some of the political reasons as well as lack of adequate professional knowledge about social problems and their solutions. Some of the decisions made show loyalty to the Department as a government substructure and not to the profession of social work.

The Department of Welfare is controlled by the Public Service Commission whose officers or management teams are composed of people none of which is a social

worker. Neither do they have enough knowledge about social work. The social work management has to convince a Director-General that a particular service they deem necessary to establish is of importance. After that they need to convince the Finance Department and the PSC if it involved manpower or other issues that are controlled by PSC. However, the degree of the problem of decision-making influenced by lack of professional knowledge differed according to individual Director-Generals' attitudes towards social work. Some showed interest and flexibility, whilst some were more rigid. The fact that these Director-Generals are reshuffled time and again by PSC might to some extent have effected their attitudes and decision-making. One has to be careful not to do something that might result in being reshuffled. Thus, political elements have control over decision-making.

Decision-making by middle management of the Welfare Branch does not pose problems. Opinions of social workers are sought on certain practice issues. This is in line with what Resnick and Patti, (1980:6) state, that "effective organizations have a decision-making process that allows for participation by members at all administrative levels who have knowledge and information relevant to the decision being made."

One can conclude that the Department's top management's decision-making causes concern due to heads always being non-social work trained. PSC's decisions as the ultimate authority also sometimes adversely affects effective decision-making of the Welfare Department.

3.2 Communication

Communication is the transfer of information and understanding from one person to another through the use of common symbols.

Communication in the Department takes different directions which vary in emphasis : downward, upward, horizontal and interpersonal communications are all used. Downward communication flows from higher to lower levels. This includes management policies; instructions and official memorandums. Most of the downward communication problems in the Department have external sources. Information that comes from the PSC in a form of circulars, sometimes creates problems in that there is usually no suggestions social workers or other employees of the Department can make. Social workers themselves do not experience such problems with downward communication from their own seniors. The problem experienced is that of delays of information from Head Office to district offices. Even circulars from the Public Service Commission sometimes takes too long to reach the Department. The problem of delay within the Department is due to inefficiency in the registry of the Welfare Department. Photocopying as mentioned under the heading - Material Resources - contributes in causing a delay in transferring information from Head Office to district offices.

Upward communication which flows from lower to higher levels takes the form of group meetings and grievance procedures. An open door policy by top management is also used. However communication channels are emphasised. Problems at times are experienced when a senior becomes a barrier. Suggestions from social workers concerning work are seriously taken into consideration.

The present situation regarding communication causes concern in that it interferes with efficiency when important information is delayed in reaching the necessary people.

3.3 Planning

Planning is "the conscious attempt to solve problems and control the course of future events by foresight, systematic thinking, investigation and the exercise of value preferences in choosing among alternative lines of action". (Gilbert and Specht, 1977:1)

According to Conyers, planning in the social context refers to planning of the provision of social welfare services. Planning usually involves the preparation of comprehensive plans for all aspects of social and economic development. Conyers asserts further that in the Third World social planning must include other activities designed to bring about broad social change and development. (Conyers, 1982:8-10)

Within the years 1980 to 1990, planning is done mainly by top management in consultation with middle management. Planning for major projects is done on a five year basis. It emphasised building projects such as creches in the communities, housing for social workers, and institutions such as places of safety, after school care centres and schools of industry.

Since the most utilized method of social work is casework, planning of preventive service programmes are lacking. Such programme planning involve specific objectives and desired results that can be quantified within a given period of time. An example for such planning could be a programme of teen peer sex and parenthood information. Objective - peer programme to provide 100 teenagers with comprehensive information on various aspects of human sexuality, teenage pregnancies and its consequences on education, emotional and financial aspects of a teenager and the baby etc., through bi-weekly two hourly training sessions from February to July of the same year. Without this kind of service or programme planning, it is difficult to determine how many clients the Welfare Department will

reach at any specific period of time. Planning must include evaluation. People ask themselves questions such as "did we do what we set out to accomplish?" "Are we effectively carrying out our mission?" "Are we meeting schedules?" "Are we achieving expected results?" (Weiner, 1982:278) If not, why, or what became an obstacle to goal achievement? In answering such questions managers will be able to know what their organization is doing and to have better planning. In the Department, evaluation of services has been done by middle and top management. It is not based on an evaluation programme. It is done when a need to do so arises.

When evaluation of services is not programmed and statistics are not analysed and are minimally considered for planning purposes, then the process of planning is in lack and in the end, service provision is unfavorably affected.

4. HUMAN RESOURCE MANAGEMENT

The following aspects of human resource management are discussed and analysed : Induction and orientation, supervision, performance appraisal and staff development. The researcher interviewed twelve (12) social workers who joined the Department prior to 1990. Human resource management refers to the management of only the professional welfare workers (social workers) and not all others who are also employees of the Department.

4.1 Induction and Orientation

According to Stoner, (1982:541) orientation is a process which provides a new employee with the information he or she needs in order to function comfortably and effectively in the organization. It familiarizes new employees with their roles, the organization, its policies and other employees. When a new employee is hired or reassigned, orientation should

follow. Without a solid orientation programme, workers productivity and quality of work life may fall short of their potential. (Werther and Davis, 1985:204) Stoner, (1982:541) is of the opinion that induction and orientation convey three types of the information viz :

- general information about the daily work routine;
- a review of the organization's history, purpose and products and how the employee's job contributes to the organization's needs; and
- a detailed presentation, of the organization's policies, work rules and employment benefits.

The findings of the interviews conducted with social workers revealed that 66,7% of the social workers received inadequate orientation. They also stated that it negatively affects their service rendering as they lack knowledge of some aspects in their job situation. Twenty Five percent (25%) indicated that the orientation was adequate and that it helps them to perform well. One social worker (8,3%), did not respond about the influence of the orientation on her job but has indicated that she was only orientated through the induction course offered by the PSC. For the two social workers who stated that the orientation was adequate, they also indicated like all others that there is no formal orientation programme in the Department, and that their orientation did not include a tour to institutions, and other offices that fall under the Department. From the percentages given above, one can thus conclude that the Department's orientation process has not been adequate for its new members.

At the time of the interview, most of the social workers had been inducted through the PSC programme. However, the PSC induction course is helpful to a limited extent. It exposes a person to the general issues of government, such as structure, rules and regulations governing the civil servants, grievance

procedures and benefits. It did not orientate them to the day-to-day routine, and on social welfare issues. This orientation also is not necessarily offered to social workers when they enter the organization. It happens that some social workers go for an induction course six months after they joined the Department. This does not put newly appointed social workers in a position to say that they are adequately acquainted with organizational issues, or the job to be done.

Ten social workers (83,3%) of the respondents are social workers in the lowest rank of social work positions. It was therefore not possible to obtain information that could be generalized on orientation in a new and higher rank.

As indicated, inadequate orientation has negative effects or impact on performance. This concurs with Stoner who stated that "according to the findings of many studies, employees were found to feel anxiety when they first entered the organization. They also worry about the way they will perform in the job. They also feel inadequate compared to more experienced employees." According to him, inadequate or ineffective induction and orientation cannot help employees whose anxieties should be reduced." (Stoner, 1982:541) Werther and Davis, (1985:225) say that orientation does not only improve the rate at which employees are able to perform their jobs but also helps employees satisfy their personal desires to feel a part of the organizational's social fabric.

4.2 Supervision

Bertha Reynolds cited by Lauffer, (1986:263) had written about supervision as "... enlarging perspective, stimulating imagination and cultivating sturdy independence of thought and sound personal relationship with human beings ... supervision becomes an art of teaching on job, a relationship that gives new life.."

According to the arrangements for supervision in the Department, social workers have been supervised by senior social workers. Due to the shortage of senior social workers, one chief social worker sometimes helped to supervise social workers. It is therefore obvious that two senior social workers and one chief cannot manage to supervise all social workers in all districts adequately. Moreover, the senior social workers in this Department are not only responsible for supervision but they also handle cases just as social workers do.

Fifty Eight point Three per cent (58,3%) of the respondents indicated that they had received inadequate supervision. Those who indicated that theirs was adequate, were 16,7%. Those who showed that they have received no supervision at all, were also 16,7%. Only one respondent (8,3%) did not respond correctly in that it is not clear whether he/she received adequate or inadequate supervision. The reason for discontent advanced by some of the respondents are as follows :

- supervision is not programmed or scheduled according to sessions, it is not formal and properly done;
- supervision sessions are too short and the time intervals between them are too long. The situation benefits the social worker minimally;
- some of the supervisors and supervisees only meet when the supervisee has indicated he/she has a problem with his/her work.

Lack of adequate supervision for social workers is one of the serious problems facing the Department of Social Welfare and Pensions. As indicated, there are two regions with five districts. For these five districts there have been two senior social workers since 1986.

As cited by Lauffer, (1986:263), Bertha Reynolds specified the following as the essential aspects of social work supervision :

- that it operates through a relationship between supervisor and supervisee in which workers are individualized as persons as they are helped to perform their particular jobs;
- that the supervisor operates as a "specialized" worker rather than as a superior officer, whose qualifications are based on skill and experience rather than on the basis of hierarchical positions;
- that the ultimate objective of supervisory process is achievement of the agency's deepest purposes;
- that supervision is essential to administration but not identical with it, in particular because it has educative as well as administrative function; and
- the art of supervision is one of building creative human relationships.

Considering responses of the interviewed social workers on supervision, one can thus see that the major purposes of supervision are not sufficiently served in the Department. The Department's deepest purposes of providing welfare services with an aim of developing people, cannot be easily achieved if the social workers lack enough guidance, knowledge and spirit of courage.

4.3 Performance Appraisal

According to Werther and Davis, (1985:282) "Performance appraisal is the process by which organizations evaluate employee job performance." Gibson and others see performance appraisal or evaluation as the "systematic formal evaluation of an employee's job performance and potential for development." (Gibson et al, 1985:599) In this study the definition of performance appraisal is, "A process of assessing or

evaluating workers' performance, output, strength, and weakness with an aim of identifying development needs, and providing desired guidance, promotion, discipline and pay increases." Performance appraisal is one of the most important tasks of any manager, yet most managers admit they have difficulty in handling it adequately.

The respondents responded to the questions on performance appraisal as follows :

- Fifty percent (50%) indicated that their performance was inadequately appraised;
- Twenty five percent (25%) indicated that their performance was never appraised;
- Twenty five percent's (25%) performance was adequately appraised, and it was encouraging to have it done that way.

Some of the comments about appraisal were :

- the bimonthly reports do not indicate exactly where a junior is lacking;
- evaluation is done after a long period of time ie., not on a regular basis.
- performance is not perfect due to lack of sufficient guidance;
- verbal comments were received only when a social worker had done something wrong (meaning there is no proper feedback about the whole performance of this social worker);

Sixty six percent (66%) had verbal feedback, others had written feedback in a form of a bimonthly report.

Seventy five percent (75%) of the respondents indicated that they prefer a verbal feedback. For the majority whose performance had been evaluated, their immediate supervisors were responsible.

Stoner asserts that "...it is not always easy to judge a subordinate's performance accurately, and it is often more difficult to convey that judgment to the

subordinate in a constructive and painless manner." (Stoner, 1982:546-547) It has however been more difficult for senior social workers who are based at two districts to evaluate performance of social workers they have not observed in a work situation for months. Lack of adequate senior social workers is a serious contributing factor to poor performance appraisal in the Department. Written reports called bimonthly reports are supposed to be completed every two months on behalf of subordinates. These are the reports designed by PSC and they are used by a number of Government Departments. Gibson, and others (1985:599) asserts that performance evaluation is inevitable and is to a certain degree subjective, and requires relevant accurate and sufficiently complete information. Therefore among other things, consideration must be given to what criteria is to be evaluated and to methods that are best suited to accomplish the purpose. They go on to say that the criteria should be relevant, reliable, discriminate between good performers and poor performers and lastly should be practical. (Gibson et al, 1985:599-600) In line with Gibson et al's statements is Werther and Davis', (1985:285) who state that "The appraisal should create an accurate picture of an individual's job performance. To achieve this goal, appraisal system should be job related and practical." Stating what job related means, they said it means that the system evaluates or assesses critical behaviour that constitute job success. They also are of the opinion that if the evaluation is not job related it is invalid. Weiner, maintains that job performance measure should include the following : quantity of work, (eg number of units served), job attitudes, eg., (absenteeism, complaints and grievances) etc. (Weiner, 1982:483)

The bimonthly reports used in the Department of Social Welfare and Pensions, reflect an assessment of performance mainly on administrative issues. That is

why the same forms are used for administration officers as well as for different professionals in different departments. The appraisal system used in the Department is not best suited to accomplish the purpose of professional welfare services. This is so because the system is not able to assess social workers performance, skills and techniques. In other words, the bi-monthly reports are not sufficiently job related as Werther and Davis put it.

Two major problems face the Department as regards performance evaluation. They are :

- Lack of adequate senior social workers who can adequately evaluate the performance of social workers.
- Lack of the valid and reliable measure or system of appraisal that can be relevant to social work practice and not mainly administrative work.

4.4 Staff or Human Resource Development

Once employees are selected and oriented, they may still lack the necessary skills, knowledge and attitudes to perform successfully. (Werther & Davis, 1985:251) In this study staff development is defined as "Those purposive activities that are designed to increase the knowledge and skill of those who are directly responsible for the provision of an organization's service product." (Miringoff, 1980:147). Miringoff goes on to say that the goal of staff development is to increase the service resources through increasing the possession of technology of service practitioners. According to Werther and Davis, (1985:251) human resource development prepares individuals for future job responsibilities. It also attempts to contend with the following :

- employee obsolescence which comes into being when an employee does no longer possess the knowledge or abilities to perform successfully; socio technical changes; employee turnover; and affirmative action.

Miringoff, (1980:147) and Weiner, (1982:485) concur on a number of activities which staff development encompasses. These include seminars, courses, workshops, continuing education and conferences. Werther and Davis, (1985:240) go into detail on some of the broader activities mentioned by Miringoff and Weiner. They categorise them into "on the job techniques and off-the-job techniques." The former includes job instruction training, job orientation, apprenticeship and coaching. The latter includes lectures, video presentation, role playing, case study, self study and programmed learning.

The interviews revealed that staff development was one of the problematic aspects in this Department. Seventy five percent (75%) of respondents reflected that the staff development they had received was so minimal that it did not have positive influence on their job performance. Twenty five percent (25%) of respondents indicated that the staff development they received had a positive influence on their job performance.

Responding to the methods or ways of developing staff that are applicable in the Department, 100% indicated staff meetings as one of the methods used to develop them, 33,3% indicated seminars, 25% indicated symposia and conferences and 33,3% indicated formal education without financial assistance from the Department. As put by Miringoff, (1980:147) staff development is rarely pursued on an organized basis in most human service organizations. The Department of Welfare and Pensions is no exception. There is no formal programme for staff development.

~ Fifty percent (50%) of the respondents said there is a formal programme.

They referred to scheduled social workers' meetings which are not necessarily aimed at staff development but at discussing problematic and other important issues that concern their work.

Seminars, conferences and courses outside the Department, or those not organized by the Department have not been attended by every social worker. However, the management tries to see that each social worker attends. This is corroborated by Miringoff, who stated that staff development opportunities may be spread around so that every one gets something. (Miringoff, 1980:148). Development needs have been identified in 1989 and it was then that a formal programme was thought of. According to Miringoff, staff development from the perspective of service management deals with the quality of an organization's service resources. He also says that the greater the quality of the service resources the less likely is the occurrence of goal displacement, authority subversion and noncongruent decision-making. He further displayed the importance of staff development by saying that it can provide service management with a significant opportunity to improve the organization's overall pattern of service. (Miringoff, 1980:149)

The Department of Welfare and Pensions service rendering will not improve unless enough staff development is taken more seriously. There is actually a great need for developing the social workers on a number of skills. The use of integrated methods is another area which needs to be revived for more effective service rendering. As asserted by Resnick and Patti, (1980:7) the other characteristic of an effective organization is being capable of creating a "climate that is supportive of professional growth and development, where employees are seen as an expanding

and renewable resource rather than a fixed pool of capabilities to be impersonally exploited." The staff which are inadequately oriented, supervised and which has its performance insufficiently evaluated and which is inadequately developed or developed at a very slow pace is certainly not in a position to perform its duties effectively. The staff members therefore lack confidence in certain areas of their jobs, they lack some of the important knowledge and skills which are necessary for certain services.

This means that problems in human resource management negatively affect the Department's capacity to respond to problems and needs of the people. However, the Department has not turned a blind eye to these aspects.

5. OTHER EMPLOYMENT CONDITIONS

In this section specific employment conditions are discussed. The two major concepts here are motivation and job satisfaction. A number of motivational factors and benefits offered by the Department as well as other factors influencing satisfaction are discussed.

5.1 Motivation and Motivational Factors

"Motivation is that which causes, channels and sustains people's behaviour." (Stoner, 1982:441) There are a number of motivation theories. As stated by Stoner, (1982 : 444-445) "individuals have inner needs that they are driven; pressured or motivated to reduce or fulfill."

The presence and adequacy or effectiveness of motivational factors play a major role in influencing social workers to perform their jobs as well as to keep these social workers within the organization. Lack of motivational factors works to the contrary. Interviews on the job motivation revealed the following :

- Fifty percent (50%) of the respondents indicated that they are partially motivated in their jobs.
- Twenty five percent (25%) said they are not motivated at all;
- Sixteen point seven percent (16,7%) did not respond to the question;
- Eight point three percent (8,3%) (one social worker) was motivated to work.

The reason the respondent advanced was that he/she is interested in working with people and sharing ideas with them. Therefore, 75% have problems with motivation. They are not motivated enough to do their job to their best ability. Reasons advanced for lack of adequate motivation are as follows : poor promotional conditions; poor salary; work or case overload; problems with studies without financial assistance; lack of other resources necessary for the delivery of social work services. Resources are already discussed under another heading.

5.1.1. Promotions

Specific questions on promotions revealed the following :

- Fifty percent (50%) of the respondents reflected that they are not satisfied with some of the conditions under which one is promoted. Some of these social workers were not yet ready for promotion by the time of the interview.
- Sixteen point seven percent (16,7%) indicated that they lack information on issues of promotion.
- Sixteen point seven percent (16,7%) said they are still new in the Department and that they cannot tell whether promotional conditions are favourable or not.
- Eight point three percent (8,3%) did not respond.

- Another 8,3% indicated that there is satisfaction as regards promotional conditions.

Reasons advanced by those who are not satisfied are :

- promotional route is limited especially because the principal social worker is phased out and there is no specialization of services;
- opportunities for promotion are limited;
- academic improvements are not considered for promotion since one is given a cash bonus for advancement. A cash bonus which is calculated according to a person's present salary scale;
- it takes too long to get promoted.

The researcher also realized that the PSC does put its pressure on the Department's promotional procedures. The PSC sometimes does not give the Department a chance to exercise its authority and knowledge in promoting social workers to higher ranks of chief social worker. When there is a chance of moving one social worker vertically to a higher post, PSC gives a directive and fills the post with a person from outside the Department. Sometimes PSC promotes a person who is within the Department and does not give the Department a chance to make its own judgment. This therefore disturbs the equilibrium which prevails. This demotivates the possible candidates within the Department. It tempers with the morale of the workers and it has far reaching implications for the service provision. Lack of knowledge about promotions indicated by 16,7% also reflects lack of adequate orientation of new social workers.

Conditions under which social workers are promoted are not laid down by the Welfare Department, but by PSC and they are contained in a document called Personnel Administration Standard (PAS). The fact that the rank of senior and principal social workers are phased out is also shown in the PAS. The Welfare Department is

just informed and never consulted during the planning stage of such changes. This phasing out of two ranks, surely poses problems on the promotional route of social workers. Reaching the rank of chief social worker is possible for only a few social workers. It also affects supervision in that social workers are to supervise others in the same rank of social worker, the only difference being the length of practice. (Previously senior social workers supervised social workers and principals supervised seniors and chiefs supervised principals.)

However, as mentioned above, problems prevail within the Department which resulted in delaying qualifying social workers to have vertical mobility. This affected social workers who entered the Department before 1980 as well.

5.1.2 Case Overload

The influence of case overload on performance is another factor that demotivates social workers, as 91,7% indicated that case overload has negative effects on their job performance and motivation. Only one respondent representing 8,3% reported that caseload is not much of a problem in relation to her performance. Factors contributing to this negative effect are as follows :

- Time is not enough to make adequate and thorough interviews.
- Intakes and joint interviews done by one social worker causes exhaustion, strain and stress.
- There is no time to build enough rapport, to make thorough investigations about clients cases most of the time.
- No time for utilizing other methods of problem solving such as group work and community organization.

- Reports are not detailed enough, follow-ups sometimes are not done and visits are delayed. Administrative work lags behind since social workers are very busy with interviews.

5.1.3 Poor Salaries

Salary is a reward or compensation for what an employee did for an organization. An adequate salary is a powerful motivational factor. The issue of poor or inadequate salaries cannot be overemphasized. Since before 1982 social workers have been expressing their discontent about their salaries. This study will not go into details on how much social workers of different ranks received in different years. However, it is important to mention that whatever effort social workers made to get their case heard and attended to by the PSC, difficulties always prevailed. The Public Service Commission controls the salaries of social workers. In many instances the PSC promised to look into salaries in terms of readjustments but always gave unfavorable answers. In some cases the PSC revealed that it cannot change social workers' salary scales to be above those of social workers employed by the South African Government, since Venda receives money from South Africa. Here one sees the impact of Venda's economical dependency on South Africa. The main problems facing social workers in the Department is that their job scope, if seen in terms of the case load, is too wide. The structure of services which has no specialization also widens the scope and puts much pressure on each social worker.

In the light of the previous statements, one can say the salaries of social workers in Venda do not tally with their job scope. Their work load is heavier and they get less compensation if compared to their counterparts in RSA, who specialize and who have a chance of referring clients to private welfare organizations. Therefore the comparison is not a fair

one. Unattractive salaries for social workers has a negative effect on the Department's capacity to respond to needs and problems of people. This is proved so because experienced social workers leave the Department in pursuit of greener pastures. Some of the available social workers are not motivated enough to perform their duties in the way they would like to.

5.1.4 Leave Benefits

One hundred percent (100%) of the respondents are satisfied with the leave benefits as regards vacation and sick leave. Sixteen point seven percent (16,7%) expressed a discontent with the way study leave is granted. Some of the respondents also reflected lack of adequate information about study leave benefits. Study leave is also of importance, as it results in self development. An employee or social worker who has advanced his/her knowledge or skills and techniques becomes a bigger asset to the Department. Such a person contributes in the improvement of service provision because of increased expertise. It is therefore important for the Department to motivate for the grant in respect of study leave and financial assistance towards study for public servants.

The PSC sometimes offers opportunities for financial assistance for post graduate studies, and at times it closes such opportunities. The problem experienced in the Department by social workers is caused by individuals on top management, who recommend for study leave with or without pay. The PSC can only grant the study leave with or without pay if the Department has recommended it. Leave benefits is one of the motivational factors in the Department which does not demotivate social workers as such, with the exception of study leave. Study leave is another reason for staff turnover. Those social workers who are ambitious can leave the Department realizing that there are no easy chances for self development.

5.2 Job Satisfaction

Job satisfaction here means the favourableness with which employees view their work. "Although research has been unable to specify the exact relationship between satisfaction and performance, personnel professionals should be very concerned about job satisfaction." (Werther and Davis, 1985:411)

Interviews on job satisfaction revealed that 83,3% of the respondents do not consider their job as satisfying; 8,3% experience job satisfaction and; 8,3% was not in a position to judge since she was new in the Department. Hence it is indicated that the majority of the social workers interviewed experience job dissatisfaction.

Reasons advanced for lack of job satisfaction are similar to those given for lack of motivation. Some of which are : lack of specialization; inadequate manpower resulting in case overload; low salaries; lack of promotion opportunities; and inadequate orientation, supervision and development.

Lack of specialization together with the consequence of case overload are strongly related to job design. Job design refers to the process by which managers decide individual job tasks and authority. Job design involves job range and job depth as well as job description and duty sheets. "The range of a job refers to the number of tasks that a jobholder performs..." Job range varies from few to many tasks and jobs with relatively few tasks are more specialized than those with many tasks. Job depth refers to the amount of discretion that an individual has to decide job activities and job outcomes. (Gibson et al, 1985:457) These authors go on to say job depth varies from little to considerable discretion in the choice of activities and outcome. Relatively little depth is a

why the same forms are used for administration officers as well as for different professionals in different departments. The appraisal system used in the Department is not best suited to accomplish the purpose of professional welfare services. This is so because the system is not able to assess social workers performance, skills and techniques. In other words, the bi-monthly reports are not sufficiently job related as Werther and Davis put it.

Two major problems face the Department as regards performance evaluation. They are :

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- Lack of the valid and reliable measure or system of appraisal that can be relevant to social work practice and not mainly administrative work.

4.4 Staff or Human Resource Development

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characteristic of a specialized job. In the case of the Welfare Department, the social worker's job range and depth has a negative influence on their job satisfaction since they have many different unspecialized tasks.

As regards promotion and satisfaction, Callahan and others state that as one moves up in the organization's hierarchy, satisfaction increases. (Callahan et al, 1986:332) Gibson and others postulate that "...jobs can be sources of psychological stress and even mental and physical impairment. On a more positive note, jobs can provide income, meaningful life experience, self-esteem, esteem from others, regulation of lives, etc." The same authors also stated that "contemporary managers are finding that when the personal needs of employees are satisfied, the performance of the organization itself is enhanced." (Gibson et al, 1985:451)

The efficiency and effectiveness of social workers employed by the Welfare Department is negatively influenced by the fact that the social workers are not motivated to perform their duties in the best way, and are not satisfied by their jobs and that in turn negatively affects the Department's capacity.

A job description is a written statement that explains the duties, working conditions and other aspects of specified job. Some of the social workers interviewed said that they do not have their job descriptions recorded. They know what they must do as social workers, but in certain areas of operation, they do not know what they should handle and what they should not. Actually their duty sheets should indicate where they begin and end in the line of function, but are not available to them. This in a way is a problem also manifested through lack of adequate orientation and performance appraisal. This problem is more serious in the Development Division of the Welfare Branch, for

more than eight years the only job description available was that of a chief social worker. In 1987 two posts of senior social workers were available, but there were no job descriptions and duty sheets for the incumbents of the two posts. When one post was filled in 1988 it was not easy for the social worker to function without a duty sheet which spells out where the social worker had to begin and end. The social worker mainly depended on job delegation or on instructions. This posed boredom and disillusionment as the social worker could not possibly plan the work in time. Such a situation is vulnerable to abuse of delegations. Planning and administration becomes seriously affected when the individual does not know exactly what his/her duties are, though one knows what the functions and goals are, for a division under which one falls. In this situation a social worker does not experience job satisfaction.

CHAPTER SIX : THE ANALYSIS OF THE NEEDS AND SOCIAL PROBLEMS AND THE DEPARTMENT OF WELFARE AND PENSIONS' RESPONSE

1. INTRODUCTION

"In general terms the Branch's aim is the promotion of the Social Welfare of the people of Venda. The underlying objective guiding activities is the belief that if favourable conditions are created, every person may be enabled to achieve the highest level of development through his own efforts; prevention and combating of dysfunction amongst citizens is to be aimed at - while at the same time we have a belief that care should be accorded to those who are unable to care for themselves." (Department of Social Welfare and Pensions Annual Report, 1989:22)

In the light of the above statement, it is evident that the Welfare Department is responsible for facilitating the development of people by means of rendering professional welfare services (social work).

Considering the definition of social work by Skidmore and Thackeray, social work is "a profession that seeks to enhance the social functioning of individual, singly and in groups, by activities focused upon the social relationship which constitute the interaction between man and his environment."

They also mentioned that these activities can be grouped into three basic functions which are :

- Restoration of impaired capacity
 - Provision of individual and social resources
 - Prevention of social dysfunctioning
- (Skidmore and Thackeray, 1964:6)

To add on the responsibilities of social work as a profession Fink and others are here cited to say :

"social work is the profession which concerns itself with the facilitating and strengthening of basic social relationships between individuals, groups and social institutions."

They say that social work therefore has a social action responsibility which derives directly from its social function and professional knowledge.

They assert that these functions or responsibilities are embedded in the following areas :

- The identification, analysis and interpretation of specific unmet needs among individuals and groups.
- Advancing the standard of recognized social obligation between society and its individual members so that those needs will be met and a more satisfying environment for all achieved. (Fink et al, 1963:12-13)

According to this opinion, "It is the duty and obligation of social workers to contribute their knowledge of social condition, social institutions, social needs and social feasibility to advancing the evolution of the social standard. Furthermore, they have an obligation with respect not only to such functions of society as lie within their own area of competence but also to those social measures and policies that will prevent the needs with which they deal." (Fink et al, 1963:13)

- The application of specific knowledge experience, and inventiveness to those problems which can be solved through social welfare programmes.

As related to the above opinion the authors assert that in areas of social policy and programme in which the profession of social work plays a central or major facilitating role, its social action function involves the professional knowledge concerning organization and operation, policy implications, financing requirements and personal standards without which successful social policy can be neither made nor implemented. (Fink et al, 1963:14) In other words the organization or Department which deals with social work, should expose the technical knowledge and experience of its membership to policy makers, at different levels such as in

legislative, administrative or community leadership. Again, at there are principles that guide the profession's functioning.

The Department of Social Welfare and Pensions as the Department which provides professional welfare services, is also bound to operate in terms of social work principles. Therefore when talking of the Department's capacity to respond to the needs of the people, it is important to bear in mind that its response should be in line or related to what the profession of social work stands for.

This chapter discusses the social problems which prevail in Venda and how the Department responds to them. What the Department provides or is able to do forms the centre of the discussion. However, reference is also made to what the Department is not doing which it should be doing. The researcher categorised the types of social problems according to the format commonly used in the welfare agencies.

2. CHILD AND FAMILY CARE PROBLEMS

Social problems under this category includes marital problems, divorce, single parenthood, widowhood, non-support, child neglect, teenage pregnancies, child uncontrollability and juvenile delinquency.

2.1 Marital Problems

Marital problems rate highest amongst cases that come to the attention of social workers in Venda. There are a number of causes of marital disharmony such as industrialization, migratory labour, change of values and norms, change of women's roles, poverty, unemployment, lack of proper and adequate guidance before couples get married, interference by in-laws, etc. In 1986, 2866 cases of marital problems were handled by social workers, and in 1987, 2620 cases. The reason for this drop might be owing to the decrease

in staff of the Department in 1987 as suggested by the annual report. (Department of Social Welfare and Pensions Annual Report, 1987:25)

In 1988 new cases only handled by social workers were 2506 which have approximately doubled the number in 1987 which included old cases. This might be due to the fact that the number of social workers was almost double as well. In 1987 there were six (6) social workers, and in 1987 ten (10).

2.2 Divorce

A tremendous escalation on the divorces since 1986 is evident. The figures that will be shown hereunder reflect only those divorces which occurred in the Venda Supreme Court ie., civil marriage dissolutions. There are many more divorces that are granted in the Magistrate Courts such as those of Customary Union marriages. There are also those marriages for which only "Lobola" is paid to the parents or guardians of the wife and they get dissolved at the Headman's Courts. The problem of dissolution of marriages is a serious one in Venda and it gives birth to many other social problems such as juvenile delinquency, alcoholism, psycho-somatic illness, psychiatric problems of which some result in suicide.

The following bar graph shows the rate of divorce as recorded at the Venda Supreme Court divorce register from 1979 to 1988.

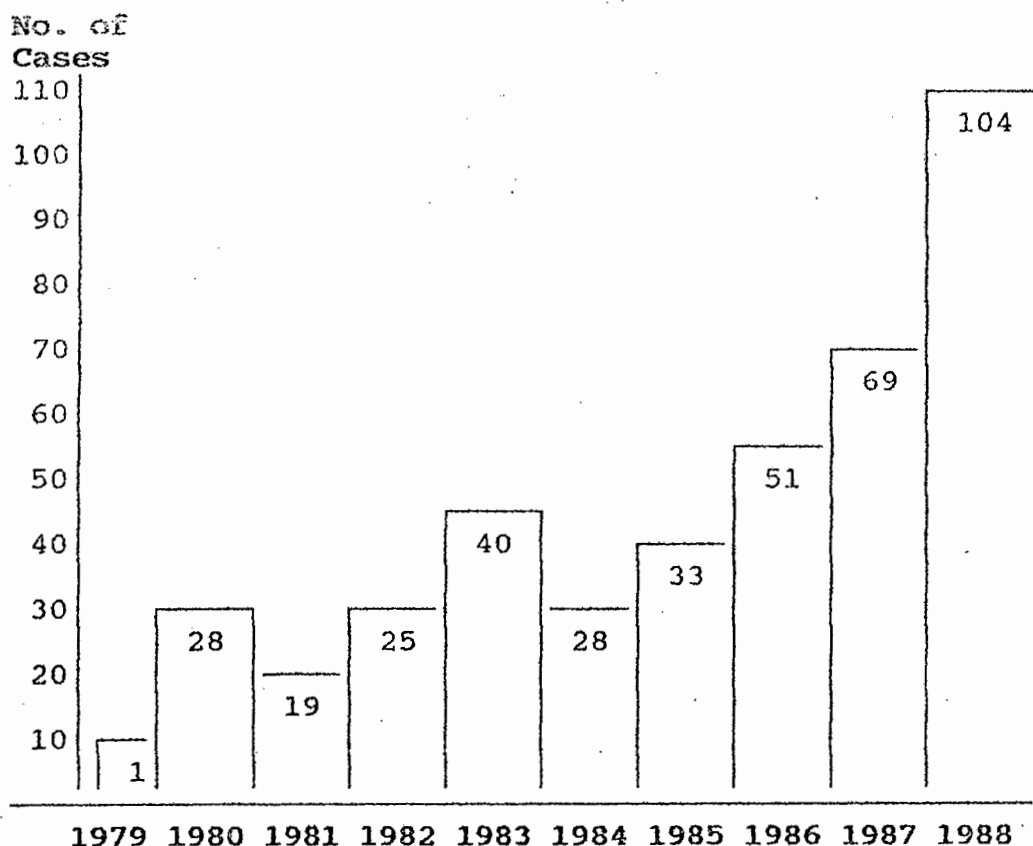


FIGURE 1 . RATE OF DIVORCE IN VENDA

1 UNIT = 1 DIVORCE CASE

This figure shows that since 1984 the divorce rate has been increasing remarkably. Bearing in mind what was mentioned earlier on, that there are many more other dissolutions of marriages, not indicated in these figures here, one can therefore see that marriage breakdown is a serious problem in Venda.

Social workers have the important task of writing reports that assists the courts in determining the custody of the children. It is also the duty of social workers to give guidance and counselling to single parents, especially those who have been awarded the custody of the children. This type of task needs experienced social workers. The problem is that the Department has a continuous turn-over of experienced social workers. It is therefore not easy for inexperienced social workers to handle such cases.

2.3 Child Neglect and Non-Support

These are other serious problems that Venda social workers are faced with. Non-support has become a serious illness of many fathers. The problem of non-support is mainly experienced by wives and children of migrant workers, and of course is also experienced by families of those men who work locally. It has been proved that most of the non-support cases emanates from the problem of extra marital relationships where a man neglects his family and supports a lover or lovers and their families. Many clients have verbalized this. One can conclude also that this is also encouraged by the traditional practice where a man has a right to polygamy. But with the shift of values and disregard for morals, polygamy as practiced by old generations has disappeared and is replaced by unfaithfulness and promiscuous relationships characterized as well by lack of responsibility to one's family. The fact of cash economy and inflation also does not give a man with more than one family a good chance to adequately provide for both or all families. This brings about child neglect and non-support of wife and children. During 1986 social workers handled 3100 non-support cases and in 1987 the case load dropped to 2702. (Social Welfare and Pensions Annual Report, 1987:24) In 1989 2027 new non-support cases only were handled. This figure was by far above that of 1987 which included both old and new cases.

Four Hundred and Seventy (470) new cases of kwashiokor were attended to by social workers in 1989. 340 cases of ill-treatment, neglect and exploitation of children were also handled in 1989. (Department of Social Welfare and Pensions Annual Report, 1989:23) One other important factor is that there are more incidences of child neglect, non-support and abuse that are not reported at all. The problem is more prevalent in the country, than is reflected by these statistics.

Foster care and maintenance grants are paid to deserving cases as financial assistance. Rations are also given, including nutritious food for children, which is temporary.

2.4 Institutionalization of Children in Need of Care

The Welfare Department makes provision for children who need substitute care in a form of institutionalization. Children are placed in a "place of safety for children." This place of safety is a converted maternity hospital room within the maternity hospital. (William Eadie). Only seven children are accommodated in that room. In 1990 there was a waiting list of +/- 25 children to be placed in the place of safety. However at William Eadie there is no additional space for more children.

Some of the children who are state welfare clients, are temporarily placed at "Takalani Children's Home" which is a private children's home, and the state pays for the children.

Venda has long identified the need for a place of safety. The construction of the buildings is almost complete. Some of the houses within the premises, and the main kitchen block as well as the administration block were completed by the end of 1989. However, due to lack of furniture and other necessities, which are supposed to be provided by the Department of Public Works, the institution cannot be operative.

2.5 Unmarried Motherhood and Teenage Pregnancies

The problem of unmarried mothers is one of the serious problems that not only the social workers are faced with, but also teachers at schools and the communities at large. 37 cases of unmarried mothers came to the social workers offices during 1986, and in 1987 they increased to 156. These are cases mostly related to poverty.

Teenage pregnancies is also a serious problem facing the country of Venda. The rate of increase in teenage pregnancies of unmarried girls is great. A number of factors contribute to this. One might be due to lack of knowledge about sex and its implications. Venda school syllabus does not include sex education. According to Venda culture, parents do not discuss sex with their children. As indicated in Chapter Three, structures within the communities which used to exist as guide in social life has fallen away, hence the problem of sexual indulgence by children.

It is stated that "our traditional values and patterns of behaviour and relationships have undergone tremendous modifications which are a result of adjustment to stresses and strains brought about by radical changes taking place in our social environment. There is distinction between traditional and the modern as regards value system. Cultural traits taken from other nations play a role on our accepted way of behaviour. This is evidenced the high illegitimacy and divorce rates.." (Department of Social Welfare and Pensions Annual Report, 1989:22)

It is not easy to find the exact figures of teenage pregnancies in hospitals and clinics. This is so because some teenagers do not attend antinatal clinics and they still give birth at their homes. Neither can one get the exact figures from schools, because some teenagers leave school before teachers realize that they are pregnant. Before providing the figures obtained from secondary schools in 10 circuits, the researcher deems it necessary to define teenage

pregnancy. In this study, teenage pregnancies refers to the state of being pregnant of children or girls under the age of twenty (20) years.

Due to the misunderstanding of some of the principals of schools, instead of providing figures of teenage pregnancies, numbers of incidences of pregnancies in schools regardless of age were provided. Here ages above nineteen were recorded under 'other'. Some of teenage pregnancies are included in the 'other' category. Some of the schools only indicated having eg., five (5) pregnancies - age 17-21 years. It is therefore not possible from this data to know exactly how many of the five (5) are actual teenage pregnancies. One may just assume that since this statistic was collected from schools, most of those attending school are teenagers. It therefore might mean that the majority of those that fall under 'other' are teenagers.

Teenage specifically (TS) is a category of those who are actually below the age of 20 years. Totals stand for a combination of specific teenage pregnancies and those that include teenage and those above teenage. Following are tables and bar graph showing figures of the three given years.

TABLE 12

STATISTICS OF TEENAGE PREGNANCIES SPECIFICALLY (TS) TOTALS
OF 10 CIRCUITS

1986	1987	1988	CIRCUIT
18	61	24	Fundudzi
76	133	195	Dzindi
12	42	25	Mutale
36	54	36	Mutshindudi
127	151	166	Thohoyandou
46	68	67	Tshitale
-	43	72	Vhuilafuri
2	5	11	Vhumbedzi
38	65	35	Vhuronga
71	74	49	Dzanani
426	696	680	TOTAL

TABLE 13

STATISTICS OF TEENAGE PREGNANCIES COMBINED
WITH THOSE ABOVE TEENAGE (OTHER) TOTALS OF
10 CIRCUITS

1986	1987	1988	CIRCUIT
42	40	70	Fundudzi
57	56	68	Dzindi
57	65	88	Mutale
120	147	159	Mutshindudi
61	100	133	Thohoyandou
27	15	15	Tshitale
-	45	78	Vhuilafuri
47	52	56	Vhumbedzi
33	38	42	Vhuronga
95	152	188	Dzanani
539	710	897	TOTAL

[Researcher's compilation from figures obtained from
Secondary Schools in 10 Circuits]

Number of
Pregnancies

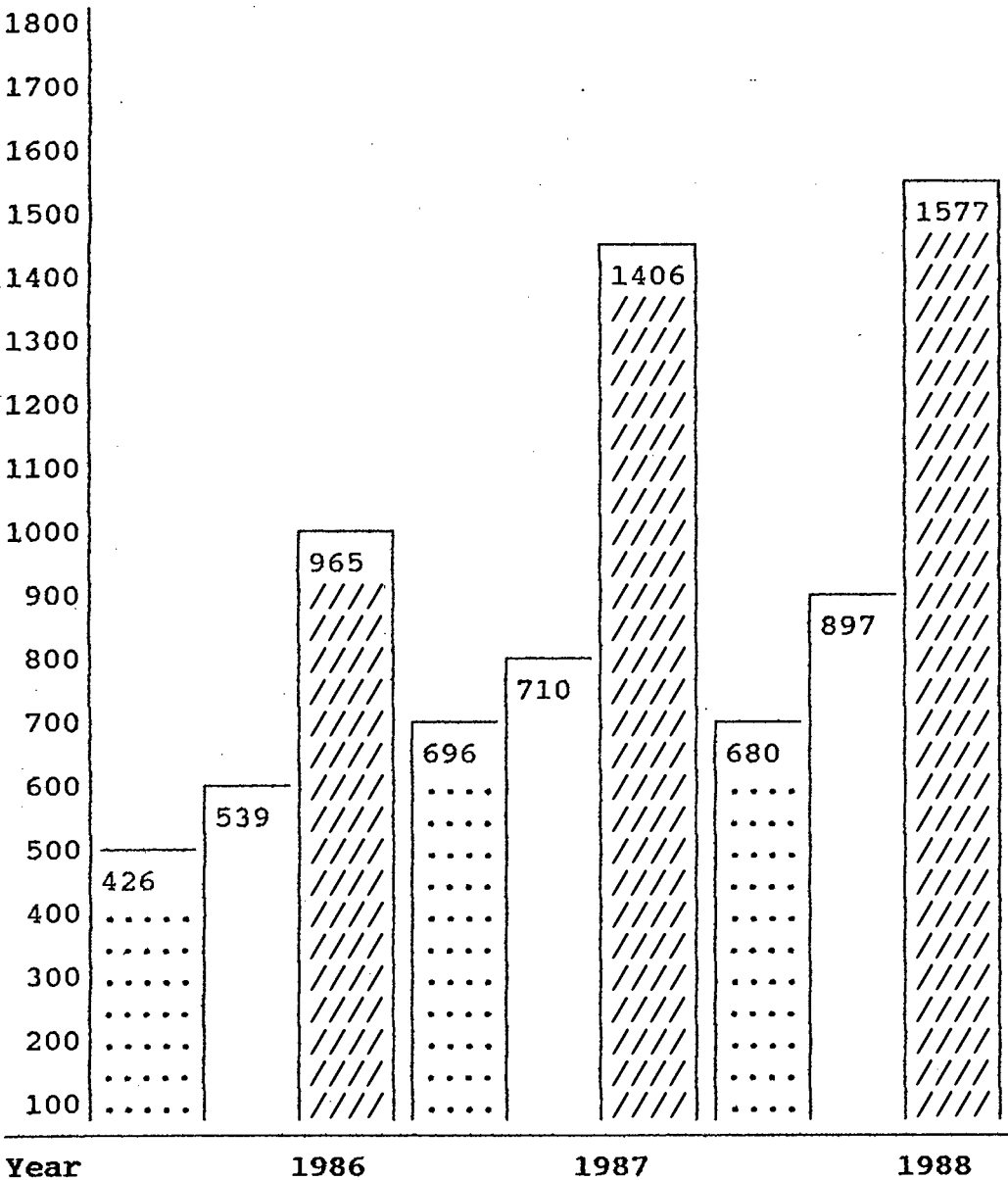
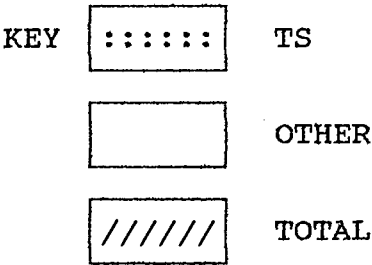


FIGURE 2. TEENAGE PREGNANCY RATE FOR 1986, 1987 AND 1988



From the previous figure, one can see that the problems of teenage pregnancies is increasing each year. The above given figures do not include primary schools and tertiary or training institutions, colleges and university. Bearing in mind that this is just a portion of teenage pregnancies in Venda, since it does not include other categories mentioned above, one then realizes that Venda has a serious problem of teenage pregnancies and all its other negative effects or consequences.

The Human Science Research Council conducted a sample survey for community development purposes in Venda during September/October in 1987. Amongst the indicators of quality of life it focuses on, was the issue of teenage pregnancies.

It defined teenage pregnancies as "the total number of children born alive to women younger than 20 years of age." In its report the total number was expressed as a percentage of total live births. Following are the rates reflected in the report.

VENDA AS A WHOLE	:	14,8%
VUWANI	:	13,4%
DZANANI	:	19,2%
THOHOYANDOU	:	14,1%
MUTALE	:	17,3%

[HSRC Base Line Data Report, 1988:21]

The HSRC's percentage for Dzanani is the highest of all districts. The figures obtained only from secondary schools for 1987 gives an indication that Thohoyandou was the district with the highest figures. However, there might be other factors contributing to the discrepancy, but the fact remains that Venda has a teenage pregnancy problem. The teenage pregnancy problem results in school drop out, conflict in the home and the future of the mother and child might be

doomed, especially in poor families. Looking at the society at large, teenage pregnancies contribute to the rapid growth of population. This also leads to the problem of lack of accommodation in homes. A long term problem of unemployment can be experienced as the population increases in this manner.

As the HSRC Base Line Data Report, (1988:31) stated, responsible parenthood influences a family's financial ability to improve the quality of life of its children in terms of better education and healthy living environment.

Francisco La Grange, Professor of Social Work researched social problems amongst the coloureds, as she also looked into the problem of illegitimacy. Illegitimacy is closely related to unmarried motherhood and teenage pregnancies. La Grange stated that "The incidence of illegitimacy is extremely high and regarded as a major cause in high birth rate and the disquieting breakdown in family life." She went on to say, "of all coloured children born in 1970, 41,3% were illegitimate children born to mothers under the age of 24 years. (Social Work/Maatskaplike Werk Vol. 13, March 1977, No.1 p.13)

Expelling pregnant children from school is a punitive measure applied with the aim of stopping or discouraging pupils and students from falling pregnant whilst at school. However, one can conclude that this method used to curb or discourage children to fall pregnant is completely failing to yield the expected results. Each year the number of children, who fall pregnant increases. This reflects that the education authorities are not taking this in a serious light, as they are not evaluating how reliable and effective this punitive measure is. One would think it is important for the education authorities to keep the statistical figures of such incidences as teenage pregnancies and be able to devise other effective ways of curbing this problem before it really becomes a "dragon" that

destroys the nation. This problem has been identified by community members and has attracted the concern of a committee called "Family Science", which is also trying to address the problem by making negotiations with the Education Department to introduce Sex Education into schools. However, since the political changes that occurred in the country in 1990, this committee has reached a stand still in its activities.

The Family and Marriage Society of Venda (FAMSOVE) is also concerned with this problem, but since it has no funds and no social workers, it is not yet in a position to effectively fight this problem.

The problem of teenage pregnancies as a national problem is not directly addressed by the Welfare Department. Social workers attend only to those individuals who experience problems they cannot solve on their own, that are related to teenage pregnancies, illegitimacy and unmarried motherhood. Cases of this nature are handled through casework. Curative measures here are emphasised. Preventive measures in a form of advice are taken in an attempt to curb the reoccurrence of the problems for those particular individuals who approached the offices. It is evident that the casework method cannot succeed in reducing the occurrence of problems of this nature. Preventive services by means of addressing the masses of people through school social work, using group work and community organization could be more effective.

The Department has not yet introduced school social work in Venda. Little is indeed being done by the Welfare Department in curbing the problem of teenage pregnancies. The most pathetic thing about this problem, is that being a national problem, as it affects the country's population, no Department is really addressing it effectively.

2.6 Juvenile Delinquency

This is the problem of children who cannot be controlled by their parents or guardians. Some of these children in urban areas are known as "street children". Most of them do not attend school, some are school dropouts and they often do not reside at home.

This problem is rife in the areas surrounding townships and in townships. Venda is no exception in a problem such as this. Lots of children are found around shopping complexes eating from dirty bins and begging from passers by. They commit crimes such as theft, rape etc. In 1986 social workers handled 88 cases of such delinquent children, and in 1987 the number increased to 114. (Department of Social Welfare and Pensions Annual Report, 1987:24) The statistical figures of juvenile offenders are not readily available at the magistrate offices. This means that no where in the magistrate courts can one find a list of juvenile cases compiled, except that on request help can be offered by a person who can for that purpose go through all the cases of that year, and sort those that were committed by juveniles. One other controversial issue is that magistrate courts do not involve social workers soon enough in the cases of juvenile offenders. It is essential for social workers to intervene and help the juvenile offender and his family. In some instances, a juvenile can also go to prison and even get discharged and be arrested again, when the case has never been referred to the social worker.

The survey conducted by the development division of the Welfare Department in 1988, revealed that there were 89 juvenile offenders. This included cases with delinquent tendencies reported to social workers. (Department of Welfare and Pensions Annual Report, 1988:20)

TABLE 14

THE STATISTICAL FIGURES OF JUVENILE OFFENDERS WHO WERE
IMPRISONED IN THE CENTRAL PRISON FOR THE YEARS 1984 TO 1988

TYPE OF OFFENCE	1984	1985	1986	1987	1988
Theft	3	5	9	14	11
Assault	1	5	2	5	2
Rape	1	4	0	1	0
Drugs/Dagga	0	1	2	0	0
Contempt of Court	1	0	0	2	1
Culpable Homicide	0	1	0	0	0
Shoplifting	1	0	0	0	0
Arson	0	0	1	0	0
Housebreaking	0	0	2	0	1
Prohibited immigrant	0	1	6	10	0
Robbery	0	1	0	0	0
Malicious damage to property	0	0	1	0	0
Receiving known stolen property	0	2	0	0	0
Angling without licence	0	0	1	0	0
Selling liquor without a licence	0	0	0	0	1
Attempted murder	0	0	0	0	13
TOTAL	7	20	24	32	29

[Compiled from juvenile offenders figures obtained from
the Central Prison of Venda]

The above shown figures indicate that the problem of juvenile offenders is not a minor one, since there is an increase as the years progress. The fact that in 1988 there were 13 juveniles who attempted murder suggests that there is a serious threat to human life. Juvenile offenders if not rehabilitated can make just as bad adult offenders. However, there are also other reasons contributing to juvenile delinquency, rather

than just being truant and uncontrollable. Some of the contributory factors are : poverty, family disorganization or breakdown and lack of recreational facilities. The only recreational facilities available

are soccer grounds. Venda has 157 licensed liquor outlets and one brewery. Of the 157 outlets, 62 belong to Thohoyandou district, and so does the brewery. Bottle stores have mushroomed all over the country, and this has some influence on the behaviour of the youth of today. Liquor is easily available for the youth, not only in licensed outlets, but also in unlicensed shebeens.

Since 1990, a serious step has been taken in addressing the problem of juveniles found around public places such as shopping centres etc. One social worker concentrates on this project. The worker, together with a volunteer in the community provide material help and medical treatment to street children. This has brought much improvement since some of such children have returned to school.

The major difficulty that faces the Department, concerns those juveniles who need rehabilitation in an institution, such as a reformatory school or school of industry. Due to the unavailability of such institutions, prisons and police stations are used for detaining children. Putting children in the prison or jail with hardened criminals does not serve the purpose of rehabilitation and protection of children.

Juvenile delinquency could be prevented to a certain degree by keeping children in after school care centres. There is one after school care centre, which was established by the Department of Welfare. After school care services have been provided at Makwarela since 1986. Makwarela Community Hall was once used for this purpose. One social worker was involved in the programme initially. Later the services were shifted

to Makwarela Creche and only a few children could be admitted due to the shortage of accommodation. One lady who is not a social worker, keeps the children busy after school. A building had been constructed in

the year 1988/9. The building is complete, but furniture and staff need to be provided so that it can fully operate. This type of service is not provided anywhere else by the Department of Welfare and Pensions. It has not yet been possible for the Department to provide such a service at different towns. However, it is through such after school care programmes that children can be educated on many important issues of life, and at the same time be protected from hazards that may befall them out in the streets.

Lack of recreational facilities, institutions for rehabilitation of juvenile delinquents, and effective preventive measures such as strengthening families as basic units, makes the problem of juvenile delinquency and offenders to increase.

3. PROBLEMS PERTAINING TO THE CARE OF THE AGED

One of problems facing the senior citizens is poverty or lack of means to sustain their lives. Most of them as people who lived in the rural setting all their lives, they used to depend on subsistence economy. They could not save for their old age. Most of the aged with financial problems are assisted by means of an old age pension of R175 per month. This social pension is regarded as a privilege. There are aged people, who by their age qualify for old age pension, but fail to get it due to lack of funds to cater for each and every aged person. Social workers do not handle social pensions. They only recommend pension as a financial assistance to the senior citizens who are needy or destitute. This requires a social worker to visit the home of the senior citizen to make observations and write reports so that such people can be assisted with old age pension. This is done only to those who are left out when general selections are made by pension officers, yet they are needy.

A breakthrough was made when the Department succeeded in introducing financial assistance to those senior citizens who do not qualify for old age pension nor a job. This assistance is in a form of a grant called "Parent Care Grant." It is not available for Blacks in South Africa. It is R60 per month.

In the case of emergency, issuing of rations which is a temporary poor relief, is done. Some of the elderly people do not have children to look after them, and they could be cared for in the community centres if such centres were available.

Neglect is another problematic issue which social workers are confronted with regarding the problem of the aged. Some aged are neglected by their own children who stay with them. Even if some aged might be receiving an old age pension, they still get neglected, with a poor diet or their health and accommodation is neglected. But the major problem prevailing is that of care. There is also a problem of the senile and frail aged, who really need institutional care. Each year there is a long waiting list for all categories of people who can be admitted in the "Hayani Haven." Some people die before they get their chance to stay in the institution. 92 new cases of the aged were handled by social workers during 1988. (Department of Social Welfare and Pensions Annual Report, 1988:26) The 1989 Annual Report does not reflect figures in this category. Social workers are challenged to provide the services needed by the Senior Citizens. The society for the aged so far has not yet established any centre or provided home care services to the aged.

The other problem facing them is lack of community services. The aged, especially those in and around urban townships would be cared for during the day in the care centres. The role of a Black Venda aged person has also changed. In earlier times, the aged used to spend days at home looking

after the grandchildren. Now grandchildren are out for the best part of the day. Even the youngest children stay away from home, in creches and pre-school centres.

4. PROBLEMS FACING THE HANDICAPPED

By handicapped is meant both the physical and mentally handicapped. These individuals are faced with a number of problems, such as lack of adequate education and training, lack of employment opportunities, lack of leisure and community services for them.

The most serious problem for the handicapped, is lack of education and training for most of the adult handicapped people. Special education in Venda was not given attention before the 1970's. However, Venda then was still part of South Africa and could share the use of the few available resources or institutions that provided special education. Since it came slowly for the Vhavenda to release their children to attend school, it therefore came very slowly for the Venda communities to get their handicapped ones to go for education and training. There are people who feel ashamed to let their handicapped family members participate in anything in public. This kind of attitude might be due to lack of knowledge by fellow people or parents, and of course lack of institutions near by where people can feel secure if their people are to stay in. The school mentioned in Chapter two, the "Tshilidzini School for Special Education" is presently equipping the Venda physically handicapped children with primary education. The problem that remains, is that there is no secondary and high school education for them. For many years handicapped children left the special school unequipped for the open labour market. Some children cannot afford to go to Philadelphia school in Pretoria for secondary education. Philadelphia also cannot admit every child from Venda. Vocational guidance is of essence in the life of a handicapped child, who cannot pursue any other career in life. Since 1989 the special school has organized with one of the woodwork factories at Shayandima Industrial complex, to give

vocational guidance as well as employment to male special school dropouts. This is a good effort but something bigger than this is necessary where females can learn some skills that they can really rely on for financially independent living.

Education for the mentally handicapped people was just unthinkable for many years. The school for special education in Venda does not have a programme for mentally handicapped children. The private mental health society "Phalalani" has as its major aim to establish a school for the mentally handicapped children. A programme has already started with few children at Hayani Herberg and the building process of the school was expected to begin in the year 1990. Social workers are still faced with many mentally handicapped people who cannot attend school any more, but who need sheltered employment.

Lack of employment opportunities is a general problem in that even normal people with matric still find it difficult to get jobs. The stigma attached to handicapped people jeopardizes their chance to compete in the labour market. It is worse when the people are handicapped and are not trained in any field of labour. Thusanani Society for the Handicapped, which offers sheltered employment for physically handicapped persons only, is helping just a small portion of the handicapped in Venda. Tshiombo Blind Farmers Project is also keeping a few families of the blind, and is providing them with some money.

Keeping the children and educating them in the school for special education, is quite expensive for the government. But due to lack of adequate training as there is no secondary education and intensive vocational training, and of course job opportunities (reliable ones) most of the children who leave school remain the responsibility of the State. They come to social worker's offices for assistance and some of them receive disability grants. These children should have been trained in such a manner that most of them become completely financially independent from the State.

Social workers are faced with the problem of the handicapped when they are very young, throughout their childhood and when they are adults, mothers and fathers.

A "special care grant" of R150 per month is paid to parents who are unable to work due to the fact that they are providing care to their own disabled children who cannot be admitted to an institution. The Department is able to pay "a disability grant" which is R175 per month, to the handicapped person as a financial aid.

Following is the table showing numbers of disability grants paid in the years 1985 - 1989

TABLE 15

NUMBERS OF DISABILITY GRANTS PAID IN THE YEARS 1985-1989

OTHER DISABILITIES				BLIND			
Year	Total	New cases	Cancel-lations	Total	New Cases	Cancel-lations	Grand Total
1985	3403	361	108	683	57	16	4086
1986	4099	868	55	717	86	14	4816
1987	4646	532	21	723	37	3	5369
1988	5204	1035	132	795	103	32	5999
1989	6239	310	13	898	47	8	7137

[Researcher's compilation from different Annual Reports of the Department of Social Welfare and Pensions]

The above table shows a trend in which the number of recipients of the disability grant are increasing each year. These disabilities include the physically handicapped and the mentally handicapped of both sexes. For any other type of disability the minimum age of admission is sixteen years, whilst nineteen years is the minimum age of admission for blind persons' pension (Department of Social Welfare and Pensions Annual Report, 1988:10-11)

In 1985 the number of those who received the grants were 4086. The number increased to 7137 in 1989. The degree or percentage of handicap varies amongst the disabled people. There are those who are severely disabled and whose percentage of disability range from 70% to 100%. There are those whose ratings are between 50% and 69%, whose disabilities render them unfit for competing in the open

labour market, yet they can participate in some remunerable job, suitable for them. eg., Sheltered employment or self employment. Some disability is rated between 70% and 100%, and the people can be rehabilitated and trained to acquire certain skills that can make them financially independent too, eg., a totally blind person can be rated on 100% disability. But a blind person's hands can be physically normal enabling him to be trained in a certain trade where he can be excellent. An analysis or evaluation of the scheme of social pensions is not made to see if it best meets the needs of the handicapped people. Some of these disabled persons have families with children attending schools. Disability grant is not enough. If they have skills or a trade, they can live a better life, aimed at by the policy of the Department and the whole government as such. Some kind of employment can help both the disabled person and the State. Employment provides self esteem and fulfillment, that even a disabled person deserves.

5. PSYCHIATRIC PROBLEMS

There is a problem of those individuals who are unfortunate to be mentally ill. Though in general these are known as psychiatric patients, some of them are also welfare clients. There are a number of causes of psychiatric illnesses. One of the causes of such conditions is social problems within families or in the community.

Those patients whose psychiatric conditions are influenced by or are related to social problems or whose illnesses negatively affect or influence family members, are the social workers concern.

The following table shows the statistics of psychiatric patients who received psychiatric services from three hospitals and clinics in 1986, 1987 and 1988.

TABLE 16

STATISTICS OF PSYCHIATRIC PATIENTS WHO RECEIVED PSYCHIATRIC SERVICES IN THE YEARS 1986 - 1988

HOSPITAL NAME	1986		1987		1988	
	ADMIS- SION	O.P.D. + CLINIC	ADMIS- SION	O.P.D. + CLINIC	ADMIS- SION	O.P.D. + CLINIC
Donald Fraser	350	1 087	542	4 695	656	2 896
Siloam	97	984	296	4 419	259	4 325
Tshilidzini	1 450	7 216	554	8 852	620	10 555
TOTALS	1 897	9 287	1 392	17 966	1 535	17 776

[Compiled from Department of Health Annual Reports, 1987 : 34; 1988 : 34]

According to these figures, 1988 had 17 776 which indicates a drop as compared to the 1987 figure 17 966 of only those who were seen in clinics and out patient departments at all three hospitals. The only difference is (190) patients. The population of Venda in 1988 November was 508 364. (Statistical News Report, No. 4 of 1989). These figures tell us that in Venda in 1988 3,5% of the population were psychiatric patients. Right now we do not have a specific percentage of such cases caused by social problems, but the fact is that social problems have their share in this lot.

Social workers render rehabilitative services to psychiatric patients. Social workers write background reports needed by Venda hospitals and Supreme Courts and Psychiatric Hospitals outside Venda, in order to assist them in decision making regarding the diagnosis of patients (State President's Patients) and in their treatment process as well. Social

workers also counsel families of the patients to accept psychiatric patients back home and in the community. They also write reports recommending for the chronic patients to be institutionalized. (Department of Social Welfare and Pensions Annual Report, 1988:26)

6. EMERGENCY RELIEF

For those clients who are in a crisis, who experience disasters such as loosing a home due to fire or other causes, the Department provides emergency relief in a form of financial assistance for erecting other huts or rooms. The maximum amount to be given is R500. Tents are borrowed from the Department of Venda Defence Force to provide shelter whilst the clients rebuild. The Welfare Department does not have a transient home for the clients who need immediate accommodation.

7. CONCLUSION

The government is structured in such a way that different Departments deal with different issues and should co-ordinate. Lack of effective co-operation and co-ordination among Departments causes problems that in the ultimate end affect the welfare of the people. This is a serious problem which seems to have no immediate solution.

Venda as a Black state within South Africa, does not differ much with other South African Black States as regards provision of financial assistance to clients in a form of grants and social pensions. The grants that are common are at par for Venda, South Africa and other independent Black States. They only differ from those of whites, which are higher. This shows that "apartheid" does affect those in the so called "Independent States." It is so because Venda is economically dependent on South Africa.

CHAPTER SEVEN : CONCLUSIONS AND RECOMMENDATIONS

1. CONCLUSIONS

From the analysis of what attributes to and affects the capacity of the Department of Social Welfare and Pensions, internally and externally, and how the Department responds to the needs and social problems of the people, one can therefore conclude that a gap or discrepancy exists.

The Department's response is influenced by the limitation of both human and material resources. The kind and calibre of manpower, as determined by human resource management, i.e. how it is orientated, supervised, appraised and developed, also contributes towards the discrepancy. Lack of adequate motivation and job satisfaction plays a negative role, and it limits the capacity of the Department in responding to the needs and problems of the people of Venda. Over utilization of the Case work method, and under utilization of group work and community organization, as well as a lack of specialization, also negatively influence the Department's response. Prevention of social ills at a large scale, is retarded by under utilization of group work, community organization and research. This negatively affects service effectiveness according to the determinant of effectiveness stated by Patti, and others which is the extent to which the organization is competently implementing methods and techniques that are thought necessary to achieve service objectives.

This study displayed, that due to lack of human and material resources, the Department's role of providing social work services to the people is affected. As the Department should function within the guidelines of the social work profession, this lack of resources result in some deviances from some of the professional principles.

The Department's present capacity to respond to needs and problems, limits its responsibility and contribution towards the development of the people.

It is important that the development of people should improve their interpersonal relationship and facilitate their independence.

In line with this, is the statement made by McPhearson who said,

"Development in human society is a many sided process. At the level of the individual, it implies increased skill and capacitate greater freedom, creativity, self discipline, responsibility and material well-being ... However, what is indisputable, is that the achievement of any of those aspects of personal development is very much tied in with the state of society as a whole." (McPhearson, 1982 : 24)

The Department of Welfare is faced with a challenge to help people to develop along this line. One realizes that some people in Venda are not yet developed to the extent referred to by McPhearson. There are many fathers, even though they are able, who do not carry out their responsibilities of supporting their children or families. Many people lack self discipline, and this is supported by a number of social problems, as discussed in Chapter Six.

Richard J Estes talks of social vulnerability of a state, which is related to what is prevailing in the Department of Welfare as a State Department. Estes says that social vulnerability when applied to a nation, is conceptualized as existing to the extent that available national resources including both material (food, shelter, wealth) and non-material (social welfare programs and services) resources are inadequate relative to the unmet human and social needs that exist within a nation's population. He goes on to say that, the gap that results from significant disparities between social needs and resources is conceptualized to be a direct indicator of the actual and potential social risks to which national populations are

exposed. (Estes, 1984 : 19). To him this social vulnerability is assessed to be higher for those countries in which social needs significantly exceed the social resources that are available to respond to those needs.

Social vulnerability Estes postulates that is conceptualized as being highest among those nations that are :

- elitist in social organization (in which emphasis is placed on mass subservience to the needs of a limited number of persons who occupy positions of pre eminence or power);
- high in unmet human needs;
- low in available social resources;
- politically unstable, and;
- in which both family structures as basic social units and traditional social forces are in a state of disintegration. (Estes, 1984 : 21).

What has been said by Estes is to a large extent a case in Venda, as the study indicated how social conditions are.

The study indicates that the lack of adequate manpower for a number of years contributed to the utilization of a single method. This left the Department to be practicing a method and leaving preventive services inadequately provided.

This is supported by McPhearson (1982 : 148) who said that, " ... Most often poorly staffed and badly financed agencies are under pressure to deal with the individual cases their existence defines and brings forward, and preventive work is very often given low priority simply because it is less visible..."

The welfare policy of the country and the State's approach to welfare also play a major role in determining the Department's capacity to respond to the needs and social problems of the people. The Residual approach to welfare services provision leaves out many destitute and deserving people who need help. This is due to the fact that even welfare services are not a right, but a privilege.

The policy itself is generally vague and too definite with certain aspects. This created a situation where the policy is not much of a guideline for effective welfare service provision.

External socio-political and economic factors proved to have much impact on the allocation of resources and the overall capacity of the Welfare Department. The Venda Government's economic dependency on the South African Government also has a negative effect on the social workers' salary scales, as well as the establishment and maintenance of certain services.

One can thus conclude, that there is a multiplier effect as regards what influences the Department of Welfare and Pensions' response to the social problems and needs of the people. Most of the aspects examined or analyzed have to a certain degree unfavourably affected the Department's capacity.

It is rare, especially in developing countries, to find that there is a balance between resources and the needs of the people.

As stated earlier in Chapter One, it is therefore of paramount importance for the State Welfare Department to built and maintain it's organizational capacity to respond to the social problems and needs of the communities. This brings us to the recommendations.

2. RECOMMENDATIONS

This study cannot claim to have answers for all the problems facing the Welfare Department. The researcher believes that the analysis of organizational conditions should serve as an eye-opener to the Department of Welfare, as well as the other relevant Departments, such as the Public Service Commission, regarding conditions that have a negative effect on provision of welfare services. However, this study is trying to come up with ways through which the Department can

fully mobilise it's limited resources for the betterment of Welfare Service provision. This entails the improvement in internal organizational factors, which include human resource management, other employment conditions and the implementation of social work methods. A matrix organizational design is suggested, which accommodates some of the above factors, as well as facilitate efficiency. Specialization of services is also suggested.

2.1 Human resource management, other employment conditions; social work methods, resources and welfare policy

Improvement in human resource management needs to be considered, because the department can benefit a lot if it's manpower is confident and competent enough to handle difficult tasks effectively.

The Department of Social Welfare and Pensions, as well as the Public Service Commission should consider the following:

- The Welfare Department should have a Director-General, or at least a Deputy Director-General, who is in the social work profession. This might not be easy for the Welfare Department to decide on. However, this study suggests that the department which controls the recruitment of public servants, the Public Service Commission, should seriously consider this point. It is obvious that decision-making regarding welfare services will be more effective when the Head of the department has adequate knowledge of such services;
- To stop transferring experienced social workers from the Welfare Department to other departments; and
- To stop interfering with promotions by means of directives on who should fill which senior post, without negotiating with the Welfare Department.

- Constant and adequate supervision is also very important, and it can only be possible if there are enough supervisors. Enough supervisors can be available, if experienced social workers remain in the department. The turnover of experienced social workers should be minimized, or avoided as much as possible.
- A more reliable measure for performance appraisal should be devised.
- Improvement in staff development is also important. A staff development program can be of assistance.
- The Department needs to improve the other employment conditions and benefits, so as to motivate and provide job satisfaction to the employees. The Public Service Commission should also play a bigger role in these improvements.
- The Department of Social Welfare should adequately utilize other social work methods, i.e. the use of integrated methods. Emphasis should be placed on preventive services. Through group and community organization methods, preventive services can be maximized. Research as a method should receive serious attention. The development division of the Welfare Section should improve in this area.
- Regarding the welfare policy, it is recommended that social workers in the Department should try and bring about the change of certain policy stipulations, which will provide proper guidance.
- Improvement is also required in the utilization of resources within the Department. Concerning material resources, the Department needs to devise ways of using such materials at its disposal better, eg. arrangements for using the photocopier machine. Regarding human resources, it seems ridiculous to recommend that the Department of Social Welfare & Pensions should increase its manpower, after the study has revealed how difficult it is for the Department to obtain enough social workers, due to circumstances beyond

its control. Therefore, the department should utilize the manpower at it's disposal as profitably as possible. A matrix structure is therefore suggested to help improve the Department's capacity.

2.2 Matrix Organizational Design

2.2.1 What a Matrix Organization is

Matrix organization according to Gibson and others, is an organizational design that overlaps product or project departments on existing functional departments (Gibson et al, 1985 : 509).

According to Beach, in this type of structure, people remain in their functional departments or divisions, but also work on their respective projects. There can be more than one project being carried out simultaneously. Some of the specialists may devote part of their time to all or some projects (Beach, 1980:141).

This organizational design attempts to maximize the strength and minimize the weaknesses of both the mechanic and organic designs.

"It achieves the desired balance by superimposing or, overlying a horizontal structure of authority, influence and communication on the vertical structure" (Gibson, et al, 1985 : 510).

Beach states that in this type of structure, project managers have responsibilities for planning, funding and budgeting, scheduling performance standards and client relations. The managers should also ensure unified effort by all who work on their projects. Obviously, they also resolve conflicts which might retard progress.

Some organizations with a matrix design do have project budget money, and this give them a source of power. Managers of the regular functional departments on the other hand, provide specialized personnel to work on

the project (Beach, 1980 : 141). These managers perform the personnel administration functions of recruitment, selection, training, performance appraisal, salary administration, promotions, etc. (Beach, 1980 : 142).

2.2.2 Advantages of a matrix structure

- Improving motivation and commitment

One of the advantages of a matrix organizational design is improving personnel motivation and commitment. Gibson states that project groups comprise individuals with specialized knowledge. On the basis of their expertise, management assigns these individuals responsibility for specific aspects of the work. As a result decision making within project groups becomes more participative and democratic. Such an opportunity to participate in key decisions foster high level of motivation and commitment especially for individuals with acknowledged professional orientations.

The matrix design reduces bureau-pathologies. The dual line of authority reduces tendencies of departmental members to become too busy protecting their "little world" that goals displacement becomes evident (Robbins, 1983:216). Bureau-pathologies demotivates personnel and ultimately affect their performance.

The majority of social workers interviewed in the Welfare Department indicated that their motivation is negatively affected by a number of factors amongst which is lack of specialization. These social workers if they can engage in different projects as suggested above, can experience motivation as they realize how much they are achieving.

- Providing opportunities for Personal Development

A matrix organization gives personnel a considerable opportunity to develop their skills and knowledge. Through specialization, they get an opportunity to learn special skills needed to carry through the projects. The set-up calls for more and advanced skills and individuals strive toward developing themselves in order to meet the standard. In doing so, personnel derives a feeling of self-actualization, dignity and worth. In turn, the organization becomes more effective in rendering services.

Advancing this advantage here does not imply that the social workers in the Welfare Department are not advancing their skills or have no opportunity at all to do so. A matrix design with its specialized projects would even benefit the social workers more as they use their specialized skills in projects. Meeting and handling more challenges in one's job provides the self-esteem which is a secondary need of every person.

- Efficient Use of Resources

Matrix organization facilitates the efficient allocation of specialists. It does not actually mean a multiplication of personnel to offer skills. It however facilitates the utilization of highly specialized staff and equipment. Each project can share the specialized resource with others, rather than duplicating it to provide independent coverage for each. This is what Robbins, (1983:216) means when he says, "The strength of a matrix lies in its ability to facilitate co-ordination when organization has a multiplicity of complex and interdependent activities." It is also advantageous when projects require less than the full time efforts of specialists.

Coming to the Welfare Department in Venda, social workers of any rank could operate on their functional divisions and will also share responsibilities and expertise in different projects.

Social workers, regardless of rank, can serve as leaders of the projects, based on the expertise and interests and abilities in leadership. Certain social workers would just feature in for specific tasks for which they possess specialized knowledge. A social worker in the functional field or section for "Child Care" with special knowledge in marriage guidance and counselling, can as well exercise his/her special skills in counselling in a project that falls under "Family Care" or "Rehabilitation" section. Also a social worker under the Development division which does not deal with counselling as such, may work or lead in a project under any of the sections of field services.

Since matrix design calls for decentralization of power and decision making, a social worker because of his/her specialized knowledge can lead a project, whilst a person in a higher rank serving in the same project might be under the leadership of a social worker. This is one other way of maximizing job motivation, and satisfaction, hence overall efficiency of the Welfare Section is achieved. Planning and administration skills can be fostered in social workers at a lower rank and this equips them for more responsible tasks in higher ranks.

2.2.3 Limitations of a Matrix Structure

Like any other structure, a matrix does have shortcomings. Its major disadvantage lies in the confusion it may create, its propensity to foster power struggle and the stress it might place on individuals. There may be confusion over who reports to whom. Reporting to more than one boss may cause conflict and unclear expectations can bring role ambiguity.

However the limitations of the matrix can be overcome with proper administration and careful planning, supervision and evaluation.

2.3 Specialization of Services

The suggested matrix structure provides for specialization which is another way of promoting effective service rendering. With the present manpower, the Department of Welfare and Pensions can afford specialization of services.

As indicated in the suggested chart, specialization will cover the following categories, under Field Service Division;

1. Child Care
2. Family Care
3. Rehabilitation
4. Hospital Social Work and
5. School Social Work.

Each division will then have its personnel responsible for specialized services. Social workers will not deal with all types of cases as it is the case now.

In each special category or field, integrated methods approach can be used. Certain categories might need to divide their services even further, eg., rehabilitation might be divided into services for the aged, disabled, and alcoholics and drug dependents. Social workers who will deal with the aged will not at the same time deal with the disabled or alcoholics. Hospital social workers will not just handle any other cases which is in no way related to clinical or medical social work.

All categories or fields of specialization will then have their own projects according to the needs of their clientele. School social workers may organize a project on prevention of teenage pregnancies and counselling teenagers who are mothers and fathers. However, any other social worker within the Department,

even in the Development Division, may participate in the project if having the necessary knowledge and interest.

This suggested structure will allow for a wide promotional route. Promotion is one of the motivational factors managers can rely on in an organization. It will be possible to have a number of chief social workers and senior social workers since the structure will have expanded.

Development Division can be divided into two sections viz Policy and Planning as well as Research. See Annexure 6 for a Matrix Organizational Design recommended for the Department of Social Welfare and Pensions Venda.

The researcher believes that even if the Welfare Department may not deem it necessary to implement all the recommendations, it might benefit by using some of them.

This study therefore has paved the way for further more detailed research on any of the aspects dealt with by this study.

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ANNEXURE 1

INTERVIEW SCHEDULE FOR SOCIAL WORKERS

INTERVIEW SCHEDULE FOR SOCIAL WORKERS:

N.B. ALL INFORMATION WILL BE TREATED CONFIDENTIALLY

A. OVERALL PURPOSE OF STUDY.

The study analyses the Welfare Department's Capacity to respond to needs and social problems of the people in Venda. It looks into how problems in human resource management, resource limitation, Management Processes, utilization of Social Work methods in problem solving and other employment practices (as internal organizational factors) influence or impact on the provision of Welfare Services.

External environmental factors that have a bearing on the Department's capacity are to be studied. It is the aim of this study also to make recommendations that can be useful in improving the provision or rendering of services by the Department.

B. PURPOSE OF THIS INTERVIEW SCHEDULE:

This interview schedule is a research tool used to obtain some of the information regarding some of the internal organizational factors viz: Human resource Management (Recruitment, Orientation, Supervision Staff Development, Performance appraisal and Staff Turnover); Other employment issues or practices such as salaries, caseload, promotions, leave benefits, job motivation, job satisfaction; Resource limitation which refers to inadequate or shortage of human resource and material resource: office accommodation, vehicles, institutions, care centres; and the utilization of the Methods of social work i.e. Group work, case work, community organization and research.

C. OBJECTIVE: TO OBTAIN IDENTIFYING PARTICULARS OF SOCIAL WORKERS.

Interviewee No.
Sex:
Age:
Postal address:
Residential Area: e.g. Sibasa
Tel. No. Work Home

D. OBJECTIVE: TO OBTAIN DETAILS OF EMPLOYMENT:

- (i) Date of appointment:
(ii) Level or rank on appointment:
(iii) Present rank: Date when attained

1. RECRUITMENT.

- (a) How did you learn about the vacancy. Tick the appropriate answer(s)

News paper ☐
Word of mouth ☐
Radio ☐

Any other (specify)

- (b) What motivated you to join the organization? Please tick the appropriate answers.

Needed job security ☐
Bound by bursary ☐
Offered attractive salary ☐

Were you committed to development of people in Venda ☐
Were you unable to receive employment elsewhere ☐
Is/Was employment close to your place of abode ☐
Does/Did working for Welfare Department provide status ☐

Any other reason, please specify:.....

.....

2. ORIENTATION.

- (a) Did you receive orientation when you joined the Department?

YES ☐ NO ☐

- (b) If Yes, was the orientation based on a formal program?

YES ☐ NO ☐

- (c) How long did your orientation process take?

One week ☐
Two weeks ☐
Three weeks ☐
One month ☐

Any other length of time, please specify

- (d) Did your orientation involve a tour YES ☐ NO ☐

- (e) If Yes, which places did you cover in the tour?

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

(f) Which major aspects did the orientation program cover?

.....

(g) Did you receive orientation follow ups?

(h) How was your orientation follow up conducted? Please tick appropriate answers.

Face to face meetings between supervisor and you ☐

Critique of the orientation program by you ☐

Any other method (please specify)

.....

(i) Did the orientation prepare you adequately for your tasks YES ☐ NO ☐

(j) Was the orientation program sufficient? YES ☐ NO ☐

(k) What type of influence did the orientation you received^{has/} had on your job performance?

.....

.....

3. SUPERVISION.

(a) Do/Did you receive supervision? YES ☐ NO ☐

(b) Indicate the position/rank of person who conducts your supervision (Do not mention names).

.....

(c) How many times in a month do/did you meet with your supervisor?

.....

(d) Which aspects do/did you cover in your Supervision? e.g. Administrative/skill and techniques in problem solving etc.

.....

.....

(e) How long does one supervisory session take?

.....

(f) How is feedback on your supervision given by your supervisor?

Written ☐

Verbal ☐

Both ☐

(g) Which method of feedback do you think can be most beneficial to you

.....

.....

(h) Comment on how your supervision influence, facilitates/hinders your service delivery (Negative and Positive aspects of your supervision).

.....

.....

4. STAFF DEVELOPMENT.

(a) Is/was there a staff development program in the Department of Welfare? YES ☐ NO ☐

(b) Indicate the appropriate method(s) of staff development used in your department.

- Case presentation ☐

- Role playing ☐

- Lectures on specific topics related to social work, presented by invited speakers ☐

- Seminars in and outside the Department ☐

- Conferences and symposia for social workers ☐

- Group discussions ☐

- Staff meetings ☐

- Formal Education (post graduate diplomas and degrees obtained with ☐ without ☐ the financial assistance of the department.

- Any other method, please specify

.....

.....

(c) Which method(s) do/did you think can benefit you most?

 and why?

(d) How are your development needs identified? Indicate the appropriate method.

- (e) Supervisory recommendations ☐
 Your own suggestion ☐
 Analysis of job performance by management team ☐
 Any other method, please specify
- (f) Please comment on the influence of your development in your job enrichment
 and service delivery

5. PERFORMANCE APPRAISAL.

Performance appraisal in simple terms means the process of evaluating or assessing work performance and output of individual workers.

- (a) Has your performance ever been appraised? YES ☐ NO ☐
- (b) Who assessed your performance, tick the appropriate answer
 Your immediate supervisor through formal interviews ☐
 Your colleagues ☐
 Management team ☐
- (c) For what purpose was your performance appraised?
 Promotion ☐
 Identifying your development needs ☐
 Laying off ☐
 Salary notch ☐
 Transfer ☐
 Any other reason please specify

- (d) How often is your performance assessed?
 Once in a year ☐
 Half yearly ☐
 Quarterly ☐
 Bi-monthly ☐
 Monthly ☐
 Any other period of time please specify

- (e) What was the outcome (result) of the appraisal for you?

Given a salary notch(es) ☐
 Word of appreciation (verbal) ☐
 Promotion ☐
 Transfer ☐
 Arrangements for your development ☐

- (f) How was the feedback presented to you?

Verbally (word of mouth) ☐

In writing.

- (g) Comment on the appraisal methods used

- (h) Give a comment on the influence of the appraisal/evaluation on your performance:

6 STAFF TURNOVER.

TO BE COMPLETED BY SOCIAL WORKERS WHO ARE NO LONGER WITH THE DEPARTMENT OF WELFARE VENDE.

- (a) When did you leave the Departemnt?

- (b) For how long did you serve the Departemnt?

(c) Which was/were your reason(s) for leaving. Please indicate:-

- Inadequate salary ☐
 Lack of job security ☐
 Lack of promotional opportunities ☐
 Transfer to other department ☐
 Lack of opportunity to develop oneself ☐
 Need to further studies ☐
 Lack of favourable working conditions ☐
 Loss of interest in social work career ☐
 Any other please specify

(d) What is your present occupation?

E. PLEASE COMMENT ON THE FOLLOWING CONDITIONS.
 TO BE COMPLETED BY ALL INTERVIEWEES.

(1) Salaries:

(a) How would you rate your salary?

Very poor ☐ Poor ☐ Reasonable ☐ Enough ☐ More than enough ☐

(b) Please substantiate your rating?

(2) Caseload:

(a) Is there specialization of services? YES ☐ NO ☐

(b) If Yes, which type of services do you specialise in?

(c) Which type of cases/problems do you handle most?

(d) What is/was your average caseload per day?

(e) What is/was the average time spent with one case?

(f) Do you think the time spent is in average, adequate?
 YES ☐ NO ☐

(g) How would you/have described your caseload?
 Less than enough ☐ enough ☐ overload ☐

(h) Comment on the influence of your caseload on your daily performance:

(3) Promotions:

.....

(4) Leave benefits:

.....

(5) Job motivation:

.....

(6) Job satisfaction:

.....

(7) Program evaluation:

(a) Do/did you have a departmental programme evaluation?

YES ☐ NO ☐

(b) When do/did you have the evaluation?

F. OBJECTIVE: TO OBTAIN INFORMATION ON RESOURCE LIMITATION.

Give a comment on the resource limitation and how the limitation affects(ed) your job performance and service delivery. Your response to this question should have the bearing on all five methods of social work, viz: Case work, Group work . Community work research and Administration.

[illegible]

G. OBJECTIVE: TO OBTAIN INFORMATION ON RESEARCH DONE BY THE DEPARTMENT
ON SOCIAL PROBLEMS AND ISSUES.

- (a) How is information about research findings communicated to the rest of social workers in the field service division?
.....
.....
- (b) How is such information stored, manually or Mechanically e.g. in files or a computer?
.....
.....
- (c) Comment on how research findings influence the planning of your service delivery as an individual Social Worker?
.....
.....
.....
- (d) To what extent do you think statistical figures are of use when prioritising needs and determining service provision in the Department? Indicate your rating of consideration:

Never
used
☐

Minimally
used
☐

Reasonably
used

Mostly
used

H. GENERAL.

Give a general comment on any aspect of importance concerning working conditions that is not covered by the specific questions asked in this schedule.

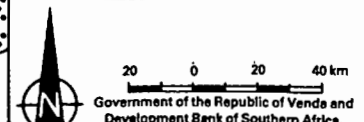
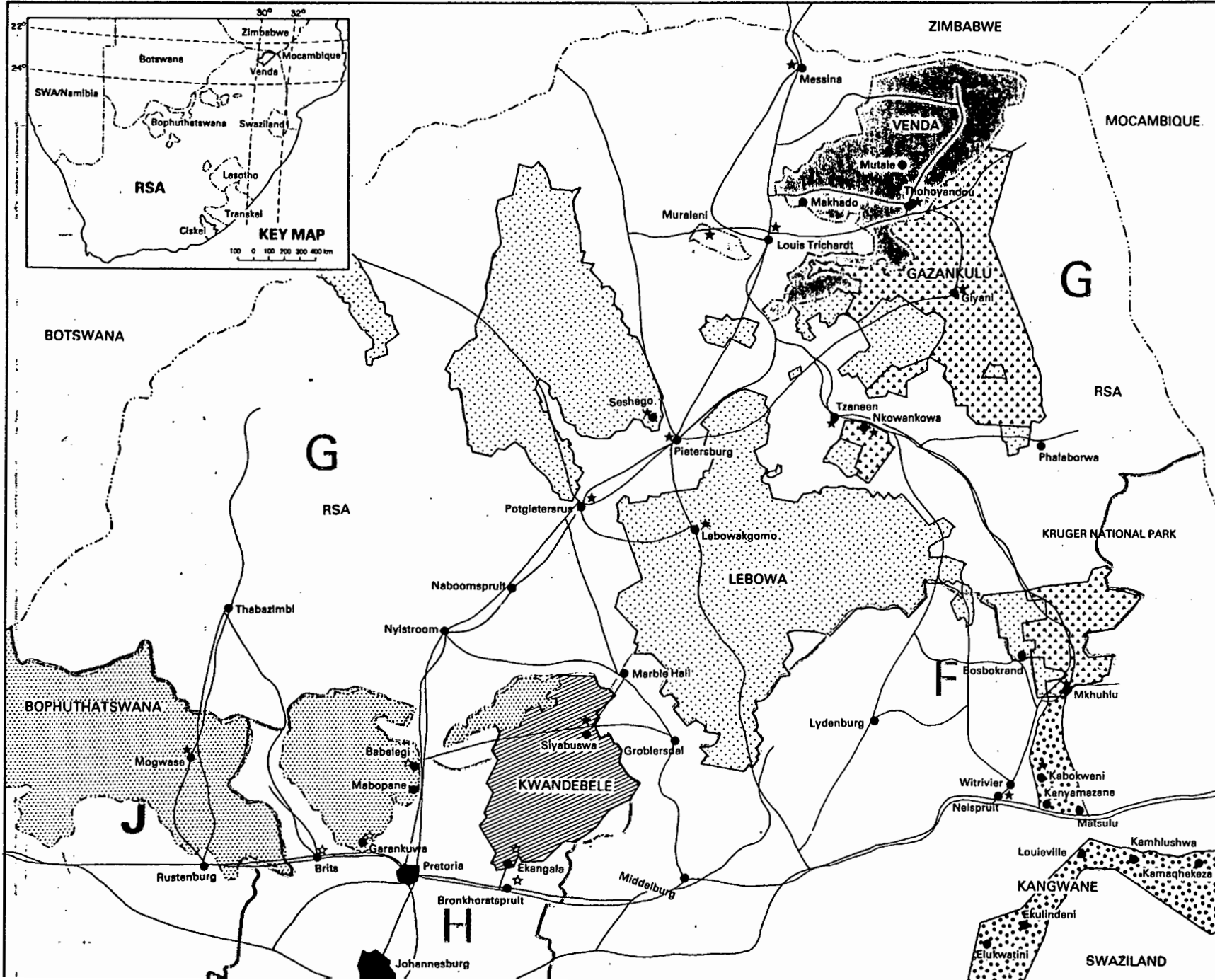
This image shows a single sheet of white paper with horizontal dotted lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

ANNEXURE 2.

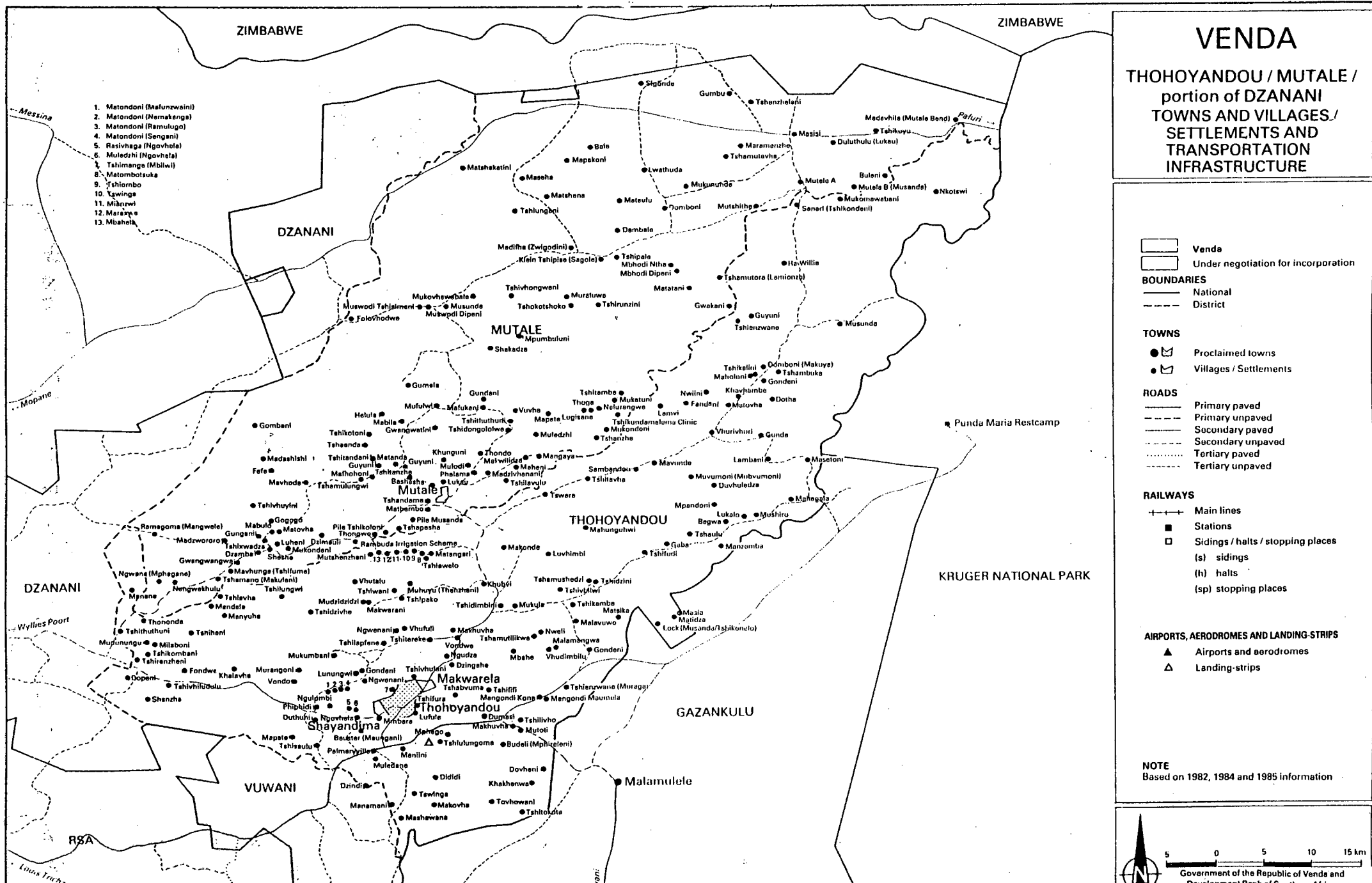
VENDA ORIENTATION MAP, JULY 1985

(Including areas under negotiation
for incorporation)

- LEGEND**
- VENDA**
 - DEVELOPMENT REGION G**
 - BOUNDARIES**
 - National
 - Development regions
 - TOWNS**
 - Proclaimed and major towns
 - INDUSTRIAL DEVELOPMENT AREAS**
 - Decentralization points
 - Industrial development points
 - ROADS**
 - Main roads
 - RAILWAYS**
 - Railway lines



ANNEXURE 3 (a)



ANNEXURE 3 (b)

VENDA

VUWANI / portion of DZANANI TOWNS AND VILLAGES / SETTLEMENTS AND TRANSPORTATION INFRASTRUCTURE

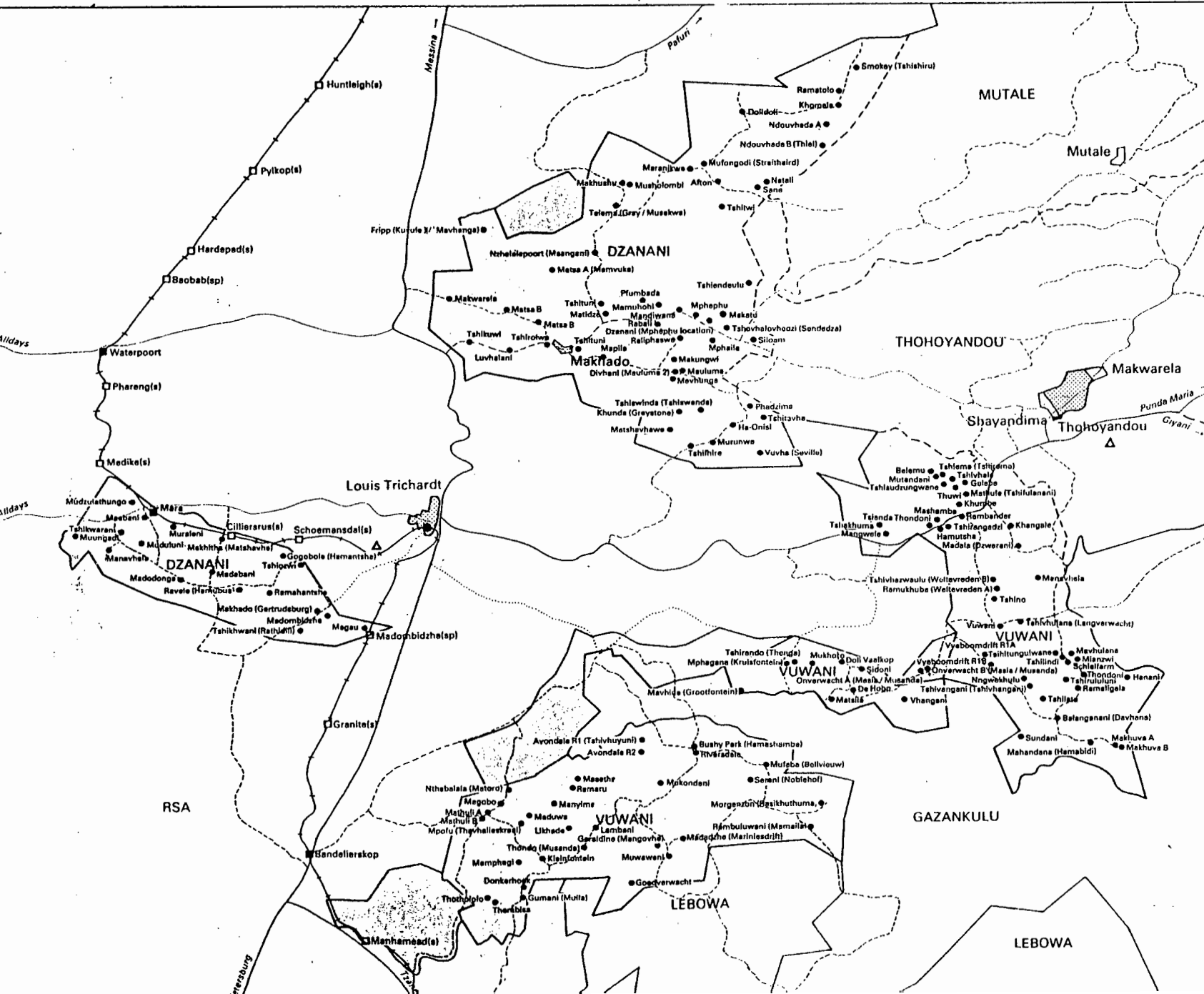
- Venda**
Under negotiation for incorporation
- BOUNDARIES**
National
District
- TOWNS**
Proclaimed towns
Villages / Settlements
- ROADS**
Primary paved
Primary unpaved
Secondary paved
Secondary unpaved
Tertiary paved
Tertiary unpaved
- RAILWAYS**
Main lines
Stations
Sidings / halts / stopping places
(s) sidings
(h) halts
(sp) stopping places
- AIRPORTS, AERODROMES AND LANDING-STRIPS**
Airports and aerodromes
Landing-strips

NOTE
Based on 1982, 1984 and 1985 information



5 0 5 10 km

Government of the Republic of Venda and
Development Bank of Southern Africa.



ANNEXURE 4.

DEPARTMENT OF SOCIAL WELFARE AND PENSIONS

PURPOSE: TO PROVIDE WELFARE SERVICES

FUNCTIONS:

1. Render prof. welfare services
2. Administer social and civil pensions matters
3. Render auxiliary services

1 Director General

1 Secretary to the Deputy Minister

1 Personal Clerk to the Director General

PROFESSIONAL WELFARE SERVICES BRANCH

PURPOSE: TO RENDER PROF. WELFARE SERVICES

FUNCTIONS:

1. Develop welfare services
2. Render field services

1 Director (Prof)

SOCIAL AND CIVIL PENSIONS BRANCH

PURPOSE: TO ADMINISTER SOCIAL AND CIVIL PENSIONS MATTERS

FUNCTIONS:

1. Render:-
 - (a) Social pension administrative services
 - (b) Civil pensions administrative services

1 Director (Admin)

AUXILIARY SERVICES BRANCH

PURPOSE: TO RENDER AUXILIARY SERVICES

FUNCTIONS:

1. Handle staff matters
2. Administer financial matters
3. Render stores services
4. Deal with official transport matters
5. Provide registry, messenger and typing services.

DEVELOPMENT DIVISION

PURPOSE: TO DEVELOP WELFARE SERVICES

FUNCTIONS:

1. Evaluate the quality of professional services.
2. Collect information to determine tendencies in welfare services.
3. Process information.
4. Undertake research.

1 Chief Social Worker
1 Clerk Grade II

FIELD SERVICES DIVISION

PURPOSE: TO RENDER FIELD SERVICES

FUNCTIONS:

1. Render welfare services at district level.
2. Give professional advice on:-
 - (a) Child Care.
 - (b) Family Care.
 - (c) Rehabilitation.

1 Chief Social Worker

SOCIAL PENSION DIVISION

PURPOSE: TO RENDER SOCIAL PENSION ADMINISTRATIVE SERVICES

FUNCTIONS:

1. Administer pension schemes and allowances.
2. Register welfare organizations.
3. Compile and administer legislation and regulations.

1 Senior Admin. Officer
1 Principal Clerk
1 Senior Clerk
2 Clerk Grade I
2 Clerk Grade II

CIVIL PENSION DIVISION

PURPOSE: TO RENDER CIVIL PENSION ADMINISTRATIVE SERVICES

FUNCTIONS:

1. Handle:-
 - (a) admissions.
 - (b) transfers.
 - (c) registration.
 - (d) retirements.
2. Compile mandates for computer.

1 Principal Clerk
1 Senior Clerk
1 Clerk Grade I
2 Clerk Grade II

1 Administrative Officer
1 Senior Clerk
1 Clerk Grade I
1 Clerk Grade II
1 Typist
1 T.E. III (Messenger)

REGION A

1 Senior Social Worker

HOHOYANDOU MASISI MUTALE

Social Workers Social Workers Social Workers
Clerk Grd. II (Visiting) 1 Clerk Grd. II

REGION B

1 Senior Social Worker

VUWANI DZANANI

Social Workers Social Workers
1 Clerk Grd. II 1 Clerk Grd. II

TSHITALE

Social Worker

TSHILWAVHUSIKU

Social Worker (Visiting)

THOHOYANDOU DIS.

1 Admin. Officer
2 Snr. Admin. Clerk
5 Admin. Clerk

DZANANI DIS.

1 Admin. Officer
2 Snr. Admin. Clerk
4 Admin. Clerk

VUWANI DIS.

1 Admin. Officer
1 Snr. Admin. Clerk
4 Admin. Clerk

MUTALE DIS.

1 Admin. Officer
1 Snr. Admin. Clerk
3 Admin. Clerk

Grd = Grade
Dis. = District.
Snr. = Senior

ANNEXURE 5.



RIPHABULIKI YA VENDA
REPUBLIC OF VENDA

TSHITATISITIKI TSHA NJEDZI NGA NJEDZI
MONTHLY STATISTICS

VSP 108

IN RESPECT OF THE MONTH
SOCIAL WORKER'S NAME
NATURE OF CASES

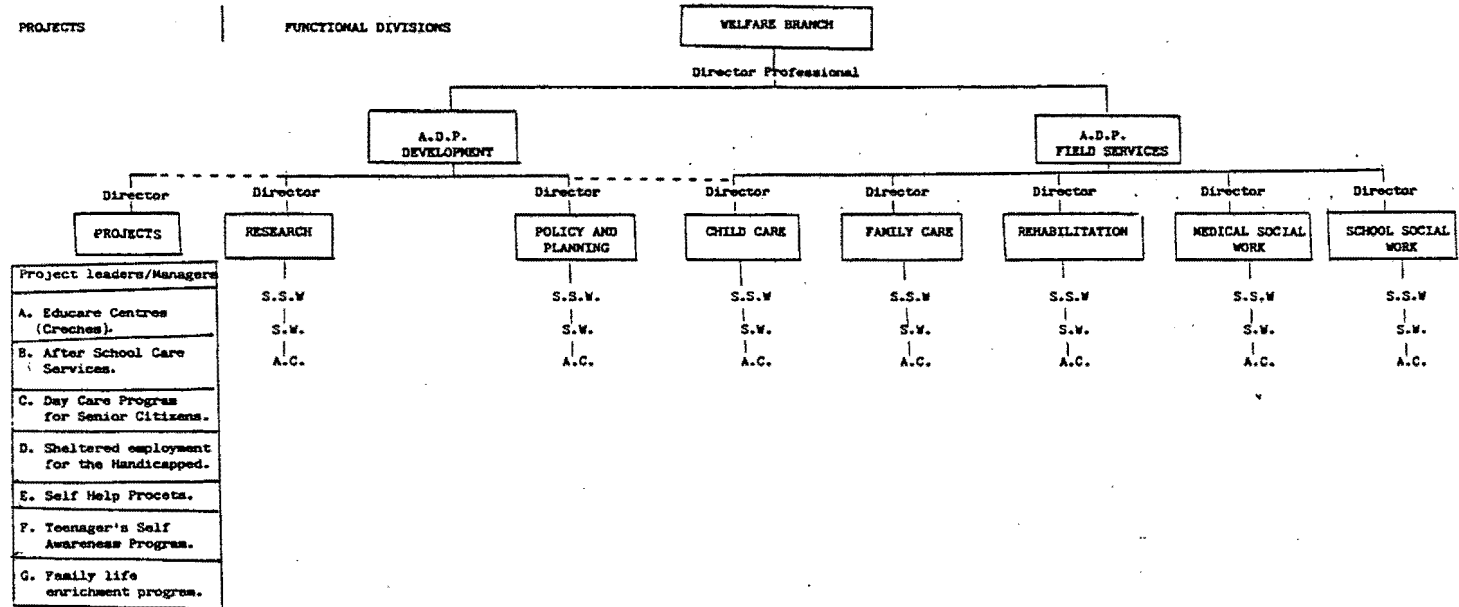
	BROUGHT FORWARD	NEW CASES	CLOSED	TOTAL	VISITS
5/3 PSYCHIATRIC CASES					
5/3/1 Ordinary cases					
5/3/2 Observation cases					
5/3/3 State President cases					
5/4 MEDICAL AIDS					
5/5 CHILDO WELFARE					
5/5/1 Kwashiorkor					
5/5/2 Ill-treatment neglect and exploitation of children					
5/5/3 Foster Care (non-statutory)					
5/5/4 Protected Infants					
5/5/5 Adoption					
5/5/6 Foster Care (Statutory)					
5/5/7 Juvenile Delinquency					
5/5/7/1 Truancy					
5/5/7/2 Uncontrolability					
5/5/7/3 Drug Dependence					
5/5/7/4 Offences					
5/5/7/5 Institutional Care/Custody					
5/6 FAMILY WELFARE					
5/6/1 Maintenance Grant					
5/6/2 Emergency Relief					
5/6/3 Temporary Relief					
5/6/4 General Complaints					
5/6/5 Marital Problems					
5/6/6 Non-support					
5/6/7 Marriage Guidance					

MEETINGS . ETC.

[illegible]

ANNEXURE 6.

RECOMMENDED MATRILY ORGANIZATIONAL DESIGN.



KEY

S.W. = SOCIAL WORKER
 S.S.W. = SENIOR SOCIAL WORKER
 C.S.W. = CHIEF SOCIAL WORKER
 D.P. = DIRECTOR PROFESSIONAL
 A.D.P. = ASSISTANT DIRECTOR PROFESSIONAL
 D. = DIRECTOR (RANK C.S.W.)
 A.C. = ADMINISTRATION CLERK.
 P.L. = PROJECT LEADER