

An Investigation into Kwa Mashu Family and Child Welfare Society
as it interacts with other Organisations in the Provisions of
Welfare Services.

by

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PREFACE

This thesis is based on the research of Kwa Mashu Family and Child Welfare Society and the community organizations in Kwa Mashu.

The study represents original work by the author and has not been submitted in any form in any other University. Where use has been made of the work of others it has been fully acknowledged in the text.

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Being a part time student took a toll on my family, especially my daughter Nthabiseng, I owe her a number of hours of "family time".

ABSTRACT

The study investigates Kwa Mashu Family and Child Welfare Society, a welfare organization providing child welfare services to the community of Kwa Mashu. This organization interacts with other organizations that serve the interests of the child. The study investigates the Kwa Mashu Family and Child Welfare Society as it interacts with other organizations in the provision of Child Welfare Services.

The study was motivated by the earnest desire of the organization to find out from the community of Kwa Mashu how the latter views the society in the midst of changing circumstances within the Township.

The study is descriptive and exploratory, it explores and describes the child welfare field. It addresses the development of this field and demonstrates how the political priorities affected child welfare provision in South Africa. The study also gives a brief profile of Kwa Mashu Township in which the society operates.

In the analysis of Kwa Mashu Family and Child Welfare Society special attention is given to the structure of the organization and the channels of communication within the organization and between the organization and the community.

The study investigates the views and opinions of 50 community organizations operating within Kwa Mashu. The study discovered that these organizations had a variety of views about Kwa Mashu Family and Child Welfare Society. The major discovery was that although the community organizations are aware of Kwa Mashu Family and Child Welfare Society they are unaware of the services offered.

CONTENTS

	Page
CHAPTER 1 PROBLEM FORMULATION	1
1. Introduction	1-5
2. Research Questions	6
3. Research Methodology	7-11
4. Analysis of Data	13-16
5. Findings	13-14
6. Future Research	15
7. Limitations of the Study	16
8. Operational Definitions	17-19
9. Chapter Lay Out	19-20
 CHAPTER 2 LITERATURE REVIEW	 21
1. The Voluntary Sector in Perspective	21-25
2. Principles underlying Child Welfare Services	26
3. Structures of Child Welfare Service Delivery	27-32
4. Dimensions under which Child Welfare are provided in South Africa	33-41
5. The History of the Child Welfare Movement	41-57
5.1 The period 1901 - 1937	42-50
5.2 The period 1937 - 1950	50-52
5.3 The period 1951 - 1970	52-55
5.4 The period 1971 - 1980	56-58

	Page
CHAPTER 3 ANALYSIS OF KWA MASHU FAMILY AND CHILD WELFARE SOCIETY	59
1. The History of Kwa-Mashu Family and Child Welfare Society	59-62
2. Objectives of the Society	63
3. Administration	64-67
4. The Structure of the Organization	68-72
5. Services Rendered by the Organization	72-81
6. Profile of Kwa Mashu Township	82
6.1 Brief History	82-83
6.2 Kwa Mashu under Kwa Zulu Government	83-104
6.3 Effects of Unrest	104
CHAPTER 4 RESEARCH METHODOLOGY	107
1. Source of Data	107-108
2. Collection of Data	108-110
3. Areas of investigation covered in the interview schedule	110-112
4. Procedure followed	113-114
CHAPTER 5 RESEARCH FINDINGS AND DISCUSSION	115
1. Findings	115-129
2. Discussion	131
2.1 Sample of the Study	131-132
2.2 Identifying Particulars	132-135
2.3 Services Rendered	135
2.4 Referral	138
2.5 Opinions about the appearance of KMFCWS	138

	Page	
2.6	Improvements with regard to Child Welfare Services	140
2.7	Location	141
	CHAPTER 6 CONCLUSION	143
1.	Literature Review	143
2.	Community Profile	143
3.	Research Methodology	144
4.	Policy	145
5.	Finance	145-146
6.	Social Work Practice and Theory	146-147
7.	Recommendation for KMFCWS	147-151
	APPENDICES	
	Appendix 1	152
	BIBLIOGRAPHY	153-156

TABLES

		Page
TABLE I	Child Welfare Budget 1988/89	30
TABLE II	Foster Grants	31
TABLE III	Children's Homes Grants	31
TABLE IV	Population Kwa Mashu/Ntuzuma	88
TABLE V	Educational Facilities	92
TABLE VI	Shows Sample Against the Already Existing Organization	116
TABLE VII	Identifying Particulars of the Respondents	117
TABLE VIII	Distribution of Respondents According to Age	118
TABLE IX	Tabloid Presentation of Table VIII	119
TABLE X	Occupation of the Respondents	120
TABLE XI	Length of Service of the Respondents	121
TABLE XII	Graphic Presentation of Table XI	122
TABLE XIII	Services Rendered by KMFCWS Classified According to Respondents	123
TABLE XIV	Social Problems in Kwa Mashu as Identified by the Respondents	124
TABLE XV	Services to meet the Problems by KMFCWS as Classified by the Respondents	125
TABLE XVI	Reception of Referrals to the KMFCWS according to Respondents	126
TABLE XVII	Opinions about KMFCWS Staff Classified according to Respondents	127
TABLE XVIII	Opinions about Offices of KMFCWS Offices according to Respondents	128
TABLE XIX	Opinions about the Appearance of the KMFCWS Offices according to Respondents	129
TABLE XX	Improvements with Regard to Child Welfare Services according to Respondents	130

CHAPTER 1

PROBLEM FORMULATION

1.1 Introduction

Organisations are formed to meet specific goals. A few individuals identify needs in the community and decide to do something about the existing situation. Thompson (1980:30) points out that ".... goal setting is essentially determining a relationship of the organization to the larger society which in turn becomes a question of what the society (or elements within it) wants done or can be persuaded to support". He further argues that "Because the setting of goals is essentially a problem of defining desired relationships between an organisation and its environment, change in either requires review and perhaps alteration of goals. Even where the most abstract of goals remains constant, application requires redefinition or interpretation as changes occur in the organisation, the environment or both".

Kwa Mashu Family and Child Welfare Society was founded in 1977 to protect the interest of the children of Kwa Mashu and surrounding areas. Since then a number of events have occurred within South Africa as a whole but most important within the community of Kwa Mashu. These events have also brought about changes in the clientele of the organization.

The organisation operates within the scope and function of the Child Welfare Movement but, as an organization operating within the trouble torn community of Kwa Mashu, it is expected to take a stand against certain political issues and perform its duties in a particular way. It is at these times that the organization asks itself whether the community of Kwa Mashu knows the duties, scope and functions of the organization.

Cummings (1980:76) points out that "Healthy Organizations sense changes in the environment and make adaptation in the way they function to accommodate new environmental demands". The major problem that the Kwa Mashu Family Child Welfare Society experiences refers to the question of perceptions, attitudes the environment feels about the Kwa Mashu Child Welfare Agency. Since, if setting goals is about determining a relationship between the organization and the environment, when the latter changes, the goals have to change too.

This chapter discusses the following: namely, rationale and the assumptions of the study. It also gives a brief discussion of how the research was conducted and lastly gives a lay out of how the study was organized.

Hypothesis

"Hypothesis is a conjecture about reality. It is a statement that one has reason to believe is true but for which adequate evidence is lacking" (Reid 1981:48).

The hypothesis of the study is: Community organizations in Kwa Mashu have views and opinions about Kwa Mashu Family and Child Welfare Society.

1.2 Aim

The overall aim of the study is to contribute to the effectiveness of the practice and service delivery of Kwa Mashu Family and Child Welfare Society. The study seeks to obtain views and opinions of the community of Kwa Mashu about this organisation.

1.3 The rationale

Kwa Mashu Family and Child Welfare Society has been in existence as an independent organization since 1977. Throughout this period it has provided Child Welfare services such as supplementary services, for example: day care services, child minding services; substitute care, for example: foster care and adoption; statutory service, for example: facilitating applications for state assistance and courtwork to the Community of Kwa Mashu and has operated from the same offices. There is however concern particularly among the workers of the society that this organisation is not known by the community of Kwa Mashu. This notion is based from the observation that anybody who needs assistance of any kind is referred to this organization, and yet when disaster occurred, for example, the riots of 1985, the flood of 1987 and the rail disaster during the

same year, when many families lost bread winners the organization was not contacted. It was only when the victims of the rail disaster wanted to process the claim forms that they were referred to this organization.

The idea of the study developed from the following observations:

- 1.3.1 the concern of the organization to find out what the community knows about it.
- 1.3.2 the need to know how the community views the services offered.
- 1.3.3 the curiosity of the worker to want to evaluate the relevance of the organization's services in terms of the community's expectation.

The investigation is a way of making the people interviewed aware of the existence of the organization and its concern for the community. It is also an opportunity for identifying felt and expressed needs of the community. It is hoped that the views obtained will give direction as to which services are responsive to the community needs, which should be improved, and which should be dropped. It is also hoped that the community having identified the services it needs, will participate meaningfully in the activities of this organization.

1.4 Assumptions

The basic assumptions of the study are the following:

- 1.4.1 Kwa Mashu Family and Child Welfare Society does not operate in isolation. It operates within an environment that consists of people and other human service organizations.
- 1.4.2 The environment influences the inflow of resources, namely, clients, money, information and services to the organization.
- 1.4.3 The views and opinions of the community are vital to the organization since they influence the acceptance of outputs and the utilization of services. If the services are not accepted by the community the organization has either to change the way it is operating or cease to exist.
- 1.4.4. The community will support an organization if they know what services it offers and particularly if those services meet their needs.
- 1.4.5. The community will identify with an organization they feel they can influence, that is, an organization that allows participation of community members. It is important therefore that the structure of an

organization allow the inflow and outflow of information so that the organization will know what is happening in the community, what services it should provide to meet these needs and in what structure.

2. RESEARCH QUESTIONS

In an attempt to obtain views and opinions of community organizations about Kwa Mashu Family and Child Welfare Society the study poses questions to cover the four areas of the organization namely: services, reception, location of offices and hours of operation. Some of the major questions are the following:

- 2.1 What services does Kwa Mashu Family and Child Welfare Society offer?
- 2.2 What other services do you think it should offer?
- 2.3 Have you had contact with this organization?
- 2.4 What reception did you receive?
- 2.5 What do you think of the location of the office?
- 2.6 What comment do you have on the hours of operation 8h00 - 16h30?

To answer these questions the research method is used.

3. RESEARCH METHOD

"In its broadest sense a research method is a plan or design for the process of finding a solution to the research problem posed by the social worker". (Grinell 1985:115). The Research Method adopted is influenced by the nature of the problem confronting the researcher, data to be collected and the context of the problem. The Research Method plan may follow the following pattern: choosing a design; determining who will answer the questions, that is, sampling; discussing how the data will be collected and analyzed.

3.1 Research Design

The research design is exploratory and descriptive. "Combined exploratory descriptive studies are those that seek to thoroughly describe a particular phenomenon. The concern may be with one behavioral unit, as in the case study for which both the empirical and theoretical analysis are made. The purposes of these studies is to develop ideas and theoretical generalizations. Descriptions are both in quantitative and qualitative form and the accumulation of detailed information by such means as participant observation may be found". (Fellin 1969:49). This study fits into this description. It is a case study of Kwa Mashu Family and Child Welfare Society. Both empirical and theoretical data are collected and analyzed.

3.2 Sampling

Sampling is the determination of who or what will be observed in the study. For the purposes of this study it is the determination of who will answer the questions posed. "A sample is a small portion of the total set of objects, events, or persons which together comprises the subjects of the study" (Grinell 1985:133). "A sample is representative of the population from which it is drawn to the extent that it contains the same distribution of variables of substantive concern to the study as does the population" (Grinell 1985:135).

The sample of the study is a stratified sample of fifty community organizations and government official departments in Kwa Mashu Township. Though there are many organizations in Kwa Mashu, the sample is limited to the organizations that Kwa Mashu Family and Child Welfare deals with as it provides Child Welfare services. A stratified sample was drawn from the following organizations and departments, namely Kwa Zulu Welfare and Pensions, Kwa Zulu Police, Township Ward Superintendent, Clinics, Churches, Schools, Zenzele Tuberculosis Association, Advice Centre, Zimele Cripple Care Association.

"The ultimate function of stratification is to organize the population into homogenous subsets and to select the appropriate number of elements from each". (Rubin 1989:217). The stratified sample was obtained by grouping the community organizations

according to the township wards (Kwa Mashu Township is divided into 14 sections organized into 10 wards). A systematic sample of five human service organizations per ward was chosen. Only the heads or the representatives of these organizations were interviewed. This worked out as follows: Welfare and Pensions 1, Police 1, Ward Superintendents 6, Clinics 3, Schools 18, Churches 15, Zenzele Tuberculosis Association 1, Advice Centre 1, Creches 4.

3.3 Collection of Data

The study took place at Kwa Mashu Family and Child Welfare Society. Data was collected at Kwa Mashu Township the profile of the Township is discussed in Chapter 3.

Data was collected from primary sources, secondary sources and through the interview schedule. A discussion of these is presented here.

3.3.1 Primary Sources

Primary sources consisted of old residences of Cato Manor, former employees of the Durban Bantu Child Welfare Society, representatives of the National Council for Child Welfare, the Administration Staff of the Township office and anybody who could give information on any aspect of the study.

3.3.2 Secondary Sources

Secondary sources comprised of books, journals, newspapers, old theses, and annual reports from both Kwa Mashu Family and Child Welfare Society and the National Council for Child and Family Welfare Society. Secondary sources provided invaluable information on the background of the organisation and the township under study.

3.3.3 Interview Schedule

The interview schedule of 21 questions was the main method of collecting data. The interview schedule was decided upon because of the following advantages: "..... its naturalness and spontaneity, flexibility and control of the environment". (Grinnell 1985:306). Many people found it easier to respond orally than in writing. Interviews allowed respondents to express themselves freely and allowed for probing to obtain greater depth of information.

The questions focused on the experiences of the respondents as they were exposed to the Kwa Mashu Family and Child Welfare situation. The questionnaire was non-standardized, open-ended and allowed for in-depth covering of the respondents' views. Reliability was built into the schedule by using a modification of the test retest procedure by asking similar questions at different points of interview. This helped to determine reliability of each respondent in a crude way.

3.4 Pilot Study

The interview schedule was developed following pretesting in a pilot study. The latter helped to refine the methods of collecting data. A pilot study was conducted with 10 organisations similar to the population studied. The aim of the study was to assess the following:

- 3.4.1 That the questions were understood in the manner intended.
- 3.4.2 That the responses elicited were consistent and also showed enough variation to reflect findings; and
- 3.4.3 That data collected lent itself to analysis by hand as planned.

The Pilot Study showed consistency in the responses of those interviews and the data lent itself to tabulation by hand easily.

3.5 Procedure

Interviews were conducted with the head of the organisations or their representatives. Interviews were conducted at a place selected by the respondents. Interviews lasted from 45 minutes to 1 hour. The Pilot study showed consistency in the responses of those interviewed and the data lent itself to tabulation by hand easily.

Each interview was begun with a brief discussion intended to explain the purpose of the study and establish some rapport with the respondent. It was indicated that the purpose of the interview was to learn how the various organizations view the services that they receive from the society. It was emphasized that:

The society has agreed to cooperate because it is interested in improving the service.

The information given would be held in strictest confidence. Obtaining frank views was important.

The reason for choosing the respondent was because he is the head of his organization.

Confidentiality was safely guarded by not writing down the respondent's name and by assuring him that his views as an individual would not be shared with anyone within or without the agency.

The researcher completed the questionnaire in the presence of the respondent and went over some of the responses with the respondent to ensure that the views were expressed in the manner intended.

4. ANALYSIS OF DATA

Data was analyzed through the use of Tables and percentages and since the sample was small - 50, responses lent themselves to tabulation manually.

All the cases in the sample were analyzed. Each question in the Interview schedule was converted into a Table. Responses to each question were categorized according to similarity of responses. The responses obtained were computed from the base of 50, that is, the total number of human service organizations studied. Rubin (1989:416) points out that if some respondents failed to answer that question there are two alternatives. First, percentages might still be based on the total number of respondents, reporting those who failed to answer the question as a percentage of the total. Second, the number of persons giving an answer could be used as the base from which to compute the percentages. In this study the first option was taken.

5. FINDINGS

The findings of the study have been categorized into major and minor findings. The findings will be listed below and will be discussed in Chapter 5.

5.1 Major Findings

- 5.1.1 Kwa Mashu Family and Child Welfare Society interacts mainly with other formal organizations.
- 5.1.2 The respondents are aware of the existence of Kwa Mashu Family and Child Welfare Society.
- 5.1.3 The respondents are not well informed about the services of Kwa Mashu Family and Child Welfare Society.
- 5.1.4 Youth related problems are the major source of concern to the Kwa Mashu Community.
- 5.1.5 Kwa Mashu Family and Child Welfare Society as an organization concerned about children is expected to organize programmes to deal with the problems identified.
- 5.1.6 The hours of operation of the agency that is 8h00 - 4h30 should remain as it is.
- 5.1.7 Clients referred to the agency are well treated.

5.2 Minor Findings

- 5.2.1 The majority of the formal organizations in Kwa Mashu have males as heads of the organizations.
- 5.2.2 The majority of the respondents fall between 46-50

years in age.

- 5.2.3 The physical appearance of the office of Kwa Mashu Family and Child Welfare Society is poor.

6. FUTURE RESEARCH

In the light of the findings of the study, the following areas need further research.

- 6.1 The role of non-formal organization in Kwa Mashu Family and Child Welfare Society.
- 6.2 How to educate the community about Kwa Mashu Family and Child Welfare Society.
- 6.3 How to influence the community to become actively involved in Kwa Mashu Family and Child Welfare Society.
- 6.4 Social problems mentioned by the respondents need the attention of other organizations as well. The item on social problems needs attention in terms of priority, feasibility of action and implications to Kwa Mashu Family and Child Welfare Society.
- 6.5 The influence of the structure of the offices in the utilization of the services of Kwa Mashu Family and Child Welfare Society.

7. LIMITATIONS OF THE STUDY

The limitations of this study are the results of the methodology used.

- 7.1 The study is based on the investigation of a sample of a section of the community.
- 7.2 The study was exploratory in nature it did not give a detailed account of any aspect of the organization or the community studied. Instead a general idea of views and opinions of the community organizations about the society were obtained.
- 7.3 The study tended to be retrospective. Interviews were carried out long after the respondent had the experience with the organization. Some respondents had a problem in recalling information.
- 7.4 One of the major limitations arose from the use of the interview as a technique for collecting data. The use of the interview as a technique tended to waste time in that some respondents used the interview to update themselves about cases referred by them to the agency, or used the opportunity to get more information about the agency.

8. OPERATIONAL DEFINITION

8.1 Child

According to the South African Child Care Act 1974/1983 Section 10 "A child means any person under the age of 18 years". There is a difference in the interpretation of the Act where Blacks are concerned. For example state assistance for Black children in the form of a foster or maintenance grant can be obtained until the child turns 16 years of age. If he is still at school, a motivation for the continuing of the grant has to be made with the Department of Welfare and Pensions.

8.2 Black

Black will be used interchangeably with African, to mean dark-skinned people descended from native inhabitants of Africa.

8.3 Child Welfare

".... Child Welfare services may be defined as a specialized field of social work concerned with assuring children of parental care when the social system that normally provides this care (family) is unable or unwilling to do so.

This definition can encompass the variety of services needed to support, supplement or substitute for parental role". (Zuckerman 1983:12).

Gil, in Laird (1983:15) makes a distinction between child welfare and Child Welfare. He points out that "... child welfare means conditions of living in which children can "fare well", conditions of living in which their bodies, minds and souls are free to develop spontaneously through all stages of maturation. Child Welfare on the other hand is "... an array of legal premises dealing with children who for various reasons do not fare well". Child Welfare as a field of service is an index of absence of child welfare as condition and process of spontaneous development. (Laird 1983:11).

For the purpose of this study, the definition by Zuckerman which regards child welfare as a field of social work, assuring children of parental role, will be used.

8.4 Residual

The term residual refers to the conception that social welfare institutions should come into play only when normal structures supply, the family, and the market system break down.

8.5 National Council for Child and Family Welfare

"A National Council can be defined as a voluntary welfare organization which initiates, plans and coordinates similar services of individual welfare organizations and which should promote co-operation on local, regional, provincial and national level as well as to Act as the link between the State and the

interests which are being served". (Eloff 1982:5). This definition by Eloff will be used throughout the study. The National Council for Child Welfare will be abbreviated thus NCCFW.

8.6 Kwa Mashu Family and Child Welfare Society

Kwa Mashu Family and Child Welfare Society will be abbreviated thus KMFCWS.

8.7 Community

For the purposes of this study - community means a geographic neighbourhood where the residents not only live close to one another but also have so much in common that ties are readily formed amongst them.

9. CHAPTER LAY OUT

This study is arranged according to the following chapters. Chapter one gives a description of how the study was conducted. It discusses the aim, the rationale, the basic assumptions and questions that the study seeks to answer and defines some of the terminology. This chapter also describes the various steps that were followed in conducting the research and the limitations of the research.

Chapter two discusses the theoretical background to the study and a background to the Child Welfare services in South Africa.

Chapter three presents a description of the Kwa Mashu Child Welfare organization. It discusses the constitution, the administration and the services rendered by the organization.

Chapter four gives a description of Kwa Mashu Township, the area under study. It also discusses the various institutions and events that influence the operation of the organization.

Chapter five presents the details of the research methodology and the findings of the study.

Chapter six discusses the findings and the recommendations of the study.

CHAPTER 2

LITERATURE REVIEW

Chapter 2 will provide background literature to the study. Grinell (1981:50) points out that background literature is designed to achieve five objectives. Some of which are the following:

1. "To become familiar with problems encountered in previous investigation of the topic. The goal is to ascertain what is known and what is not known about the topic.
2. To provide an introduction to the unique vocabulary and terminology in which the topic is typically discussed.
3. To suggest the trends in the problem the background literature identifies the significant actors and special circumstances that have shaped the problem.
4. To provide a perspective on the various models of investigations used.
5. To give an insight into the evaluation of the investigation and the degree to which previous work has (or has not) been cumulative".

The study will try to achieve some of these objectives.

Literature background will be discussed according to the following topics:

1. The voluntary perspective
2. Principle underlying Child Welfare
3. The history of Child Welfare
4. Dimensions under which Child Welfare is provided in South Africa.

1. THE VOLUNTARY SECTOR IN PERSPECTIVE

This section will discuss the Child Welfare Society as a voluntary organisation. The discussion is based on the Report of the Wolfenden Committee commissioned to look into the future of voluntary organisations in the United Kingdom over a 25 year period starting in 1974. The findings of this committee ended in 1977 and are discussed in relation to the Child Welfare Agency.

KMFCWS is based on the voluntary principle. The voluntary principle leads individuals to band themselves together in an organisation to embody a particular purpose or to express a particular view point. (Wolfenden 1977:12). The two central concerns of the voluntary sector are "...strengthening of collective action in meeting important social needs, and the

maintenance of pluralistic pattern in institution".

The voluntary sector like KMFCWS is not the only sector that concerns itself with the social needs. KMFCWS interacts with other systems like the Informal system and the statutory system in meeting the child welfare needs.

1.1 The Voluntary System and the Statutory System

The Wolfenden Committee identified three kinds of contribution that a voluntary organisation can make in relation to the statutory system: "First it may be able to extend the scope of existing provision. Second it may be able to improve the standard of statutory provision. Finally it may be able to offer services where little or nothing is available" (Wolfenden 1977:26). For example:

Child Welfare organizations traditionally pioneered child welfare services in South Africa when there was no structure to meet the children's needs. Child welfare organizations provide alternatives to statutory provision. For example, instead of referring a child to an institution, the organization may provide foster care or adoption as an alternative to institutionalization. These alternatives also supply choices to the users of services.

The "...voluntary associations can be said to extend the absolute amount of resources available to the social services by

attracting people, ideas and material resources that would not have been attracted by statutory organisations. People are often more willing to give time, energy and money". (Wolfenden 1977:27).

KMFCWS also interacts with the informal sector as it provides child welfare services. The informal sector is composed of the family, friends and neighbours. The Wolfenden Committee discovered three roles played by the voluntary sector namely: replacement, relief and reinforcement. These will be discussed shortly.

1.2 Replacement

The voluntary organization may replace the care by the informal sector. This may take place over a short time as in foster care or over a long time as in adoption.

1.3 Relief

The voluntary organization may provide services that merely relieve the informal sector of its duties for a temporary period. The relief measures support the informal sector by temporarily removing the burden from home preventing the family breaking down under the heavy load. KMFCWS provides day care services that relieve the families temporarily of the care of their children during the day.

1.4 Reinforcement

The voluntary sector provides services that strengthen the informal sector. This might be in the form of psychological motivation or through provision of physical resources. KMFCWS provides psychological motivation through counselling and strengthens the Informal sector through material assistance in the form of food and clothing and assisting the applicants to apply for state assistance.

1.5 Voluntary system and pluralism

The voluntary organization like KMFCWS provides an opportunity for people to join others in their endeavour to meet other social needs and those of others they wish to help. "In consequence those involved will not only feel less alienated from the society in which they live but they will also be engaged in altering its nature both directly through the activities they undertake and, less directly through the signals sent by these activities to the statutory system on the nature of shifts in public interests". (Wolfenden 1978: 25). The members of the voluntary system gain in experience and skills by participating in this organization. The knowledge and experience thus acquired can be used to develop the member as an individual and also improve his position in other sectors of society.

The Wolfenden Committee discovered that the major criticism of the existing system is that it is not as responsive as it should

be to the interests of the individual citizen. If the pluralistic framework is to survive there is need for a shift of power from the centre and for greater involvement of the individual citizen in instituting the maintenance of the pluralistic pattern of institutions.

2. PRINCIPLE UNDERLYING CHILD WELFARE SERVICES

Child Welfare as a service forms one of the major fields of welfare services in South Africa. The State and the Community share in the responsibility to promote the care of the children of the country. The philosophy underlying the provision of child welfare services is that the family is the basic unit in which to raise a child. It also has the major responsibility to provide for its members. It is only when the family initially and the community lastly fails that the state can be requested to assist. Even here the assistance is not a right. The applicant undergoes a number of tests to ensure that she qualifies for aid. The assistance given is renewed annually to assess whether the situation has returned to 'normal'. What is 'normal' is determined by the state.

A problem arises in the definition of a family. "The family can be defined as a social arrangement based on marriage and a marriage contract including recognition of rights and duties of parenthood, a common residence of husband and wife and children and reciprocal economic obligations between husband and wife" (Stephens 1963:8). This definition was adopted by the

Department of Constitutional Development and planning In 1985 In planning the National Family Programme. This definition does not apply to the majority of Black families which are headed by single parents by choice or by accident. This definition also excludes a number of family situations for example, a man and woman staying together and having children out of wedlock. This is a family, the writer recommends that the definition of a family should be based on the presence of a parent within the household and should not be based on marriage.

3. STRUCTURES OF CHILD WELFARE SERVICE DELIVERY

Structures of child welfare service delivery will be discussed according to the following topics: Activities of the State namely: Legislation and funding; and the National Council for Child Welfare.

3.1 Legislation

Child Welfare is governed by all the legislation that controls all social welfare, namely, Republic of South Africa Constitution Act, 1983; The Social and Associated Workers Act, 1978; The National Welfare Act, 1978; The Fund Raising Act 1978 as amended. A brief discussion of these Acts follows:

3.1.1 The South African Constitution Act 1983 makes provision for Child Welfare to be organized according to race. This Act will be discussed in detail under

Principles which determine contemporary social policy.

- 3.1.2 The Social and Associated Workers Act 1978. This Act makes provision for the control of social work and associated professions, for example: Child Care Workers.
- 3.1.3 The National Welfare Act, 1978 provides for the coordination of the welfare effort through the following: the South African Welfare Council that advises the Minister on welfare matters and through regional welfare Boards for various race groups, the registration of welfare organizations, the coordination and planning of welfare services at the local level.
- 3.1.4 The Fund Raising Act, 1978 as amended provides for the control and for the collection or receipt of voluntary contributions from the public.
- 3.1.5 Child Welfare is governed mainly by the Child Care Act, No. 74 of 1983. The Child Care Act of 1983 provides "...for the establishment of a Child Welfare Advisory Council; for the establishment of Children's Courts and the appointment of Commissioners of Child Welfare; for the protection and welfare of certain children; for the adoption of children; for the establishment of certain institutions for the

reception of children and for the treatment of children after such a reception; for contribution by certain persons towards the maintenance of certain children and to provide for incidental matters". (Government Gazette 1983:2). Only the children under the age of seven years and those brought before the Court are covered by this Act. There is thus an urgent need for the Children's Rights as laid down by UNICEF to be accepted in this country.

3.2 Funding

Funding for Child Welfare services comes directly from the state through tax revenue and forms only 1% of the country's budget. The distribution of social security measures to the children of the country is based on race - therefore is unequal. For example the Child Welfare budgets of 1988/89 were:-

TABLE I

Child Welfare Budget 1988/89

The following figures represent the Child Welfare Budget of 1988/89 according to race and in the case of Africans, also according to area and amount. Africans received +- R36 million in the budget for Child Welfare services compared to R117 million received for similar services by Whites. The African group is the majority in the country, 66.8% and the Whites are in the minority, 11.5% but the amount they received was three times more than that of Africans.

RACE	AREA	AMOUNT
Non-homeland African	Cape Province	R 17 533 000
	Natal	R 3 849 000
	Orange Free State	R 2 966 000
	Transvaal	R 12 151 000
Coloured		R201 223 000
Indian		R 50 554 000
White		R117 795 000

(South African Institute of Race Relations 88/89:14)

TABLE II

Foster Grants

Foster Grants are given in respect of children who do not live with the natural parents. These grants hold automatically for 18 years in case of other populations groups, and only up to 16 years for Black children. The extension of the grant for Black children may be reviewed if the child is still at school. The following rates are paid per child per month.

This table presents the amounts paid out per month for foster children in 1988/89. It presents amounts according to Race. White foster children received R175 per month as opposed to R102 per month for Black children. Foster grants are therefore discriminatory.

RACE	AMOUNT
White	R175
Coloured	R133
Indian	R133
African	R102

TABLE III

Children's Homes

Table III presents the amount of money contributed per month by the State towards the children's homes. These amounts differ according to the race. Children's homes for White children receive an allowance of R540 per month per child. The lowest amount of R200 is that paid to the African group.

RACE	AMOUNT
White	R540
Coloured	R422
Indian	R280
African	R200

Unequal provision of welfare services is also evident in the provision of the Children's Homes. The Minister of Constitutional Development and Planning, Mr Chris Heunis, said that "...there were no state administered Children's Homes for Africans in South Africa (excluding all ten homelands). There were eleven privately administered homes in 1988 - five in the Transvaal and six in Natal accommodating eight hundred and ninety six children". Mr Heunis admitted that there was a shortage of homes and said that private organizations were encouraged to establish such facilities. (S.I.R.R. 88/89). In contrast there were 75 White children's homes in 1987 accommodating 5384 children.

The Grants to the homes are equally discriminatory. These Grants are paid per month per child.

It is therefore evident that the principle of racial division of welfare services results in unequal provision. Whites receive the best services while Africans receive poor and inferior services. This pattern is maintained in all the different sectors of the Welfare System for example, health and education.

4. FUNCTIONS OF THE NATIONAL COUNCIL FOR CHILD AND FAMILY WELFARE

Child Welfare services are planned and coordinated by the National Council for child and Family Welfare. The NCCFW determines the policy, sets standards to be complied with and also specifies the terms of reference for various committees. Using Professor Eloff's function of a National Council, the functions of the NCCFW have been summarised as follows:

Leadership on a national level concerning the problems and the needs relating to a child welfare problem;

Negotiation and cooperation with the State authority for identifying and sharing of child welfare responsibilities;

Public enlightenment about the child welfare problems and needs;

Development of local organisations for the implementation of the objectives of the NCCFW;

Cooperation with other welfare organizations and with other organizations concerned with community care and development.

From these functions it is apparent that the NCCFW does not render services directly to the individuals but to organizations affiliated to it; the NCCFW negotiates with State departments on behalf of its affiliates. For example, the application for social work posts is done through the NCCFW and not to the State department concerned.

5. DIMENSIONS UNDER WHICH CHILD WELFARE IS PROVIDED IN SOUTH AFRICA

Provision of child welfare will be discussed according to the six dimensions under which welfare is provided in South Africa. The first five dimensions are drawn from the framework suggested by Thurz and Vigilante (1975) and the last one by McKendrick (1988:36).

5.1 Universalism and Selectivity

The South African government has reiterated on several occasions that it is not a welfare state. It therefore does not accept full responsibility for providing welfare services to its people.

Child Welfare provision in South Africa fits into what Wilensky and Lebeaux (1958:138-147) have described as a residual welfare system. Such a system comes into play only when the normal structures of supply, namely the individual, the family, the community and the economic system break down. When the normal structures fail State help is not a citizen's right. It is a privilege that may be granted under certain circumstances and withheld under others. In South Africa the residual system applies to Blacks in particular. Applicants for Child Welfare services have to pass several criteria before they qualify for assistance. Some of the criteria for the means test are the following: Absence of the breadwinner through death or illness. A salary of R100 per month if the applicant is one of the parents and resides in Kwa Zulu. Criteria differs according to race.

State assistance is available to a Black child up to the age of 16 years after which if he is still at school, a motivation has to be submitted to the State department annually until he reaches 18 years of age after which the aid is stopped whether he is at school or not. There are different criteria for different races, whatever the difference the White group receives favourable treatment in terms of the criteria and the amount of the grant actually received. Table II shows the differences in the foster grants.

The principle of selectivity is biased towards the White group and also towards the urban based people. Services available to the White group are supplied at a sophisticated level and are of

a wide range. This is made possible through funding. This has been demonstrated in the topic, Activities of the State, in this chapter.

There are more welfare organizations in the urban areas than in the rural areas. In the latter they are minimal. Though the trend is towards promoting rural development the emphasis is on community development which in essence implies that the local people have to initiate and organize the services themselves, the State playing a minimal role. The unequal distribution of resources will imply that the rural areas stricken by poverty and droughts will have few resources. The result will be "blaming the victim".

The writer recommends that more resources be channelled towards rural development by giving incentive to the workers and organizations who work in these areas and that capital be set aside to develop these areas.

5.2 Public versus Voluntary System

In South Africa the State prides itself on its partnership with the community, including the Church, in the provision of welfare services. Accordingly the State assumes responsibility for planning and controlling welfare services through legislation.

The State will therefore subsidize those private organizations that offer "approved" services to the community. Most

organizations that offer child welfare services belong to this group. The government will pay up to 75% of the running costs of Child Welfare organizations. Subsidization of Child Welfare organizations by the State stifles their involvement in political issues particularly those that criticize the government. Some organizations would not react to political issues for fear of having their subsidies withdrawn. The detention of children in police cells without trial from 1976 onwards was state violence against children. "On 17 July 1983 there were 1 970 children in prison, while on 19 March 1984 there were 974 children in jail" (Chikane 1986;346). This however elicited very little response from the child welfare agencies because it was regarded as a political issue, and yet it was child abuse.

Although community involvement in the provision of Child Welfare Service is encouraged by the government this has a number of disadvantages. Poor communities like the Black communities that are characterized by unemployment and poverty cannot contribute in the same way financially as the White group that is rich. The result is that the poor will have few and limited resources according to their ability to contribute while the other race groups that are better off will have better and sophisticated services.

The State is threatening to privatize many of its activities. This practice is based on the assumption "that private 'business' may operate various services more economically and efficiently than the state and moreover make profit out of doing so".

(McKendrick 1987:23). While this practice may be encouraged in the profit making ventures like transport and electricity it cannot be encouraged in the non-profit making activities like the provision of Child Welfare services.

Material assistance in the form of Poor Relief and application for State assistance in the form of maintenance and foster grants is the major service offered by Child Welfare organizations in the Black communities. The ability to pay becomes an issue in a poverty stricken community.

In South Africa contributions to charity organizations are not tax deductible. This practice does not encourage donation by the business sector. The latter will not be well disposed to contributing to the welfare community since it is a non-profit making venture and they gain nothing from them. Privatization will not work in the Child Welfare Services.

5.3 Centralization versus Decentralization

In South Africa Child Welfare services experience a top down as well as bottom up planning system. Social security provision is planned by the central government. The latter determines who will qualify for assistance and how they shall be assisted and in what form.

Mention should be made here that because of the apartheid policy there are (9) nine welfare departments representing the (4) four

major races in South Africa. Each department has rules and regulations that differ from the other.

A lot of time and money is wasted through the duplication of State structures on racial and ethnic basis relating to these different State departments handling welfare services. A number of organizations are calling for a single and equitable non-racial welfare department.

The NCCFW insists that the various organizations affiliated to it are autonomous. They choose their own administration boards, they are free to initiate programmes that respond to the local needs, participation of the community is encouraged. All this however has to fit in with the aims and objectives of the Council. The latter even sets terms of reference of the various communities of the local structures. The structure of NCCFW appears bureaucratic with all the power in the Council and very little on its affiliates.

5.4 Community Care versus Residential Care in Institutions

The South African social welfare system is recommending that children be cared for within their communities rather than at residential institutions. Caring for a child at an institution is costly for the government as compared to caring for the child within the community. The government pays R200 per month per Black child at a children's home as compared to R102 per month in a foster grant.

Recruiting foster parents in the black community is proving problematic for a variety of reasons:

The foster grant is too meagre to be an incentive to aspiring foster parents;

The high unemployment rate has resulted in the people being more concerned about their immediate families than with other people's children;

The housing shortage militates against taking in another body to fit into the already over-crowded homes;

The high child abandonment rate particularly in the Durban functional region necessitates a Children's Home.

When a child is picked up from the street, shelter is needed immediately and there is dire shortage of Homes for Black children in all communities. Homes for Black children are needed at the urban areas within the townships not at outlying areas. Some homes are situated 400 kilometres from the natural families. Dingaansat Home in Zululand is one such Home that is used by the Child Welfare organizations around Durban. Black families find it difficult to maintain contact with their children at such a distance. The local Social Workers fail to conduct reconstruction services with the children when they are so far away. They rely on the social workers within the institution to carry out the reconstruction services

While there is a dearth in the provision of homes for Black children there are ample homes for Whites and some are half full and can accommodate more children.

5.5 Linkage with other Social Systems

Child Welfare services are provided within the policies of the country. Provision of welfare services take place independently of other systems that the individual needs to cope with life skills. There is emphasis on the fact that welfare is apolitical but most problems like unemployment, housing shortage are all a result of politics. Child Welfare services are aimed at protecting the interest of a child within his family and community, if there is malfunctioning in any of these systems the child is invariably affected. There is an urgent need for the welfare community to look at a broader definition of welfare, a definition that would encompass all the spheres of life.

5.6 The Welfare system and National Development goals

Social Planning is not value free - it takes place for a purpose. For example, to solve the problem of the Poor White the South African government created a Department of Labour. McKendrick (1987:11) points out that "Widespread State activity in finding employment for destitute whites was prompted by more than humanitarian motives: it was a plan to develop a stable up-to-date White society that could stand strong against competition from African, Coloured and Indian people". This

trend was not restricted to finding employment only, it pervaded all the other systems including education and welfare. Whites remain the highly skilled and the well provided for. The other population groups are expected to compete with Whites on an equal footing in spite of all this advantage. Now that the country is experiencing a drain of Whites to other countries the government is thinking of how it can bring in the other racial groups to contribute meaningfully to the growth of the economy. The economy of a country cannot be looked at in isolation, other systems that contribute to the development of the economy have to be examined. There is an urgent need to devise a policy that would elevate the standard of living of the other racial groups so that they are in a position to contribute meaningfully to the economy of the country.

6. THE HISTORY OF THE CHILD WELFARE MOVEMENT

The History of the Child Welfare Movement in South Africa will be discussed with special attention to the history of Kwa Mashu Family and Child Welfare Society.

The Child Welfare movement in South Africa started as a result of the industrialization that occurred in the latter half of the nineteenth century. The influx of people from the rural areas in search of employment brought a number of social problems. How these problems were met were influenced to a large extent by the political priorities of the ruling party. The development of Child Welfare as a structured service began in earnest at the

beginning of the 20 century. The industrialization of the country that resulted from the discovery of diamonds in Kimberley in 1870 and of gold sixteen years later and the ravages of the Anglo Boer war in 1901 brought an influx of the population from the rural areas to the urban areas. The rapid urbanization of the population brought different problems to the different races of South Africa.

The Child Welfare movement was thus influenced by the politics of the time. The history of this movement will be discussed according to the following periods: 1901-1936, 1937-1950, 1951-1960, 1961-1970, 1970-1980.

6.1.1 The period 1901-1937

The period 1901-1937 saw the appearance of Child Welfare structures namely: legislation on Child Welfare; Child Welfare societies and the National Council for Child Welfare. This period also saw the involvement of the State in poor White problems.

The ravages of the Anglo Boer War forced many whites to abandon their farms to look for a better living in the urban areas. Life at the urban areas was grim. The local whites were not skilled in the trades required in the mines. They would also not accept the menial tasks that were offered mainly because of low pay. Unemployment began in reality. The women, away from the support of the family could not cope with the demands of child rearing.

Some resorted to abandoning children while some gave them away in what became known as 'baby farming'. (SANCCFW 1975;11).

Blacks having been forced from their land had two options: namely, to look for employment as farm labourers in the White owned farms or move to towns to look for employment. In towns Blacks were offered mainly manual labour at low rates. Their major problem was accommodation. Though Black labour was desired, they were denied residential rights. A Black man was regarded as a temporary sojourner! He was to stay at an urban area as long as he could sell his labour thereafter he was expected to return to the rural area. The problem of migratory system was to pose a problem to Blacks for years to come.

6.1.2 Child Welfare Legislation

In the Cape, the Parliament passed the first South Africa Act relating to children. This Act was called the Cape Infant Life Protection Act of 1902. A year later this Act was adopted by the Transvaal Government. The main aim of the Act was to control 'baby farming' that was rife at the urban areas.

To put this Act into effect, the Child Life Protection society was established (NCCFW 1975).

The Transvaal Government followed Cape Town's example and adopted the Child Protection Act in 1908. This was later replaced by the Children's Protection Act 1913 "...which was based on the

English Child Protection Act of 1908, and provided a sound basis for statutory Child Welfare Work in South Africa". (NCCFW 1975:24). In the following year, 7 October 1909, the Children's Aid Society was launched at a public meeting by the Mayor of Johannesburg.

The work of these two societies soon spread throughout the country. By 1917, 10 Child Welfare Societies had been formed; three at the Cape, namely; Wynberg, Stellenbosch and Cape Town, one in Durban, one in Bloemfontein and five in the Transvaal; Johannesburg, Benoni, Boksburg, Krugersdorp and Standerton which later dissolved. The one in Durban was called the Durban Child Welfare Society, the study will refer to it in subsequent pages.

The first Child Welfare Conference was held in 1917 under the auspices of the Cape Town and Johannesburg Child Welfare Societies. The conference attracted all organizations and bodies dealing with children, namely health services, schools, municipalities and churches.

The second Child Welfare Conference held in 1918, laid the cornerstone of the movement. The conference recognized the principle that the family is the basic unit for bringing up a child. It was agreed that Child Welfare Workers "Should be prepared to go to any amount of trouble before separating a child from its mother". (National Council 1975;12). The work of the Child Welfare Societies also involved health matters. The discovery of malnutrition among school children in 1914, the

outbreak of influenza in 1918 brought an urgent need for the development of preventive health clinics, feeding schemes, medical and dental services. Several of the societies established between 1914 and 1917 started their work in this direction.

In 1921 the Child Protection Amendment Act was passed. In an effort to help the mother keep her child. It was an improvement on the previous Act and made provision for the Mothers' Pensions now known as the Maintenance Grant. This Act was followed by the Children's Act of 1923.

The Children's Act of 1923 was supplemented by the Children's Act of 1937. This Act emphasized "consensus" among all the parties. (Bindon 1990). It also "... accepted the principles of the Children's Courts, as well as making provision for foster care". (NCCFW 1974:24).

6.1.3 The National Council for Child Welfare

There arose a need to form an umbrella body that would control the many Child Welfare Societies that had been formed throughout the country. The National Council for Child Welfare was formally constituted in Bloemfontein in 1924 for this reason. This National Council consisted of "... 38 autonomous Child Welfare Societies and representative membership of other National Welfare and professional bodies, government departments, local and provincial bodies interested in the welfare of the children".

(National Council 1975:14). The NCCFW purported to offer services to all irrespective of race, colour and creed. Subsequent chapters will demonstrate that this was not so.

6.1.4 The Poor White Problem

While there was active involvement in the resolution of the Child Welfare problems, poverty continued unabated. The Pact government that came into power in 1924 gave the problem of poverty among Whites, serious attention. This government created job opportunities for these people in all the State run institutions. For example, in the armed forces, railways, municipalities and in newly formed agricultural settlements. In 1924, a State department of labour was formed with the sole purpose of looking for employment for poor Whites. Widespread State activity in finding employment for destitute Whites was prompted by more than humanitarian motives: it was a plan to develop a stable up-to-date White society that could stand strong against competition from African, Coloured and Indian people "the latter group had first been introduced to provide labour on sugar cane plantations". (McKendrick 1987:11).

The problem of poverty was not solved in spite of all these efforts. The situation was resolved by the appointment of the Carnegie Commission of Inquiry. The latter carried out a scientific investigation into the cause, extent of White poverty and measures by which it could be reduced. The Report on the

Poor White has a profound effect on the South African Welfare system. The report defined the main cause of the Poor White Problem as South Africa's changing economic and social structure rather than putting the blame on the inability of the individual to cope with the social conditions. The Carnegie Commission of Inquiry recommended the establishment of a State bureau to be responsible for people's social welfare and for preparation of skilled university-trained social workers. These recommendations led to the establishment of a State Department of Social Welfare in 1937, the rapid development of courses of social work training of the South African universities and the growth of the social work profession.

6.1.5 Welfare Provision for Blacks

Parallel to White indigence was the growth of poverty among Blacks at the rural areas and in towns. The Plight of Blacks was, however, of minor concern to the White government. Although Whites had established the need for Black labour there was no provision for their housing facilities. They were "... housed haphazardly in employers' backyards, in wash-houses, store-rooms or private compounds. (Maasdorp 1975:11). The main issue was financing of Black housing. For example in Durban, the Municipality was not prepared to tax the ratepayers for the benefit of their much needed Black labour. James Stuart, who was the Magistrate in Durban in 1904, argued that "Africans had no proper place in urban society. They should for many years to come to be regarded as mere visitors to the town

... and though they give us labour they ... have no right to share in the same privileges that regular citizens do..." (Swanson 1976:168). This belief was echoed by the Stallard Commission in 1921.

The issue of finance was solved by the Native Beer Act of 1908. This Act empowered local Authorities to use the profits from their monopoly sales of sorghum beer, known to Whites as "Kaffir Beer" for the erection of schools, hospitals, houses and welfare provision for Blacks. This system of financing Black housing and welfare became known as the "Durban System". All other towns were advised to adopt it. "Beer Revenues became the key financial support of a more intensive and comprehensive programme of paternalistic administration than ever before tending with relative efficiency to restrain Africans to barracks and locations". (Swanson 1976:174).

In Durban the beer profits were so good that in 1916 they financed the inauguration of the Municipal Native Affairs Department, "... supported by an evergrowing establishment of supervisory, technical and clerical employees. Compulsory residence in barracks, compounds and hostels was underway". (Swanson 1976:174).

In 1923 the Native Urban Areas Act was promulgated. The Act vested local authorities with the sole right of and responsibility for, providing for the accommodation of Africans in segregated areas. "All Africans other than those exempted

under the Act, or employed in bona fide domestic services in urban areas, were obliged to take up their residence in a location, village or hostel for the accommodation of Africans". (Maasdorp 1976:12). During the period 1923-1937, provision of housing was mainly in single sex hostels and compounds. Forty Six thousand workers were housed in such places by 1923. Blacks who were unemployed settled at the squatter areas on the periphery of the city. Such an area in Durban was called Cato Manor. Life in Cato Manor was grim. There was no infrastructure. There was overcrowding, unemployment and health problems and child neglect. The conditions created a need for support services for the families at Cato Manor. In 1937 a number of public spirited women both White and Black came together to form the Durban Bantu Child Welfare Society. The aim of this organization was to provide child welfare services to the people who had settled at Cato Manor.

From this brief discussion it is apparent that the State had made no provision for the welfare measures for Blacks. The latter were for a long time to be dependent on their consumption of Beer for welfare provision. This was a direct opposite of the manner in which the government solved the "Poor White problem".

6.2 The Period 1937-1950

The period 1937-1950 was marked by active involvement of the State in welfare issues. It was at this time that the State policies of racial discrimination, individualism and apartheid

were reflected clearly in the provision of welfare measures.

6.2.1 Discrimination

In 1937, the State created the Department of Social Welfare. However State activity was strongly influenced by political priorities and the reason for the Department's establishment was "the desire and urge to solve the problem of poverty and consequent retardation amongst a large section of the European population, which at the time transcended in importance and gravity all other social questions". (Report of the Department Committee of Inquiry into Training and Employment of Social Workers, 1950:1).

Services of the Department were primarily directed at Whites who received most services and services of high standard and range.

Discrimination was also reflected in the Act of Parliament. The Children's Act of 1937 provided for children living in unsatisfactory conditions to be declared 'In need of care'. This Act was generally not implemented in the case of African Children [Social Service for urban Africans. (1941:5)].

6.2.2 Individualism

Another important episode of this era was the rejection of the move to a national contributory programme of social security on the grounds of expense. A ground that was not mentioned was

that universal provision would have meant equal provision for all races, a notion that the South African government was against. The government propounded the theory that "... the responsibility for every citizen's social security rests in the first place with the citizen himself. Only if his own efforts prove inadequate is the State prepared to step in with help and guidance. The independence of the individual, the family and the community must be maintained and encouraged. This principle is in keeping with the traditions of South Africa". (Brummer, 1964:5) in (McKendrick 1987:14).

The end of World War II, 1939-1945 saw an influx of Black people into towns in search of employment. They were running from poverty in rural areas and from overcrowding in reserves. The major problem that Blacks encountered in towns was of unemployment and of accommodation. The influx of people into towns brought pressure in the squatter settlements that were already overcrowded. More services were required from the voluntary organizations.

6.2.3 Apartheid

The Child Welfare services were also influenced by the policy of apartheid. In 1948 the White minority government of the Nationalist Party came into power. "The clarion call of the new government was "apartheid" and their policy was to implement the creed of separate development in all areas of the country's life including that of social welfare". (McKendrick 1987:14). This

Nationalist Party put pressure on all the cities to get rid of the squatter settlements that had mushroomed in the cities. Durban as a city was also pressurised to move the people of Cato Manor away from the city area. This move would also affect the Durban Bantu Child Welfare Society that offered its services to the people of Cato Manor.

6.3 The Period 1951-1970

The period 1951-1970 was marked by the appearance of structures that put the policy of apartheid into effect. They are the following: establishments of State welfare department according to race, the Children's Act 1960, the Homeland government policy, the banning of the political movements.

6.3.1 The State Welfare Departments

In 1950 the State welfare services were fragmented according to Race. The Department of Social Welfare transferred the responsibilities of the African and Coloured people to the Department of Bantu Administration and Coloured Affairs respectively. The Department of Indian Affairs that the responsible for the Indian was formed in 1961. Each department had its own resources namely: budget, personnel, policies and principles, that differed from the next department in terms of provision.

The provision of welfare services according to race resulted in

unequal provision. Whites were entitled to a wider range of benefits and at a sophisticated level. The other racial groups were subjected to a variety of means tests that they had to pass before they were eligible for State assistance. The range of welfare services available to them became limited.

The fragmentation of welfare departments according to race resulted in the waste of money in the duplication of services. To date there are 14 different State departments all dealing with welfare issues.

Another effect of the fragmentation of the State departments according to race was the limiting of resources available to Blacks. This resulted in the establishment of a number of community organizations which attempted to provide resources and facilities that the State would not provide. The principle of partnership between the community and the State was entrenched. To control the proliferation of welfare organizations and to control the welfare effort the State introduced the National Welfare Act, 1965. This Act makes provision for statutory bodies such as the National Welfare Board and its Commissions and the Regional Welfare Board. The Regional Welfare Board controls the registration of new welfare organizations. This Act was subsequently amended to become the National Welfare Act 1978.

6.3.2 The Children's Act No. 33 of 1960

The Children's Act No. 33 of 1960 replaced all the previous

Children's Acts. The Children's Act No. 33 of 1960 laid emphasis on the "child in need of care". This Act appeared to cater equally for all children irrespective of race. Subtle differentiation was found in the regulations and the fact that it was administered by different departments that catered for the different race groups. For example, the Department of Social Welfare and Pensions for Whites, Department of Bantu Administration and Development for Africans, Department of Indian Affairs for Indians and the Department of Coloured Affairs for Coloureds. Each department had its own principles regulating who may receive State assistance and how.

6.3.3 The Homeland Government Policy

The government issued the homeland policy in the early 1960's. The homeland Act had the effect of dividing up the country along racial lines. In 1966 this Act also tried to achieve similar fragmentation according to race among community organizations. In 1966 the Department of Social Welfare and Pensions issued a directive that it was opposed to multiracial organizations. The establishment of the homeland governments also dealt a blow to the multiracial welfare agencies. For example, when Kwa Zulu Government took over the administration of Umlazi Township, Durban Bantu Child Welfare Society was asked to withdraw its services because its management was multiracial.

In 1966 the Department of Social Welfare in South Africa sent a letter to the Durban Bantu Child Welfare Society which stated

inter alia that: "Government policy on welfare agencies was based on the principle that each population group should serve its own community in the sphere of welfare and that the policy of certain welfare organizations of maintaining multiracial organizations and having different races at Council and Committee Meetings was not only contrary to this policy but also presented problems". (Whittaker 1986:5).

A number of organizations were subsequently formed along racial lines in order to be able to continue to offer services that were badly needed in the Black communities. Durban Bantu Child Welfare Society was such an organization that had to change its constitution to meet the requirements of the government. Kwa Mashu Family Child Welfare Society was formed as a result.

6.3.4. Banning of Political Organizations

In 1960 the South African government declared illegal the three major political movements that had the biggest following by Blacks. Namely: the African National Congress, the Pan African Congress and the Black People's Convention. The main effect of this event was the limiting of the development of social welfare provision. As has been demonstrated throughout this document welfare provision is a political process. "Often it is brought about by popular pressure upon governments, sometimes it requires legislative enactments and always it required changes in organizational structures and the redistribution of existing resources. The want of urban political power meant that Black

people were without political parties to formulate new welfare policy in their interests and that they were without the votes necessary to have new policies adopted". (McKendrick 1987:17).

6.4 The Period 1970 - 1980

The period 1970-1980 saw the introduction of more legislation and the beginning of a change in the NCCFW.

6.4.1 Legislation

To coordinate the welfare effort effectively the following legislation was passed namely: the National Welfare Act of 1978, the Fund Raising Act, 1978 and the Social and Associated Workers, 1978. The National Welfare Act was discussed in the previous pages. The Fund Raising Act provides for the control and collecting of funds from the public. The Social and Associated Workers, 1978 provides for the training of social workers.

6.4.2 Structures of the National Council for Child and Family Welfare (NCCFW)

Prior to 1975 the NCCFW had a structure that was constituted along racial lines. There were four (4) divisions each representing the African, Indian, Coloured and White groups. Each division met on its own with a representative from the Board of Management of the Council. The latter was mainly White. He reported on the deliberations of the group he represented at

the board of management. The Indian, Coloured and Black racial groups constantly protested at not being able to represent themselves at the policy making body. It was not until the Zumbach Report of 1975, that mentioned that Child Welfare services in South Africa were constituted along racial lines and therefore South Africa should be kicked out of the International Child Welfare League that the task of drafting a new constitution was begun (Khanyile 1991). The new constitution was accepted in 1982. In the new constitution there was no mention of race. The new constitution implied that for the first time in the history of Child Welfare in South Africa all organizations affiliated to the NCCFW could send representatives to the Council-in-session irrespective of race.

It is significant to note that since 1948 the government has been insisting that welfare provision be according to racial lines and since 1988 the trend is that welfare organizations involved in the same field should amalgamate. The NCCFW is also recommending that child welfare organizations in the same vicinity amalgamate irrespective of race. A good example is that of the former Durban African Child Welfare Society that was established in 1935 with the main aim to provide child welfare services for Black people that has amalgamated with the former Durban White Child Welfare Society that was also constituted along racial lines. Although these two have amalgamated they continue along racial lines since State welfare provision is still racially determined.

CHAPTER 3

1. THE HISTORY OF KWA MASHU FAMILY AND CHILD WELFARE SOCIETY

This chapter presents the analysis of Kwa Mashu Family and Child Welfare Society. This chapter is arranged according to the following topics: The history of the organization, objectives, administration, structure, staff and services.

Kwa Mashu Family and Child Welfare Society started operating as an independent organization in January 1977, before that it was a section office of the Durban Bantu Child Welfare Society. It is important to discuss the history of the organization since, how the organization was started might influence the views and opinions of the community regarding it. Although the Durban Bantu Child Welfare Society was formed by Mrs Sillilo, a woman of considerable stature it attracted a number of Whites who were interested in the welfare of Black children. The society operated as a multi racial organization until 1966 when the Department of Social Welfare of South Africa sent the society a letter which stated inter alia that:

"Government policy on welfare agencies was based on the principle that each population group should serve its own community in the sphere of welfare and further that the policy of certain welfare organizations of maintaining multi racial organizations and having different races at Council and Committee meetings was not only contrary to

this policy but also presented problems". (Whittaker 1986:5).

In 1969 this organization decentralized its offices and opened a Branch office in Kwa Mashu Township. Some of the staff were transferred to this office. During the same year this organization was advised to withdraw its services from Umlazi Township as the latter had become part of Kwa Zulu Homeland. One of the reasons given was that the people of the township should be responsible for their own welfare services. The society, with its White management, and a Black Advisory Committee was regarded as an outsider.

The society embarked on a long period of negotiation with relevant governments through the National Council for Child Welfare in order to amend the constitution in conformity with the Government direction. Two major changes appeared in the constitution and these were going to change the character of the organization namely:

Clause 2j "To establish auxiliary committees, to train them and Bantu Personnel in Urban Bantu Residential Areas within its area of jurisdiction to become capable of forming the nucleus of independent Bantu Child Welfare Organizations".

Clause 2k "To take all necessary steps for the registering of such organizations as independent Child Welfare

Organizations in terms of the Act and to, facilitate and permit each to take over in terms of the Act and to, facilitate and permit each to take over in its area of jurisdiction the function of the society and such assets".

Clause 3 "Membership shall be confined to White persons only and shall be subject to the approval of the executive committees. Those members who are not of the White group shall ipso facto cease to be members of the society but may apply for membership of the Bantu Auxilliary Section in their respective residential areas". (Constitution Durban Bantu Child Welfare Society 1970).

The society amended its constitution to accommodate the establishment of Auxilliary Committees that would manage the affairs of Kwa Mashu in the North and of Lamontville and Chesterville in the South. The committees were composed of ten members, each elected annually at the Annual General Meeting from the membership. Chairperson and the organizer of Durban Bantu Child Welfare Society attended all the meetings of the Section Committees.

In 1974 Kwa Mashu Section Committee conducted a survey among its members to assess how they felt about this section forming an organization independent of Durban Bantu Child Welfare Society. The members were unanimous in their decision. They wanted to

be independent. In the same year the Kwa Mashu section committee applied for this section to be registered as a welfare organization, independent of the Durban Bantu Child Welfare Society. It was granted a Welfare Organization number of 1976 and started to operate as an autonomous body in 1977. Kwa Mashu Family and Child Welfare Society though new as an autonomous organization, is not new in terms of the relationship with the community. The relationship dates as far back as Cato Manor days, when the area was served by the Durban Bantu Child Welfare Society. The continuity was also maintained by retaining the same staff, for example, the case supervisor of the Kwa Mashu Section became the Director of the new organization and a number of the staff was retained.

Offices of the new organization were established in the Township to render the same services that had been offered in town. The staff remained the same. The Black advisory committee that had formed part of management in the DBCWS continued in Kwa Mashu. This was a group of elite, professionals and businessmen who discussed Black welfare issues. Though a survey had been conducted about the section office becoming independent the community could not appreciate the difference between the section office and an independent organization. For example, until two years ago maintenance and foster grants were paid out in town. Applicants for poor relief were also screened in town. The fact that the idea about the organization came from outside and did not come from the people appears to be a factor that influences the opinions and views of the community.

2. OBJECTIVES OF KMFCWS

The objectives of KMFCWS appear to be the same as those of other child welfare societies namely to protect the interest and the well-being of children. The following are some of the objectives mentioned in the constitution of the organization.

- (1) To protect the interest and promote the well-being of the children of Kwa Mashu and district.
- (2) When necessary to cause effect to be given to any legislation framed for the protection of children and the conservation of family life.
- (3) To investigate and deal with any case of neglect, poverty or distress or of cruelty to children, or in which from any cause, children have committed any crime or there is a risk that they may be led into crime.
- (4) To seek to conserve the health of the community and in particular of mothers and children by means of preventive measures undertaken to this end.
- (5) To cooperate with other bodies or institutions whose aims are similar.
- (6) To make payments out of the Society's funds for the care and benefit of the children.

- (7) To make application for and to do all things necessary to obtain State Grants on behalf of beneficiaries and to arrange adoptions.
- (8) To establish, maintain and conduct Creches and Homes for infants and young children.

3. ADMINISTRATION OF KMFCWS

The Administration of the society is a joint venture of the community and the paid members of Staff. The supreme body that is invested with the task of administering the society is the General Committee.

3.1 The General Committee

The General Committee is composed of members elected annually at the General Meeting. The General Committee is the policy making body. It has the following powers - according to Clause 4 of the constitution of the society:-

"To appoint officials, to determine their services and to appoint others in their place;

To enter contracts and agreements for the use and benefit of the society;

The General Committee shall also have power on behalf of the Society in the matters of finance".

Patti (1983:43) in the discussion on the Board of Management points out that "the Board should not only represent the agency's interest but should also play a vital role in identifying emerging changes and opportunities in the environment that may have long-range implications for the agencies, by sensing these changes, assessing their likely consequences, and translating them into potential course of future action the executive - level managers help to keep their organizations in line with external realities".

The constitution of the society is silent on the very important task of active involvement of the committee in gathering information about the environment in which the society operates. The General committee needs to keep abreast of the issues in the community, assess how they affect the society, and what role the society can play. It also needs from time to time to obtain feedback from the community on how the organization is doing in order to improve, and to adjust services according to the identified needs of the community.

The General Committee is composed mainly of the middle class professional or recently retired professionals and business people. There are no members from the client group in the general committee. This factor could account for the sometimes apathetic attitude of the committee towards the society's activities.

To facilitate the work of the society, the General Committee has

been divided into the following committees: The Finance Committee; the Combined Creches Committee; the Social Work Committee and the Adoption Panel. Section 4 of the constitution of the society has laid out how the different committees of the organization are appointed.

3.1.1 The Executive Committee

The Executive Committee consists of the chairperson, the vice chairperson, the treasurer, the secretary, who is the director of the organization and two additional members. This committee meets to make decisions in case of an emergency. It also meets in between meetings to carry out functions assigned to it at the general committee meeting.

3.1.2 The Finance Committee

The Finance Committee attends to the financial matters of the society. The Director and the Treasurer draw up the budget and present it to this committee for approval. This Committee meets monthly to scrutinize accounts and financial statements of the society. It also works closely with the Accountants. The Treasurer is the convenor of this committee and the Administration Officer, a member of staff, acts as a secretary to this Committee.

3.1.3 The Adoption Committee

The Adoption Committee is nominated by the general committee. The former is composed of experts who give advice on adoption. The adoption secretary is a social worker employed by the KMCFWS.

3.1.4 The Social Work Committee

The Social Work Committee is a technical committee concerned with the professional services of the society. It makes recommendations to the General Committee as regards policy relating to the professional services. The case supervisor acts as secretary to this committee.

3.1.5 The Combined Creches Committee

The combined Creches Committee is composed of representatives from the seven Creches. The chairperson of this committee is a member of the general committee, she reports on the creches' activities. The creches secretary acts as Secretary to this Committee. The combined creches committee meets once in two months to discuss matters concerning creche work and makes recommendations to the general committee. The combined creches committee is the only committee that has representatives from the consumers.

The aim of the subcommittees is to involve the community through the volunteers in the work of the agency. The volunteers,

through their involvement in other community structures are able to inform the organization about what is happening in the community, how the latter views the organization.

4. THE STRUCTURE OF THE ORGANISATION

"Organizational structure for our purposes will be defined broadly as those features of the organization that serve to control or distinguish its parts" (Gibson 1982:288).

An organization chart depicting the structure and channels of communication is attached as reflected in (Appendix 1). The structure of the organization is "flat" rather than "steep" "... which means that decisions are made by consulting others" (Bryant 1982:44).

The organization's structure indicates the links between the general committee, the various subcommittees and the staff. The Director coordinates different committees and the staff. To ensure communication and continuity between the committees and the organization, and a management committee member because the Chairperson of each subcommittee is responsible for reporting on the committee's work at each monthly meeting of the general committee. (A member of staff becomes the secretary of each subcommittee meeting). To ensure that there is a smooth flow of information between the incumbents and the management board, the Director is secretary of the board meeting. She is also the public relations officer for the organization.

The formal structure of an organization includes patterns of behaviour (Bryant 1982:46). The span of control is rather large with eight workers reporting to one supervisor. The structure of the organization shows clear lines of reporting. The organization has a clear cut programme of inducting new workers and regular staff meetings to ensure that there is nobody who is unclear about the role he is supposed to be playing.

4.1 Planning Process

Gilbert and Specht in York (1970:12) define Social Planning as "the conscious attempt to solve problems and control the course of future events by foresight, systematic thinking, investigation and the exercise of value preference in choosing among alternative lines of action". Social Planning takes place within the confines of the policy and the objectives of KMFCWS. Planning takes place at the operational and at the management level depending on the issue at hand. The operational level staff feed information regarding client needs and problems upwards in the organization. The policies and goals are then developed from the top with input from the community representation at Committee level. The operational level plans programmes around the problems they have identified. The Director as the head of the organization sanctions the activity, and, as the person linking the operational staff to management, gives a report to the management on the activities of the operational level.

4.2 Staff Members

The society employs 10 trained social workers, 1 social work aide and 7 supporting staff members for the general office and 40 staff members for the creches.

4.3 Staff Development Programme

The Agency has a well designed staff development programme. There are set procedures for the induction of new workers, supervision of old workers, regular staff meeting for social workers and for the staff as a whole. Ehlers (1976:187) points out that "In order to foster growth and development and involvement in the agency, staff members should be given the opportunity to voice their opinions and recommendations concerning on-going agency policy formulation, especially when such policies affect them directly". The Director of the society, a trained social worker maintains an 'open door' policy. She encourages the evaluation of the staff development projects at the end of each year and, on the basis of this the programme for the following year is planned. A similar process is observed among the social work projects.

4.4 Inter-agency Communication

The members of staff are encouraged to involve themselves in inter-agency projects where professionals engaged in similar projects meet to share ideas. For example:- The Child Abuse

Task Force, that is attended by all professionals interested in Child Abuse. The Regional Forum attended by all Child Welfare organizations in the areas: The Durban and District Coordinating Association; The inter-agency Relief scheme and most important; The Council-in-Session and the National Conference of the NCCFW. The aim of involving the workers in these activities is to stimulate their thinking and to widen their perspectives.

Administration of the society could be described as democratic since there is ample sharing and participation of employees in the activities of the society. For example, workers are free to make recommendations to the General Committee on an issue of interest to the organization. They are also at liberty to initiate new methods of working and procedures as long as they are within the ambit of the organization.

The major criticism about the agency is that there is no upward mobility. The worker spends a lot of time in one position with no hope of moving above that position even if one can improve oneself academically.

The agency discourages alignment of the staff members with any of the major political movements, namely, the Inkatha Freedom Party (IFP) and the African National Congress (ANC). This is crucial particularly because the unrest in the township is sometimes alleged to be due to the conflict between these two movements. The major contention of the society is that one carries one's views and activities into the working situation.

One cannot doff ones' political hat once he enters the work situation and dons it once he leaves the work situation. Though the society is under the National Council for Child and Family Welfare it operates in a Kwa Zulu homeland and its subsidy is channelled through Kwa Zulu Government. It could therefore not be seen to antagonise the IFP.

5. SERVICES RENDERED BY THE ORGANIZATION

Services offered by Kwa Mashu Family and Child Welfare Society are identical to those offered by other child welfare societies. Kadushin (1976) states that Child Welfare Services are designed to support, supplement or substitute for the care given by parents.

5.1 Support Services

Services designed to support or reinforce parents to meet the child's needs are the following: casework services on behalf of children in their own homes and protective services.

5.1.1 Casework Services

Casework services would include counselling and material assistance offered to families. Clause J under "Objectives" in the constitution of the society mentions: "to make applications for and to do all things necessary to obtain State grants on behalf of beneficiaries". The workers at the society assist the

clients to process the applications for poor relief initially, and for the application for maintenance or foster grants. Though the society claims not to be a charity organization, material assistance forms the bulk of its services. A point at issue is that maintenance and foster grants are statutory services. The writer is of the conviction that this service should be transferred to the local Department of Welfare and Pensions. This would leave the society with ample time to provide services that fall immediately within the scope of child welfare, for example, Counselling and family life programmes.

5.1.2 Protective Services

Protective services are provided to protect children from conditions detrimental to their welfare. This involves investigating cases of neglect, abandonment and poverty. Child abandonment will be discussed in some detail.

5.1.2.1 Child Abandonment

Child Abandonment refers to children left of their own without shelter and parental care. Child abandonment is of two kinds:

1. Babies left unattended and without parental care;
2. Children left with a relative for example, the reputed father or the old aged.

Abandonment of babies takes place anywhere. The most common places being the veld next to a pathway, clinics, hospitals, bus shelters and with strangers. Abandonment of the second nature takes place at the home of the relative and when the latter is ill equipped to look after the baby and no prior arrangement has been made to look after the child.

Child abandonment cases average 10 cases per month. Each case requires an average of 4 court appearances by the social worker before the case is finalised. Cases of child abandonment presents a crisis to the society mainly because of lack of resources. Time is wasted in an effort to find a place where the abandoned baby is to be kept prior to the court appearance. Babies end up being placed with the local clinic temporarily or with unsuitable people like the old aged. Children placed at clinics and hospitals stand the risk of contracting diseases that they would not otherwise contract because they are exposed to children who have come for treatment for various diseases.

Child abandonment is on the increase in Natal. Loening (1991:8) discovered that in 1990, 300 children were abandoned in the hospitals of the Natal Provincial Administration and Kwa Zulu. Sixty per cent of the 300 abandoned children were the result of unwanted pregnancies. He recommended that the various education departments should allow teachers to discuss teenage pregnancies in class.

Loening (1991:8) pointed out that "...The abandoned child is not

a medical problem but a social one that has to be tackled by the community. We are always left holding the baby". To this effect he further added that many Blacks including Indians want to adopt children but they cannot afford to feed, educate and clothe them. He called upon the government to offer subsidies to families who adopt abandoned children of all races.

The society has started running programmes on the prevention of teenage pregnancy at schools. The input by the society is a drop in the ocean. This problem needs an 'assault' by all the professionals and community organizations including churches interested in the child.

5.2 Substitute Care

Services designed to substitute parental care are in the form of foster care and adoption.

5.2.1 Foster Care

Foster Care is a form of substitute care, it takes place when a parent is temporarily unable to look after her child for one reason or another. The child is taken away from her and placed with another family temporarily while she is attending to the reasons that made her unable to look after the child. Foster care takes place voluntarily or as an order of a court of law. A programme of reconstruction may be followed with the natural family while the child is in foster care. A child is returned

to his home as soon as the situation returns to normal. This may be over a short or a long period.

Foster Care as a service is experiencing problems. This society is not the only one experiencing problems in delivering foster care services. In a study conducted by the Johannesburg Child Welfare Society in Soweto, the following were some of the issues of concern to the social workers, the same applies to the social workers in this Society:

1. "The extreme shortage of available foster parents for the hundreds of children who need foster families;
2. The lack of supportive community resources for example remedial education and health facilities;
3. The dropping out of school by foster children when the foster grant is terminated;
4. The meagre foster care grant, often the sole source of income for families;
5. The age of the majority of foster parents, who themselves need to be cared for;
6. The unpredictability of the unrest in the Township where the social worker's life is often in danger". (Thomas 1991:127).

Foster care needs to be made more attractive by improving the foster grant to be in line with that of other race groups. Until the socio-economic condition improves there is no hope that the situation will improve.

Foster care needs to be marketed vociferously among professionals or business people who may have the financial means to foster a child but do not have the time to look after the child. Such a person could provide the material needs like clothing, school and medical requirements for the child and let the foster parent use the grant for the immediate means of the child. This scheme, monitored by the society could relieve the financial burden of the foster parents.

5.2.2 Adoption

Adoption is a form of substitute care but this takes place on a permanent basis. A child may be surrendered voluntarily for adoption or, he may have been abandoned or orphaned with no known relative, then adoption is arranged. Parental rights are taken away by the court of law as soon as adoption has been finalized, and the child ceases to belong to his natural parents. The child for all intents and purposes now belongs to the adoptive parents. He also receives a new birth certificate that bears the surname of the adoptive parents.

Adoption as a service is also experiencing many problems. The number of adoption applicants has dropped markedly from 10 to 2

per year. Some of the reasons for this drop are the following:-

1. The long delays while the applicants is being screened;
2. The unavailability of new born girls. Most adoptive applicants screened at the society prefer girls to boys;
3. Poor socio-economic conditions. The unrest in the Township has created a state of anxiety and uncertainty about the future. This state, coupled with the high unemployment rate has resulted in many applicants failing to qualify as adoptive parents since they themselves do not have an adequate income.

A suggestion echoed by a number of child welfare workers is that adoption be subsidized by the State since the latter is being relieved of the burden of looking after the abandoned baby at an institution at considerable expense.

5.3 Supplementary Services

Kwa Mashu Family and Child Welfare Society provides day care services to supplement parental care. This is in the form of creches and the child minding scheme. Working parents leave their children in the morning in the care of the society and fetch them in the afternoon.

5.3.1 Creches

The society runs seven creches situated at the different sections of the Township. Each creche admits children from 8 months to 5 years old. Although the creches are certified to enrol 80-100 children per creche depending on the size, the present numbers are from 100-120 children due to the demand for the service. There are presently 780 children at the creches.

Creches are regarded as both preventive and promotive services. They cater not only for the physical wellbeing of the children but also for the total development of young children. Creches thus follow a carefully designed programme that aims at the physical, emotional and intellectual development of the children. Special attention is given to the 4-5 year olds. This group follows the school readiness programme that prepares the child for the first year at school. This service is highly valued by the local infant school so much that children from the society's creches receive preference at the beginning of each year.

Creches have been hard hit by the economic recession affecting the whole of the Republic of South Africa. Some parents lose their jobs while their offspring is at the creches. Such parents, in the long run, fail to pay creche fees. This expense is borne by the Society which is a burden.

Kwa Mashu is no exception to the country-wide unrest situation in Black Communities. One creche at K section has been closed

due to violence in the area. Some families fled their homes, schools and shops and other services were suspended. The creche will be opened as soon as conditions return to normal. One of the new features at the creches is the growing number of teenage parents who leave their children at the creches in the morning on their way to school and fetch them after school. This group needs a programme designed specially to cater for their problems - some of which are parenting skills. The issue is about giving parenting skills to teenagers who still need parenting too.

5.3.2 The Child Minding Scheme

The child minding scheme was developed to supplement creche work service. It is aimed at catering for children who cannot be admitted at the creche due to any of the following reasons:-

1. The child might be below 8 months old.
2. The child might be staying far from creche and the mother leaves too early in the morning.

The child minder looks after six children at her own home, under the supervision of the society. There are presently (16) sixteen children under the child minding scheme. The writer recommends that the child minding scheme be well developed so that all children below two-and-a-half years be catered for under this scheme, thus allowing more space for older children at the creches. This might also reduce overcrowding and offer

employment to some women.

KMFCWS, in its commitment to involve the community continues to integrate creches into the community through the creche parents meetings. At these meetings parents are informed about creche programmes, financing and control, as well as the role of the parents in the creches and in the community. A programme for teenage mothers has been introduced to equip them with skills of looking after their children. A point at issue is how to teach parenting skills to a child who still needs parenting herself. The rate of parental involvement at the creches varies. Some creches are well supported by the parents, others are not.

5.4 Job Creating Projects

In an effort to meet the high rate of unemployment the society has embarked on job creating projects. The aim of the project is to equip the participant with a skill he can use to make a living and thus be less dependent on the Society. The main projects are sewing and candle making. In sewing the emphasis is on teaching crafts from scraps of material. Participants are taught to sew bags of all sizes for facial tissues, purses to shoe bags. Bags are easy to make and are a quick income generator. Candle making is a popular project and many participants have obtained contracts to supply local shops.

6. COMMUNITY PROFILE OF KWA MASHU TOWNSHIP

The aim of the Community Profile is to give a broad outline of the Kwa Mashu Township, an area served by KMFCWS and in which the study was conducted. Polansky refers to Marks "... that it's not necessary to include information on the history of the agency in which the study is conducted and of the locality served by the agency" (Polansky 1975:208). However, it is considered necessary to do so in this study because there is no readily available source from which the information can be obtained. This chapter helps to understand that Kwa Mashu Township is in a crisis. Aspects of the profile that are discussed are the following:

6.1 Brief History

Kwa Mashu is a Township designed to accommodate Blacks that had been removed from Cato Manor, a squatter settlement that had developed around Durban as a result of industrialization in the 1940-50s. It is situated 18 kilometres from City Centre North East of Durban.

6.1.2 Administration

Kwa Mashu was under the Administration of the Durban Municipality until 1971, when the South African Parliament passed the Bantu Administration Act No. 45 of 1971. The Act provided for the establishment of 22 Administration Boards, to replace the Bantu

Administration Department of local authorities throughout South Africa. This Act transferred the administration of the affairs of Black persons, living in the urban areas from the White Municipality to the Administration Boards. Kwa Mashu was transferred to the Port Natal Administration Board.

"A Board was required therefore not only to form an administration department of labour, to implement influx and labour control, within its entire area of jurisdiction, but, to replicate functional municipal departments, to ensure the delivery of services to its many Black urban group areas. In addition, a new department of trade, responsible for sorghum beer production and distribution and for liquor distribution was also formed. ... In structural terms these new agents differed from White Municipalities on two counts; controls over Black mobility and over the labour market, and a monopoly over trade in alcoholic beverages are not normally associated with municipalities...". (Bekker and Humphries 1985:18-19).

The Township remained under the Port Natal Administration Board until the takeover by Kwa Zulu Government in 1977.

6.2 Kwa Mashu under Kwa Zulu Government

6.2.1 Administration

Kwa Mashu Township is under Kwa Zulu Government. The most senior

person in administration is the Township Manager, a Black person, appointed by Kwa Zulu Government. His assistant is a White person, seconded by the Natal Provincial Administration. The Township Manager provides the general administration services and ensures sound financial administration of the township. He is assisted by ten superintendents also appointed by Kwa Zulu Government.

6.2.2 Township Council

The township council is elected by the community on a three year period. The Township is divided into fourteen wards, these wards are represented by ten councillors and ten superintendents. The present council was elected by a poll of less than 2% (Mdiniso 1990). The duties of the Township Council are laid down in the Government Gazette of the Republic of South Africa, November 1962 No 373:68. Although there are many functions the Council is supposed to perform, it appears to be more effective in the civic affairs. It also makes recommendations to the licensing committee and in the allocation of sites for residential, trading and other purposes, subject to the approval of the Department of Interior Kwa Zulu.

The Township Council is not a popular structure among the citizens of the township. Several councillors have been attacked. Since the Boycott of rent by certain wards, the Superintendents' offices that were situated in each ward, have also been destroyed. All the Superintendents now operate from

the Township Managers' office. (Mdiniso 1990).

6.2.3 Street Committees

Street Committees are community structures formed by the people of Kwa Mashu. They are supposed to be democratically elected and function democratically. They are however against the Kwa Zulu Police Force and a number of government structures; this poses a problem for the community organizations that have to deal with legal establishments. Although these structures are recognized by the community, they are not recognized by the legal courts. It must be appreciated that street committees do not have a legal background and they do not have set procedures that they follow. Each case is judged according to the whims of the people present. There is also no provision for appeal. The progressive organizations need to take the training of the street committees as a priority. The appearance of the street committees has not solved the issue of justice. They have, instead, instilled fear because of the ruthless way they conduct their business. There appears to be a growing rift between the government structures and the community structures, to the detriment of the citizens. Unfortunately nobody want to initiate talks between the two.

6.2.4 Political Parties

Up to February of 1990, there were two political parties that seemed to make an impact in the Township. The Inkatha and the United Democratic Front. Though nothing was written down, the

Inkatha was intolerant of any other political party, as evidenced by the way it dealt with the unrest of 1980 and 1985. The United Democratic Front affiliates were hounded out of the township or had their houses destroyed.

Since February 1990, the African National Congress is recruiting membership openly, at the rallies in the stadium and at the different wards. It is also trying to create structures that will operate from different wards. Some of the United Democratic Front/Cosatu affiliates have joined the African National Congress.

Since December (1989), there is another faction called "AmaSinyora". Their aims are not clear, they are supposed to be renegades of the "comrades", the latter is the youth belonging to the United Democratic Front/Cosatu Camp. AmaSinyora have waged numerous attacks on comrades at K Section. Many homes have been burnt down and some remain deserted. Most services have been withdrawn and shops, some schools and creches have closed.

6.2.5 Law Enforcement

Kwa Mashu Township has a fully fledged police station situated next to the Administration Offices. It was under the South African Police Force until 1987 when it was taken over by Kwa Zulu Government. The Kwa Zulu Police Force is not popular in the township, as it is alleged to be supporting the Inkatha Cultural

TABLE IV

POPULATION KWA MASHU / NTUZUMA

AGES	-1	1-4	5-9	10-14	15-19	20-24	25-34	35-44	45-54	55-64	65-74	75+
M	3 122 423	69 439	221 872	266 826	292 284	297 829	373 714	437 325	276 168	143 461	67 537	22 981
F	2 882 495	58 907	223 435	271 917	310 154	337 592	547 332	357 092	228 779	132 703	74 560	34 422
T	6 004 918	118 346	445 307	538 743	607 983	711 306	1 210 319	794 417	504 947	276 164	142 097	57 403

According to the Township Office there are 360,000 people registered in the Township. This figure is not an accurate picture of the people living within the township. Since the relaxation of Influx Control Laws in 1986 there has been no registration of new births at the Township Office, since it is not necessary to obtain the birth certificate of the newborn as it was previously.

This figure also does not include the informal sector at the east and west entrances of the Township. The population of Kwa Mashu should be estimated at 450,000 or more when taking the informal sector into consideration. There are no recent figures on how many children there are within the Township. The figures available are from the census of 1985 and are in Table IV.

The negligence in collecting statistics on Black children is manifest in other areas as well, for example, in health. To this effect Loening (1988:55) argues that, "because statistics are the most tangible indicator of child health status it is surprising that no effective means of collecting accurate vital statistics for Black Children has been established" ... Therefore the infant mortality rate - the most elementary yet indicative parameter is not available".

6.4 Employment

The major employing agencies in Kwa Mashu are the Kwa Zulu Government and the Natal Provincial Administration. The latter

on the maintenance services. Except for the teaching profession, and to a lesser extent the nursing profession and the social work profession, most citizens sell their labour and skills mainly in Durban and surrounding areas.

Most young and married women work outside their homes, to meet the high cost of living. This puts a high demand on the creches and child minding schemes. There is a high rate of unemployment in the Durban Functional Region. Many people in Kwa Mashu, have thus resorted to the informal sector trading. At almost every street corner, bus stop and periodically outside the schools are found fruit and vegetable vendors of all kinds and sizes. Throughout the township are also found "Spaza Shops". These are grocery shops operated from people's houses. Informal trading ranges from food, clothing to liquor. "In sum it appears the major function of the informal sector is to redistribute formal sector wages towards the poorer section of Kwa Mashu Community. As such the informal sector primarily serves a survival function". (Krige 1985:181).

The closure of a number of industrial factories like Frame Clothing Company in Pinetown and part of Corobrik in North Coast Road, Durban has resulted in large scale unemployment. The KMFCWS is experiencing a situation where both husband and wife come to ask for material assistance. Formerly persons come to ask for assistance when one of the spouses had died or was incapacitated. The Mayor of Durban instituted a fund for the unemployed in 1988, where the latter could receive assistance.

The fund was stopped at the end of 1990. The unemployed have to rely on community organization for assistance.

6.5 Transport

Public transport in Kwa Mashu is shared between three public bodies namely Spoornet, the Durban Transport Municipal Board (DTMB), the Public Utility Company (Putco) and the privately owned taxis. Spoornet operates the railway line between Kwa Mashu and Durban. Not all areas are accessible by train, some taxis and some buses "feed" the train. Durban Transport Municipal Board (DTMB) the Public Utility Company (Putco) supply buses. Since Kwa Mashu is a cheap labour reservoir for Durban, Pinetown and surrounding areas, the number of buses and the time table is influenced by the requirements of these areas. There are many buses and trains in the morning and in the late afternoon.

6.6 Education

Education in Kwa Mashu falls under the Department of Education and Culture of Kwa Zulu Government. The Kwa Zulu Education Act makes for the provision of schools, establishment of Boards and committees so that parents may participate in the management of schools.

6.6.1 Educational Facilities

"The current provision of schools and enrolment of pupils of Kwa Mashu is as follows:

TABLE V

	Facilities	Classrooms	Pupils
Lower Primary	20	201	12308
Higher Primary	11	152	9134
Junior Secondary	3	67	3240
Senior Secondary	6	107	5836
Remedial School	1	2	30
<hr/>			
TOTAL	41	529	30598
<hr/>			

A technical school is currently under construction and two further sites for high schools have been identified in Units B and K. Based on an analysis of school standards in relation to Kwa Mashu's maturity population, it is recommended that a site for a further high school be identified. Existing primary schools should be upgraded and used more intensively". (Mikula Associates 1988:2).

The most significant feature of the school of Kwa Mashu is overcrowding. Each classroom has an enrolment of 90 pupils when the accepted norm for Black schools is 45 pupils per class

for primary schools and 35 pupils per class for secondary and High schools. In the classrooms desks go up to the teacher's table, three children share a desk meant for two. The teacher has to squeeze herself to be able to move in between the desks, individual attention is almost impossible. Conditions are worse in summer when it is hot some children fall asleep. There are no laboratories and libraries in primary schools, there are a few in High Schools but even these are not well equipped. Since there is no public library in the Township some children make use of the Durban Municipal Library and the rest have no access to a library. Some children see a library for the first time when at a University.

6.6.2 School Crisis

The grievances that led to school unrest in 1985 have not been solved. There is still overcrowding at schools. For example, one teacher to 90 pupils. There are still no educational facilities like libraries and laboratories. Since 1987 books and stationery are supplied by the Department of Education Culture KwaZulu. Books are seldom enough for all children. Some children have to buy books for themselves.

The school inspectors office does not make the situation any better. KwaZulu Department of Education does not recognize the Student Representative Council as a legitimate organization that represents the student body. They therefore cannot discuss or negotiate any issue with them. The Student Representative

Councils (SRC), however, are recognized by the students as an authority structure that makes rules and regulations that have to be obeyed. In some schools the SRCs are so powerful that they actually run the school, as it were. They take part in the registration of new students, devise a code of conduct for the students and even mete out disciplinary measures where necessary. There is thus a tussle of power. The student body on one side, the education department on the other. The teachers are caught in the middle.

Teachers are equally frustrated by the lack of improvement in the condition of schools. They submitted a list of their grievances to the Education Department 2 years ago, but the situation has not yet improved, instead overcrowding has worsened. Teachers, as authority figures, are sometimes blamed by the students for not effecting improvements at the schools. It is not surprising that teachers have become despondent and of poor morale. Such people cannot perform their duties well.

The end result of the school crisis is poor Matric results at the end of the year. Even the children in lower classes do not enjoy the full benefits of the school system. "For the school-going age group, the time spend away from..... homes should add some richness to the lives of children.... but unfortunately the negative physical environment exists at schools" (Wilson 1989).

The school as a socializing agent has failed. The undermining of the authority of the teachers by the poor conditions at

schools sows conflict in the minds of youngsters. They cannot respect an adult who does not provide their basic requirements for schooling. The school system has thus failed the children of Kwa Mashu.

Violence has had a life-long effect on children. Children blame their parents for doing nothing for so long about the injustice experienced by the Black person in South Africa. They have lost faith in the ability of their parents to improve the situation for them. They are equally disappointed with the local Department of Education to whom grievances were presented 6 years ago but only one demand was achieved. Children are disappointed with their class teachers who tolerate the poor conditions under which they teach. In the eyes of the children, the poor performance of the adults undermines their authority over the children. The latter, in the long run soon believe that there is nothing that parents can do for them since they have failed to meet the basic needs of schooling and shelter. Unfortunately this attitude about authority does not limit itself to the home and classroom situation. It is transferred to the wider community as well. Children thus do not respect any structure of authority except those that they have created for themselves. There soon arises a problem of conformity even within these structures. A person who has been schooled to ignore and disrespect authority finds it difficult to have to conform to a structure, because he is used to defiance.

The school crisis in Kwa Mashu should be regarded not as a

problem of Kwa Mashu only but of the Black nation as a whole.

6.7 Housing

There are 17 201 houses in Kwa Mashu. As in all Black Townships the standard pattern found throughout the township is the four-roomed and the two-roomed houses with a toilet and a shower outside.

One of the major complaints about the township houses is that they are too small to satisfy the accommodation needs of the people. The floor space is small, as a result one room has to serve a number of purposes. For example, one bedroom at night and a living room by day. The space between the housing units is so small that it offers no privacy. Here and there back rooms are erected so that the menfolk can move out of the main dwelling to these rooms. Sometimes portions of the house are pulled down to add more rooms.

Since 1985, all the vacant land in the Township was given over to the private building contractors who build expensive houses, that are afforded only by professional people, or by people who can afford loans from the bank, or are assisted by their employers. There has been no sub-economic housing scheme in Kwa Mashu since 1970, which accounts for the large informal sector.

6.7.1 Hostel Complexes

The hostel complex is composed of 704 blocks of about 32 beds per block. Any single man working in Durban can rent a bed at R300 per month. Most inmates came from outside Durban and as far afield as Zululand. It is however not uncommon for young men with homes in Kwa Mashu to look for accommodation at this place. Some men spend most of their productive lives staying at the hostel, going home only on holiday. Because of overcrowding in the township some families have moved into the hostels; this could explain why Kwa Mashu Hostel did not join other hostels throughout the country in attacking township residents.

Peculiar to Kwa Mashu, is a group of houses set aside in the Township, not very far from the hostel, where the wives and children can stay on visiting the inmates of the hostel. The visitors are usually given a 14 days permit, this is subject to extension.

6.7.2 The Informal Sector

The interesting feature about Kwa Mashu Township is the informal sector that surrounds the township at the entrance in the East and at the entrance in the West.

The Informal Sector consists of two types of settlers:

1. the former Township dwellers who, because of overcrowding

within their homes, moved out to build shacks at the open space at the entrance of the township.

2. the second lot are divided into two;
 - some had been staying at the Men's Hostel for years, when the Influx Laws were relaxed, they moved out of the hostel, built shacks, and brought their families from rural areas to Durban.

3. the last group is composed of people from outside Durban who came to look for work. There is no infrastructure in the informal sector. The residents of this area are dependent on Kwa Mashu Township for schools, clinics and transport. It is also extremely difficult to know how many people are in these informal settlements because of "in and out flowing" nature of the community. Shacks come up overnight.

6.8 Human Service Systems

The topic Human Service Systems will be discussed according to the following topics: Non formal Organizations; Health; Welfare; Alternative Organizations; Creches and pre Schools and The Religious Institutions.

6.8.1 Non formal Organizations

Kwa Mashu Township like all Black Townships has a well developed network of mutual helping systems. These are in the form of

burial societies, women's clubs, neighbourhood groups and stockvels. They range from simple groups that meet every Sunday morning to collect money for investment purposes, to sophisticated organizations with constitutions, long term projects and also organize work shops, for example the Masakhane Club at D Section. All these groups have one factor in common: they give support to their members in times of stress.

These organizations give help to their members only, it is only when asked that they offer assistance to members outside their group. The writer is of the opinion that these organizations should be given recognition by the social workers. A situation is visualized when an applicant for service at a formal organization would be asked to identify his support network. The worker together with the applicant and the network would structure a programme through which to help the applicant. The network should not be asked to call at the office, the worker should approach the network system at his place, home or work. Approaching this person at his own territory gives him recognition and makes him feel important.

The applicant could become a point of entry for the many relationships that can be pursued with the non-formal organization.

6.8.2 Health

Health care and Institutions are under the administration

and control of Kwa Zulu Government.

Kwa Mashu Township has on paper, a well developed health service. For example, it has 5 clinics. Namely: The poly clinic that offers comprehensive medical care including X-ray and Mortuary facilities; 2 child health care centres that offer preventive measures in the form of immunisation and inoculation services. Attached to these centres are specialist clinics like the Tuberculosis Clinic, a school health clinic, a clinic for sexually transmitted diseases, a psychiatric clinic, and a clinic for substance abusers.

On close examination the services offered at these clinics are at best rudimentary. For example, attendance at the poly clinic averages 1700 patients per day, for a staff complement of 15-17 primary health nursing sisters and two doctors. (Shangase 1990). According to the figure each nursing sister administers on the average 113 patients per day and where necessary refers the patient to the doctor for specialist treatment. This situation cannot continue much longer.

The school health service is in a similar predicament. It has a complement of 8 personnel. 2 primary health care nurses, 4 staff nurses, 1 environmental health inspector and his assistant. This team is expected to investigate and report on 41 schools and 29 creches in one year.

6.8.3 Welfare

There are seven welfare organizations registered under the Fund Raising Act 100/78 and the National Welfare Act 100/78. The local Department of Welfare and Pensions channels the application for registration as Welfare Organization to the Regional Welfare Board in Durban. There is however, no local representative on this Board. A representative from the Head Office, Welfare and Pensions in Ulundi, sits on the Board and represents the local community. This is a problem for the local community organizations applying for registration. This representative relies on the reports forwarded to the head office and does not know the local township. It is highly significant that no organization has been awarded a Welfare Organization number for the last two years and yet organizations have been applying for registration.

6.8.4 Alternative Organizations

The professional status of the KCMFWS, its aims and objectives gives the organization legitimacy for operating within the community without questioning. It, however, now finds itself juxtaposed against community organizations, who believe that; "... the future democracy depends upon the ordinary citizen's ability to regain control of his own destiny through intensive civic association. Only in creative group life could he realize his own potential as a human being and citizen, and find the strength to resist the external manipulating forces which

relegated him to the role of passive observer" (Perlman and Gurin 1972:34). The community organizations define their problems differently and their method of intervening is different from that of the caseworker. These organizations stress mass mobilization of people, conscientization of the masses; lay a stress on the improvement of social provision and services, while the caseworker stresses the improvement of the individual to come with his problems.

6.8.5 Creches and pre-Schools

There are 29 creches in the township, 19 are administered by the Welfare organizations and 10 by the Churches. Each creche is registered to take 80-100 children but the actual enrolment starts from 100 to 120 or more because of the need. KMFCWS is responsible for 7 creches. Unemployment has affected the creches badly. Many parents have lost jobs while their children are at the creches. Such children become a burden to the organization in charge.

The child minding scheme has been slow on the uptake but it is also gaining momentum. An organization, Khulakahle Child Minding Association has been formed to train prospective child minders.

6.8.6 The Religious Institutions

There are 52 registered churches scattered all over Kwa Mashu.

There is also a large number of indigenous churches which, though not registered, have a very big following. Almost all the churches are represented in Kwa Mashu. The most interesting development is the adoption of Islam by a significant number of people in the community. A Mosque has been built at J Section for the followers of this religion.

Almost all the Congregations have welfare programs that are initially aimed at serving the members of the particular Congregation but later on spill over to the community, for example, the 10 creches that are administered by the different churches are open to all the children of the township.

The church is a well supported institution. It is more than just a place of religion. Through its many societies for different age groups it is playing a significant role in the socialization of youngsters. As the school is finding it difficult to meet some of their goals, the church might be the institution to take over some of its roles since it still commands respect from the youth. The church has also become a refuge during times of unrest.

6.8.7 Recreation

Human beings need time and amenities for recreation and relaxation away from hassles of daily life in order to maintain a healthy life. There are no recreational facilities in Kwa Mashu. There are two swimming pools, which are in a state of

disrepair. The Township Office mentions that there are 6 football grounds within the township; except for the Prince Magogo Stadium, these grounds are not well looked after. They need resurfacing. Lack of recreational facilities might account for such a high delinquency rate among juveniles. Children spend their free time playing on the streets.

6.9 Effects of Unrest

The community of Kwa Mashu has experienced unrest since 1980 during the first student unrest. The community again experienced unrest in 1985 when the conflict between UDF/Cosatu and Inkatha flared up. Many citizens fled their houses and have not returned.

The most notable effect of unrest is the disintegration of family life. Some family members differed on political ideology so that for the sake of peace, some members had to leave their houses. Sometimes the fear of being victimised as a family led to the separation of the family. Children were taken out of the township to continue schooling in the rural areas. The little income there was had to be shared between these two "homes". Parents shared the visiting of the children. Some children spent a lot of time in hiding, from the harassment of the police and from the other youth for fear of being forced to join political organizations. During this time of uncertainty and fear and with no parent to give guidance, children created their own role models, developed their own values based on their own judgement,

Irrespective of whether these values were acceptable to the community to which they will ultimately return.

Political unrest created a spate of violence. Children have been exposed to violence at an early age. They have seen houses burnt down and people killed. They have organized and taken part in boycotts. Some of them have participated in disciplinary committees. They have sentenced people far older than they are without knowledge of the judiciary system. These children are performing roles that are far above their development.

Political unrest disrupted schooling. Since 1985 there is not a single year during which schooling has not been disrupted. Children spend a number of hours outside the classroom with no adult guidance or supervision. Adolescent pregnancy becomes rife. Loening (1988:55) argues that "There must be a serious degree of pathology in a community where 40% of babies are born out of wedlock, where up to 30% of mothers are adolescent and no less than 5% are under the age of 16 years". Illegitimacy creates a host of problems starting with unwanted babies, child abandonment, child neglect, child abuse and poverty. This creates more work for the child welfare organization that is already loaded with cases.

Political unrest has a detrimental effect on the community organizations operating within the township. It is difficult to plan for any program when there is instability and uncertainty of the events taking place within the township. The workers

themselves feel anxious because they do not know what is going to happen. Many a time meetings have had to be cancelled because unrest has flared up in the neighbourhood. The most disorganizing feature of unrest is the conflicting information that is sometimes received on the events of the day so that it becomes difficult to make decisions.

The state of unrest has resulted in a state of anxiety among the people. It becomes difficult to plan effectively for any event because the situation is unpredictable.

SUMMARY

It is at such changing times that an agency operating within the community has to examine its goals and objectives and assess whether they still meet the needs originally identified.

CHAPTER 4

METHODOLOGY

Methodology will refer to what was studied and how it was studied. This topic will include sources of data, technique used in the collection of data and a brief discussion on the areas covered by the interview schedule. The latter part discusses the procedure followed in collecting data, and the findings of the study.

1. SOURCE OF DATA

Material for study was obtained from the community of Kwa Mashu. As pointed out earlier Kwa Mashu Family and Child Welfare Society operates in the township of Kwa Mashu.

1.1 Population

Grinell (1985:133) points out that "The population is the totality of persons, events, organizational units, case records or other sampling units with which research problem is concerned". The study is concerned with the attitudes, views opinions of the community organizations of Kwa Mashu in relation to Kwa Mashu Family and Child Welfare Society. The population of the study are the community organizations in Kwa Mashu. As mentioned earlier the society does not operate in isolation, it interacts with other organizations within the community. The

latter refers cases to the society and the society processes these through other community organizations within the township.

1.2 Sample

As explained in the community profile of Kwa Mashu there are various community organizations operating within the township. These vary from governmental to non-governmental. The ideal situation would have been to interview all of them. A sample that tried to be as representative as possible of all the community organizations of Kwa Mashu was drawn using the stratified sampling technique. The final sample was 50 organizations.

2. COLLECTION OF DATA

The following sources were used in the collection of data

Literature Review

Interviewing

2.1 Literature Review

The discussion of some of these follows literature study was discussed in Chapter 2.

2.2 Interviewing Technique

Grinell (1985:306) points out that the advantages of interviewing as a technique are related to naturalness and spontaneity, flexibility and control of the environment. It is much more easy to most people to respond to questions orally than in writing. An interview conducted at the respondents place at a time that is convenient to him leads to more spontaneous answers. The interview technique allows for flexibility. The interviewer can probe and explore the respondent's experience and allows for the explanation of ambiguous questions. The interviewer is free to adapt the sequence and timing of questions and even questions which can be eliminated.

One of the advantages of the interview technique is that the interviewer can ensure that no outside influence interferes with the respondent through prompting or discussing the question with a second person before answering. The interviewer makes sure that the respondent's answers are that of his own. Interviews were conducted by the researcher, using an interview schedule, on a face-to-face basis. An appointment was made by telephone with the interviewee, where a telephone did not exist, the researcher visited the place and tried to conduct the interview on the spot. Where the latter was not possible the researcher tried to fit the appointment at the time that suited the interviewee.

The major limitation of the interview technique is that it is time consuming and expensive. There is a limited number of interviews that the researcher can conduct per day since this is subject to the appointment. In the study interviews were limited to three a day.

Another limitation is that although the respondent can be assured of anonymity and strict confidence this does not detract from the fact that the interviewer might know the respondent and the latter might not be keen to give an honest opinion if he suspects it might not be welcomed by the interviewer.

2.3 Choice of Technique

The interview technique together with the specially designed interview schedule was used in field work. The interview schedule was developed in such a way that it included unstructured or open-ended questions. The main aim was to allow respondents as much freedom and in depth discussion as possible. The questions in the schedule were designed to cover specific broad areas which are briefly discussed below.

2.4 Areas of Investigation Covered in the Interview Schedule

The aim of the questionnaire was to elicit responses in specific areas related to the objectives of the study. The review of literature on the Child Welfare Movement and the profile of Kwa Mashu Township provided the researcher with the necessary

background required in formulating questions which would elicit information about the organization under study. The following were areas covered.

2.4.1 Awareness of the Organization

Questions under this area tried to cover the physical location of the organization under study, namely its location, type, whether it was a governmental or non-governmental organization. Questions here were straight forward, non-threatening.

2.4.2 Services offered by Kwa Mashu Family and Child Welfare Society

Questions in this area covered views about services offered by the Society. The purpose of posing questions in this area were two-fold, namely: to find out what the respondents know about the services of the society; and, to offer them an opportunity to identify problems or areas that are of concern to them and that they feel the society should give priority to.

These responses are vital to the society in assessing where the community is. They also have vital implications in the planning of projects. The idea is to build on what the community knows and to start with what the community wants. It is hoped that the latter, having identified an area of concern, will participate actively in devising a solution.

2.4.3 The operational Environment of the Society

The third broad area covered the personal experience of the respondents with the society. This area was considered to be of vital importance since how the respondent was treated at the Society influences the opinions he holds about the organization and future dealings with the organization. Such views would also influence the acceptance of the outputs of the organization and the legitimacy of the organization. Some of the questions posed were the following:

What contact have you had with Kwa Mashu Family and Child Welfare Society?

What reception did you receive?

What do you think of the manner in which the social worker handled your case?

2.4.4 Physical Environment

The last area covered in the study is that of the physical environment. The basic assumptions of the questions posed here is that the location of the offices, the hours of operation will influence the utilization of the organization by the community. The questions asked included some of the following:

Do you think the office of KMFCWS are suitably located where they are or should they be located elsewhere?

What do you think of the appearance of the offices?

What comment do you have on the hours of work 8h00 - 16h30?

The most important of these questions was: What improvements would you suggest with regard to services?

3. PROCEDURE FOLLOWED

3.1 Making Appointments

The interviews were conducted over a period of two-and-a-half months. The researcher first telephoned to make an appointment to interview the respondent. Over the telephone she would introduce herself and explain the reason why she wanted to see the person. The reason was: The KMFCWS is conducting a survey on what other community organizations think about them and how they view the services. Most of the respondents welcomed the idea of the society conducting a survey.

3.2 Interviewing

On the day of the appointment the researcher would explain why she is there and the object of the research and she would also explain about the interview schedule and the confidentiality of

the reporting.

The major flaw of the interviews was the time taken to complete the schedule. Whereas the time allotted was to be 30-40 minutes with some respondents it took longer than that mainly because some people used this opportunity to inquire about the cases they had referred, or to discuss cases that they had wished to refer but did not have the time to do so until the researcher presented herself.

CHAPTER 5

RESEARCH FINDINGS AND DISCUSSION

This chapter discusses the findings of the study carried out among the community organization of Kwa Mashu Township.

The study includes the findings from the respondents who completed the interview schedule. The schedule was an open-ended questionnaire and sought answers to the following questions about KMFCWS; awareness of the organization, awareness of services, child related problems in the community, services offered by the organization to meet these problems, referral patterns of the organization, opinions about the staff of the organization and opinions about the office of the organization. The study was exploratory and descriptive as opposed to establishing a direct casual relationship in a problem that was complex. The heads or the most senior person in the organization was interviewed at each community organization. A discussion of major findings and related tables are presented.

1. FINDINGS

This chapter presents the findings of the study carried out amongst 50 respondents in Kwa-Mashu Township. The findings are presented in Tables. Where necessary a graphic presentation has been made. A brief discussion of the findings is given at the end of the Tables.

TABLE VI

THIS TABLE SHOWS THE SAMPLE AGAINST THE ALREADY EXISTING ORGANISATION

INSTITUTION	NUMBER	SAMPLE N=50
Education	Schools	18
Health	Clinics (5)	3
Religion	Churches (56)	15
Administration	Ward Superintendents (10)	6
Welfare	Welfare Organizations (8)	3
Educare	Creches (29)	4
Law Enforcement	Police (1)	1
		<hr/> 50 <hr/>

IDENTIFYING PARTICULARS OF THE RESPONDENTS

The following are some of the variables that were explored under this topic, namely sex, age, occupation and length of service.

TABLE VII

Distribution of the respondents classified according to sex. The study discovered that 68% of the heads of the organizations in Kwa Mashu are males. Only 32% of the respondents are females.

Sex	Responses N = 50	%
Males	34	68
Females	16	32

TABLE VIII

DISTRIBUTION OF RESPONDENTS ACCORDING TO AGE

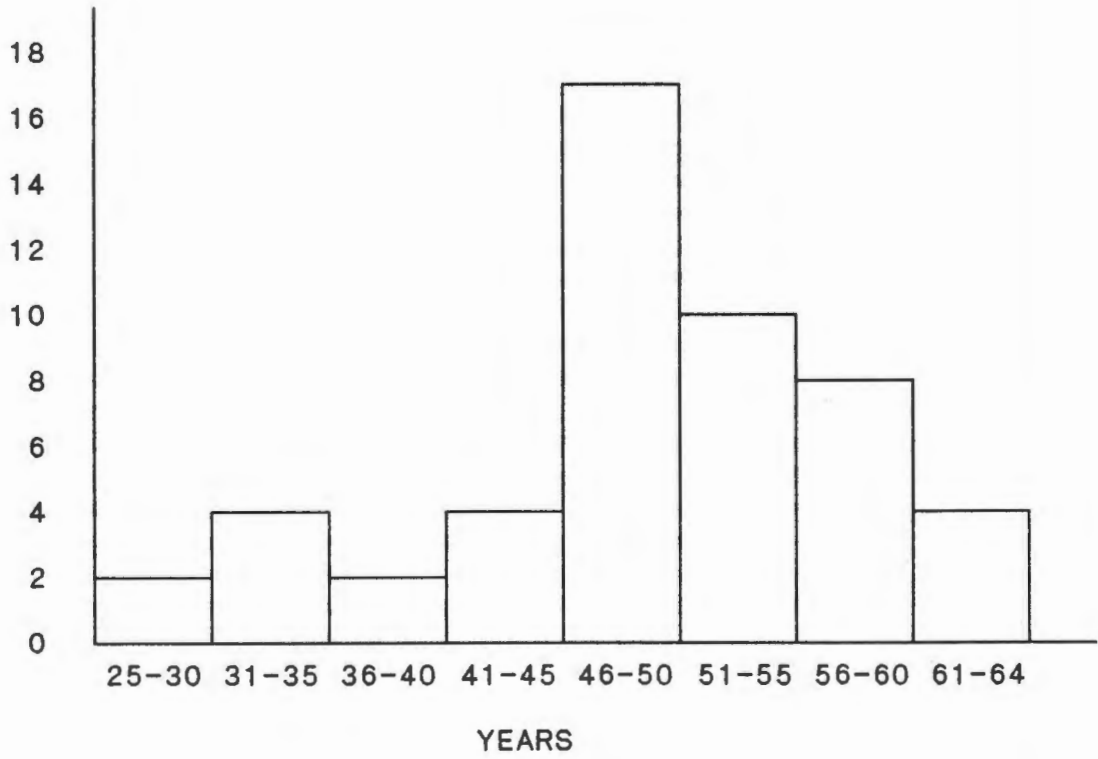


TABLE IX

TABLOID PRESENTATION OF LENGTH OF SERVICE OF THE RESPONDENTS

Ages In Years	N = 50	%
25 - 30	2	4
31 - 35	4	8
36 - 40	2	4
41 - 45	4	8
46 - 50	18	36
51 - 55	9	18
56 - 60	7	14
61 - 64	4	8
	<u>50</u>	<u>100</u>

Only 4% of the respondents fell into the age group 25-30 years.

8% were between the ages 31-35 years.

4% were between the ages 36-40 years.

8% were between the ages 41-45 years.

36% were between the ages 46-50 years.

18% of the respondents formed the next big age group. This was the age between 51-55 years.

14% of the respondents were between 56-60 years age group and formed the third big group.

8% was made up of the most senior people namely the age group between the ages 61-64 years.

TABLE X

OCCUPATION OF THE RESPONDENTS

This Table shows the distribution of the respondents according to their occupation.

OCCUPATION	N = 50	%
Teaching	18	36
Nursing	3	6
Minister of Religion	15	30
Clerk	6	12
Welfare Worker	3	6
Educare Worker	4	8
Police	1	2
	<u>50</u>	<u>100</u>

36% of the respondents were teachers by profession. One respondent was an assistant teacher and the rest of the respondents in this group were principals.

6% of the respondents were from the nursing profession. They were all heads of their clinics.

30% of the respondents were ministers of religion. All those respondents were heads of their organizations.

12% of the respondents were clerks who were acting as ward superintendents. One respondent in this group was an assistant superintendent.

6% of the respondents were Social Workers. One of the respondents was an acting head of the organization.

8% of the respondents were educare workers and were principals of their centres.

2% of the respondents came from the Police Station. One of them was the Station Commander.

TABLE XI

LENGTH OF SERVICE OF THE RESPONDENTS

Table IX presents the length of service of the respondents in their organizations.

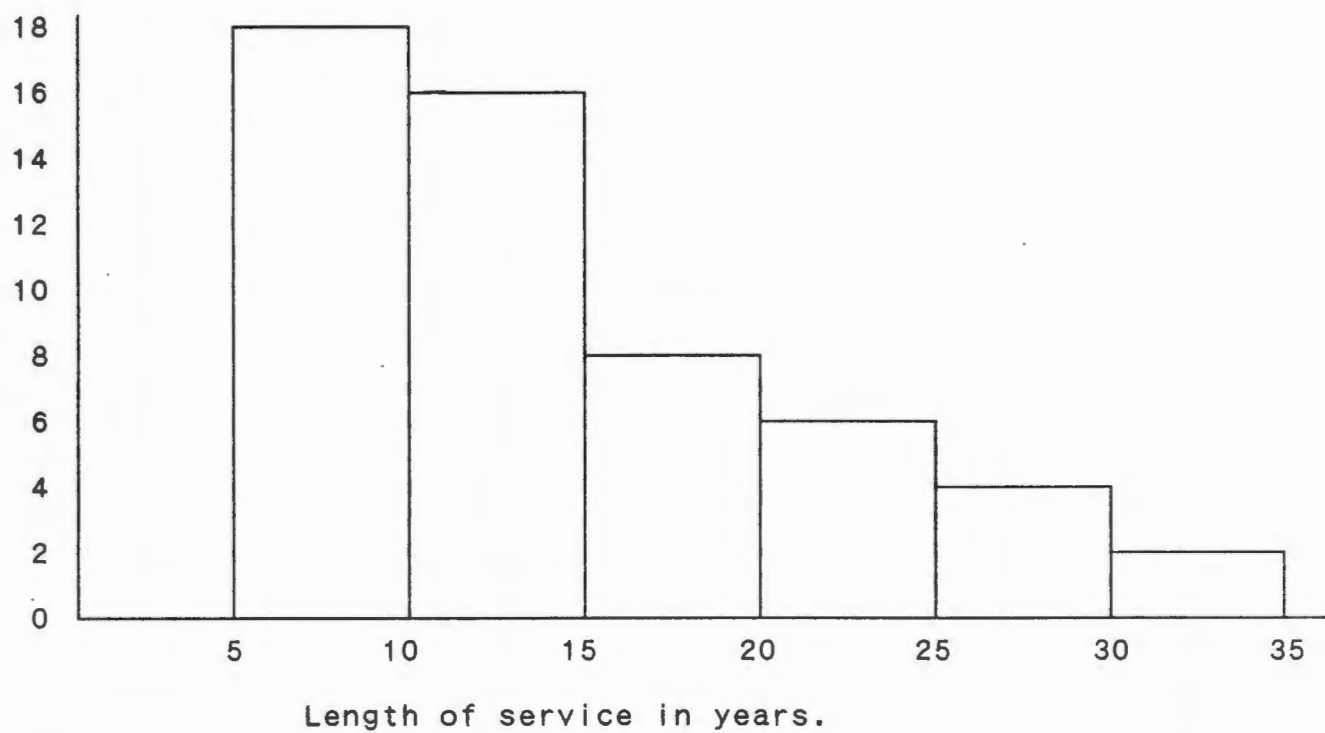


TABLE XII

GRAPHIC PRESENTATION OF THE LENGTH OF SERVICE OF THE RESPONDENTS IN THEIR ORGANIZATIONS.

NUMBER OF YEARS	N = 50	%
5-10	17	34
11-15	15	30
16-20	8	18
21-25	5	10
26-30	3	6
31-35	2	4

34% - the majority of respondents had spent 5-10 years at their place of work.

30% had spent 11-15 years at their present occupation.

16% had spent 16-20 years at their present occupation.

10% had spent 21-25 years at their present occupation.

6% had spent 26-30 years at their present occupation.

4% had spent 31-35 years at their present occupation.

TABLE XIII

SERVICES RENDERED BY KMFCWS CLASSIFIED ACCORDING TO RESPONDENTS.

TYPE OF SERVICE	RESPONSES N = 50	%
Material Assistance	38	76
Counselling	20	40
Adoption	4	8
Foster	4	8
Day Care	10	20
Holiday Programme	5	10
School Services	2	4
Photostatting	1	2
Helps Pensioners	1	2
Do not know	8	16

The respondents had a variety of ideas about what the organization does. 76% reported that the organization offers material assistance in the form of financial assistance, food rations and to a lesser extent, clothing.

40% regarded counselling as the second major service offered by the organization.

10% mentioned the Holiday Seminar sometimes referred to as the Winter School, as another major service.

16% mentioned foster care and adoption as a service.

4% mentioned that the organization offers bursaries and visits schools to give advice to school children.

2% mentioned that the organization gives assistance to pensioners which it does not.

16% reported that they knew the organization but they did not know what services it offers.

TABLE XIV

SOCIAL PROBLEMS IN KWA MASHU TOWNSHIP AS IDENTIFIED BY THE RESPONDENTS.

TYPE OF PROBLEM	RESPONSES n = 50	%
Unemployment	48	96
Poverty	35	70
Housing Shortage	30	60
School Drop-Out	40	80
Crime/Juvenile Delinquency	40	80
Teenage pregnancy	30	60
Substance Abuse	30	60
Political Rivalry	10	20

96% of respondents mentioned unemployment as the major problem facing the community.

60% of respondents mentioned housing shortage as another problem that affected family life. This is evidenced by the number of informal structures within the Township and the huge informal settlement at the entrance and exit of the Township.

70% of respondents mentioned poverty as one of the problems affecting the Township.

80% of respondents mentioned the School Drop-out rate and Juvenile Delinquency as major problems.

60% of respondents mentioned Substance abuse and Teenage pregnancy as problems.

60% of respondents mentioned lack of recreational facilities as a problem. Since there are no recreational facilities within the Township, youngsters experiment with drugs, alcohol, sex (teenage pregnancy problem) because they have nothing to do.

20% of respondents mentioned political rivalry as one of the social problems.

TABLE XV

SERVICES TO MEET THE PROBLEMS BY KMFCWS AS CLASSIFIED BY THE RESPONDENTS

SERVICES TO MEET THE PROBLEMS	RESPONSES N = 50	%
Do not know	24	48
Nothing	8	16
Visiting Schools	8	16
Foster Care	4	8
Institutionalisation	2	4
Maternal Assistance	10	20
Community Meetings	8	12

48% of the respondents mentioned that they do not know of services offered by KMFCWS to meet these problems.

16% mentioned that they do not know of any service to meet the problems identified.

18% mentioned that social workers visit schools to advise children on the problems identified.

8% mentioned that the organization does nothing to meet these problems.

20% mentioned that the organization offers material assistance to meet problems.

12% mentioned that the organization holds public meetings and addresses the community on problems.

4% mentioned the organizations offers institutionalization for some problems.

TABLE XVI

RECEPTION OF REFERRALS TO THE KMFCWS ACCORDING TO RESPONDENTS

RECEPTION OF REFERRAL	RESPONSES N = 50	%
Good	34	68
Never Referred	8	16
Never Referred but had contact	8	16

68% of the respondents, who had referred cases to the organization reported that the reception was good.

16% had never referred anybody since they did not know what the organization does.

16% had not referred cases but had contact with the KMFCWS for consultation and workshops.

TABLE XVII

OPINIONS ABOUT KMFCS STAFF CLASSIFIED ACCORDING TO RESPONDENTS

OPINIONS ABOUT THE STAFF	RESPONSES N = 50	%
Do not know	8	16
Good	41	82
Staff uneasy with each other	1	2

16% of the respondents did not have any opinions about KMFCS staff.

82% of the respondents praised the staff:

- they are sociable
- they are willing to help
- they are professionals
- they care for the community
- they have pleasant relationships

2% reported that the staff are uneasy with each other.

TABLE XVIII

OPINIONS ABOUT OFFICES OF KMFCWS ACCORDING TO RESPONDENTS

OPINIONS ABOUT OFFICES	RESPONSES N = 50	%
Offices should be well positioned for transport	28	56
Offices should be located at Shopping Centre	18	36
Offices should be located at Police Station	2	4
Offices should be located within the Township	2	4

56% of respondents felt that the offices are suitably located.

36% felt that the offices should be located at the shopping centre.

4% felt that the offices should be located at the Police Station.

4% felt that the offices should be decentralized within the Township.

TABLE IXX

OPINIONS ABOUT THE APPEARANCE OF THE KMFCWS OFFICES ACCORDING TO THE RESPONDENTS

OPINIONS ABOUT THE APPEARANCE OF THE OFFICE	RESPONSES N = 5	%
Offices are too small	26	52
Offices look like ordinary four-roomed houses	14	28
Offices are an extension of the Hostel	6	12
No idea of the size of the building	4	8

52% of the respondents felt that the offices of the KMFCWS are too small.

28% felt the offices looked like Township houses.

12% felt that the offices are an extension of the Hostel.

8% of the respondents had no idea of the size of the building.

TABLE XX

IMPROVEMENTS WITH REGARD TO CHILD WELFARE SERVICES ACCORDING TO THE RESPONDENTS

IMPROVEMENTS WITH REGARD TO SERVICES	RESPONSES N = 50	%
More Programmes for Youth	36	72
Services Advertised	15	30
School Services	11	22
Staff Increased	10	20
More Money for Pensions	3	6

72% of the respondents felt more services are required for the youth. Unrest in the Township disturbed the schooling system. Some children dropped out of school, some were lured into mischief that resulted in crimes or burglary and robbery.

22% of the respondents felt concern that as there are no recreational facilities within the Township, social workers should organise programmes to keep the children out of school in meaningful occupation.

20% of the respondents suggested that the social work staff should be increased.

30% of the respondents suggested that the services should be advertised.

6% of the respondents suggested that more money should be paid to pensioners. The issue of pensioners was explained earlier.

2. DISCUSSION

The following is a discussion of the findings of the study which had as its focus the exploration of the views and opinions of the community organizations of Kwa Mashu. Where possible comparisons are being made between findings of this study and those of other researchers.

2.1 Sample of the Study

The sample of the study appears to have been limited to the formal organizations, for example, 96% of the respondents were from schools, churches, administration offices, police and educare centres. Only 4% came from the non-formal organizations. These were the Advice Centre and the Zenzele Association. The methods of working of these two organizations, namely counselling and home visiting are the same as that of KMFCWS. The difference is on the clientele. Whereas KMFCWS services are aimed at children and their families the services of the Advice Centre are aimed at the wider community and that of the Zenzele Association, at the TB patients. These two organizations operate from visible structures. For example, the Advice Centre operates from the Methodist Church and Zenzele Association from the Karate Centre.

From these findings it can be concluded that KMFCWS interacts mainly with formal organizations. This factor is also evident in the management committee and in the various sub-committees of

KMFCWS. 98% of the members come from formal organizations. This observation will be discussed later in the text.

2.2. Identifying Particulars

2.2.1 Sex

The study revealed that 68% of the heads of the formal organizations in Kwa Mashu are males. The study confirmed what has been observed in most formal organizations. Namely that senior positions are held by males.

Even in welfare which is expected to be a woman's domain, it was discovered that 2/3 of the respondents had a male as the head of the organization.

2.2.2 Age

The ages of the respondents ranged from 25 - 64 years. 4% of the respondents fell into the age group of 25-30 years. This group was formed by the deputies of the heads of the departments. They themselves, were not heads of the departments. There was a low and uneven distribution of ages between 31 - 45 years. There was a sudden increase to 36% of the group between 46 - 50 years and a steady decline from the age 51 - 64. The majority of respondents, namely, 36% were in the age group, 46 - 50 years. Luthans (1980:655) refers to the work of Hall (1976:57) who describes the career stage model. Hall pointed out that there

are 4 career stages in the life of an individual. The first stage is from birth to 25 years which he describes as "exploration". During this time the individual is still looking for himself and is unproductive.

The next stage is 26 - 44 years which he calls "advancement and establishment". The individual begins to settle down and indicates a need for intimacy. The third stage is from 45 - 65 years. He refers to it as "maintenance". "The third stage of maintenance is where the person levels off into a highly productive plateau and has a need for generativity (the concern to leave something to the next generation). This often lead a person to a paternalistic or perhaps a mentor role for young subordinates.... The person may either have a growth spurt or become stagnant and decline during the third career stage". The last stage is from 66 years onwards. He refers to this as retirement. It is difficult to assess where organization leaders are as a group. An assessment could be made on individual basis.

Judging by the premises of some of the formal organizations like the schools and churches the leaders are on the downward curve. The school and the church grounds are unkempt. Some have broken fences and broken windows. From this discussion it could be concluded that KMFCWS interacts mainly with middle-aged groups.

2.2.3 Occupation of the Respondents

The list of the occupation of the respondents showed that they are all professional people. The teaching profession had the highest score, 36%, religion 30%, clerks 12%, educare workers 8%, welfare workers 6% and the police, 2%.

This factor is also in evidence in the committees of the organizations. The general committee consists of the following members, namely 4 ministers of religion, 2 teachers, 2 lawyers, 2 social workers, 2 nursing sisters, 2 retired nursing matrons, 1 retired teacher, 2 business men, 1 editor of a newspaper, a dietician and a housewife.

All members of the social work committee are professional people. This committee consists of two lawyers, a teacher, 3 social workers and a clerk.

The adoption panel is also composed of professional people namely, two ministers of religion, two nursing sisters and a social worker.

Only the combined creches committee is composed of ordinary people. The chairperson of this committee however, is a teacher. She represents this committee at the general committee meetings held monthly.

The idea of having professional people in the committees is based

on the assumption that professional people are experts in their fields and know what is good for the people. Bryant (1982:45), however, cautions that "... It is easy for experts to lose touch with the way in which their products are perceived by others". It is thus necessary to build in the functioning of the organization a system of obtaining feed back from the consumers of the service.

2.2.4 Length of Service

The length of service of the respondents ranged from 5 to 35 years at the present occupation. The biggest percentage fell between 5 to 10 years, the next big group was between 10-15 and was 30%. There was a sharp decline from the group 16 - 35 years.

There appears to be no correlation between age and length of experience at the job. This factor was brought about by new organizations like the Advice Centre, Zenzele Association and Educare centres.

3. SERVICES RENDERED

The finding revealed that although all the respondents knew about KMFCWS their knowledge of the services offered varied. 78% of the respondents reported that KMFCWS was a relief giving organization. Relief was in the form of material assistance, for example money, food and to a lesser extent, clothing. This

finding confirmed the study by Khanyile (1974:48). In her study (98%) of the respondents regarded KMFCWS as giving material assistance in the form of food, money and clothing. Kadushin (1970:45) points out that "the working class values placed on the meeting of physical needs only, particularly coincides with the values of professional casework practised in the agency".

40% of the respondents regarded counselling as the next major service. The respondents refer clients to the organization for a variety of problems. As pointed out earlier any social problem experienced within the community is sent to KMFCWS.

10% of the respondents mentioned the holiday seminar as one of the services offered. This knowledge was possible mainly because some organizations like the clinics had participated in and were used to advertise the programme.

20% of the respondents mentioned day care services as one of the services rendered by the organization. KMFCWS runs seven creches situated at the different sections of the Township. These are visible structures and well patronised.

80% of the respondents mentioned social services like foster care and adoption.

4% of the respondents mentioned that KMFCWS offers school services. An explanation about school services is necessary. An application for a maintenance and a foster grant needs to be

accompanied by proof that the child is still at school. The principal supplies this information. The community worker runs a project on the prevention of teenage pregnancy at the schools.

4% of the respondents mentioned services that the organization does not offer, for example, assistance to the pensioners. At the time of the research, KMFCWS offices were adjacent to those of the Department of Welfare and Pensions KwaZulu. The latter processes applications for the aged. The two offices could have been mistaken for one office. Another explanation is that Black people do not differentiate between grants paid on behalf of children, like the foster and the maintenance grant, and the old age pension. They are all regarded as pensions.

2% of the respondents mentioned KMFCWS offering photocopying facilities. This service is offered.

16% of the respondents mentioned that they did not know what services are offered by KMFCWS.

The respondents as a whole did not know the services offered by KMFCWS. On the whole these people lacked not only knowledge but also curiosity about the agency. They reacted to the agency worker rather than to the agency. The example of the school service fits in very well.

4. REFERRAL

68% of the respondents who had referred cases to KMFCWS reported that the reception had been good. 16% had not referred anybody and the last 16% had not referred anybody but had contact with KMFCWS.

Maluccio (1979:159) points out that "... In entering a new system such as a social agency, an applicant or client forms an initial impression that can influence his or her attitude towards the service. Yet as various authors have suggested, receptionists at times are set up in such a way as to be barriers to service (Cumming, 1968:115). Others have observed that the receptionist ... is an essential part of the success or failure of the programme...". "The roles of the receptionist and other staff members such as secretaries should therefore be developed more systematically as part of the agency's service. An agency may consider how to enrich the reception process and maximize its potentially positive impact". (Maluccio, 1979:160).

5. OPINIONS ABOUT THE APPEARANCE OF KMFCWS ACCORDING TO RESPONDENTS

52% of the respondents felt that KMFCWS offices are very small. This is confirmed by the fact that all workers except the supervisor and the intake officer share offices. One worker has to move out of the office when the other is interviewing.

28% of the respondents felt that offices looked like Township houses. KMFCWS are in Township houses that are used as offices. There has been no structural change to make them look otherwise.

12% of the respondents felt that the offices are an extension of the hostel. As pointed out in Chapter 3 Kwa Mashu Township has 2 rows of 20 four-roomed houses, set aside for the women visiting their husbands at the Mens' Hostel. KMFCWS offices are adjacent to these houses, the former look like these houses.

8% had no idea about the size of the building.

Maluccio (1979:165) points out ".... that in light of the many critical remarks about the office, practitioners should be more sensitive to its meaning for the particular clients. At the same time administrators as well as practitioners should consider ways of improving the office and the message that it conveys". This evidence supports the assertion that "space design and decoration in the (our) agency settings communicate messages about status and worth to users of service and affect self-esteem and psychic comfort" (Germain 1976:20).

Maluccio (1979:166) advises that "....before making a substantial improvement in regard to the office or other features of the agency's physical environment one may need to change some of our underlying attitudes. For example, since historically most agencies have developed to meet the needs of the poor we as social workers may still be occupied with the value of parsimony

and ambivalent about providing comfortable physical facilities for our clients and ourselves. Furthermore we may not fully appreciate the impact of the physical setting on the helping process....".

In summary the respondents had a poor image of the organization's offices.

6. IMPROVEMENTS WITH REGARD TO CHILD WELFARE SERVICE

The respondents had four major recommendations with regard to improvements of child welfare service.

12% of the respondents felt more services are required for the youth. Unrest in the Township disturbed the schooling system. Because of erratic schooling patterns, some children dropped out of school and were lured into mischief that resulted in crimes of burglary and robbery. Concern was expressed that as there are no recreational facilities within the Township, social workers should organize programmes to keep these children meaningfully occupied.

22% of the respondents suggested that the social work staff should be increased in light of the work suggested above.

30% of the respondents suggested that services should be advertised as the majority of the people did not know what services the organization offered.

6% of the respondents suggested that more money should be paid to pensioners. The issue of pensioners was discussed somewhere in the text. In summary most respondents felt the organization needed to expand its services and obtain more staff.

7. LOCATION

KMFCWS offices are situated opposite Thembalihle Station, a sub-station in Kwa Mashu. The offices are also on the taxi route on one section of the Township. The offices are suitably situated for some people but not for all.

The shopping centre is opposite Kwa Mashu Station and from here transport is available to all sections of the Township. Offices located here would be accessible to everybody from all centres of the Township. The main problem is that there are no vacant offices for occupation. The organization would have to build a new structure.

4% of the respondents felt the offices should be located at the Police Station. This suggestion, it is hoped, would ensure safety of the clients but would be out of reach for the people who are against the KwaZulu police. A protest march was held in the Township against the KwaZulu police. Another danger would be that KMFCWS would be regarded as an extension of KwaZulu Police.

4% felt that the offices could be decentralized throughout the

Township. Though this would be ideal there is however a shortage of accommodation within the Township: there would also be an increase in the demand for manpower.

CHAPTER 6

CONCLUSION

This chapter presents the conclusion to the study. The study was exploratory and descriptive in nature. The study sought to obtain views and opinions of the community organizations of Kwa Mashu about KMFCWS. To achieve this objective the following outline was followed, namely:- literature review, community profile, research methodology, findings and conclusion. A brief discussion of these steps will be made.

1. LITERATURE REVIEW

The literature background looked at the principle underlying voluntary organizations namely the voluntary principle that stressed the participation of the citizen in his affairs. The main criticism was the failure of the voluntary system to be responsive to the needs of the citizen. Literature background also traced the history of the Child Welfare movement in South Africa with special reference to KMFCWS. An attempt was made to show that political priorities underlie the provision of Child Welfare Services in South Africa.

2. COMMUNITY PROFILE

The document outlined the profile of Kwa Mashu Township. Attention was given to the social systems that affect the welfare of the child, for example, housing, education, health and

recreation. These facilities were found to be under-supplied and overcrowded.

3. RESEARCH METHODOLOGY

The study explored the views and opinions of the organizations with which KMFCWS interacts as it provides child welfare services to the community. The sample consisted of 50 heads of organizations drawn from a stratified sample of organizations within the Township.

The technique used for collecting data was an interview schedule drawn up by the researcher.

A pilot study was undertaken in order to check irregularities that might arise in the administration of the schedule.

The data obtained from the interview was statistically analyzed and a frequency distribution of the responses obtained.

A discussion of findings was done in Chapter 5. At this point conclusions and recommendations are discussed.

The introduction of this study alluded to the importance of re-examining the goals of an organization in the face of a changing environment. What appears appropriate at this time is also to re-emphasize the values underlying social work namely, Justice, Responsibility and Mental Health. These values should

underly policy, theory and practice of child welfare provision.

3.1 Policy

1. The state should accept that it has a moral obligation towards all its citizens irrespective of race.
2. The State therefore should promote democracy and justice. Channels should be created whereby the citizens of the country are able to inform the government about what they wish included in the social policy.
3. Since 1900 social policy has been based on political ideology instead of on the area of need. Social policy should now be based on humanitarian grounds.
4. A single welfare department should be established to provide equally for all the citizens of the country.
5. Welfare, unlike other disciplines like health and education, have no standards against which provision can be measured. Establishing welfare standards should be one of the major tasks of social policy.
6. South Africa cannot afford the luxury of defining Child Welfare in its narrow definition that surrounds statutory services, like adoption, foster care; problems experienced by children in poverty and overcrowding, lack of

be in line with the national reconstruction and social development.

4.2 Social work needs to understand how policy affects social practice. How it determines the focus of practice, what services will be provided, how they will be provided and for how long.

4.3 Special attention should be made to identify gaps that exist in the profession because of the deliberate oversight on the part of conventional welfare system.

4.4 Social work should encourage the partnership between the indigenous organizations and the social work organizations. The latter need to break away from the traditional methods of social work and develop imaginative, innovative programmes that would address issues identified by the community.

4.5 Of major importance is the involvement of the community in the identification and solving of their problems. This is based on the assumption that if people are involved in identifying their problems they will be actively involved in solving them.

5. RECOMMENDATION FOR KMFCWS

1. The writer needs to present the findings of the study to

the management committee. The aim would be to appraise the role in light of the findings of the study, in particular the fact that the community is not aware of the services of the organization. Of importance would be how to open the organization's structures to admit the ordinary citizen.

Active participation of consumers in the policy making structures of formal organizations is going to need a change of attitude from the officers who regard these organisations as the domain of the elite and those in power "... creative partnerships have to be developed to meet gigantic needs of people in our society. This is democracy in action" (Louw 1990:11).

2. The agency needs to focus on Family Life Programmes to strengthen coping skills for the people at risk, like the teenagers and single parents. Most important the parents who need first to admit that the child of today has peculiar problems and therefore needs to be treated in a special way.
3. The Agency needs to train members of the community to run the programmes themselves. Non formal organizations have manpower and expertise that they display only within their organizations. This needs to be explored and encouraged. Empowering of the people builds on what they have.

4. The respondents in the study recommended that the services of the agency be advertised. The best way of advertising the organization is to meet the expressed and felt needs of the citizens of the area.

Another effective method of advertising the organization is to work jointly with members of other professions in projects. This way the agency can be better known for what it can do. Problems that were identified by the respondents are interorganizational in nature and should be seen by the Society as such. For example, juvenile delinquency is a result of the breakdown of the schooling system and the family system.

Hasenfeld (1980:262) points out that "... interorganizational change strategies may be used as a practice technique in trying to develop better relationships between home and school, better neighbourhood cohesion or mechanisms that will prevent clients from becoming lost in the service network to the extent then that practitioners are able to diagnose problems as interorganizational and develop and implement interorganizational strategies - will they be more effective".

6. The agency needs to conduct in service courses for the personnel on such topics as need assessment, programme planning and evaluation. This is based on the assumption that unless the worker has the necessary skills and expertise he will not feel confident to venture out to the

community. Inservice courses conducted by the agency within the community in which the agency is operating can be contextualized and easily internalized by the workers.

7. The agency needs to strengthen the social support network system of the client system. The writer envisages a situation where the social worker assisting the client will work actively with the client's support network system. This would be a point of entry. Whittaker (1986) warns however, that Social Support networks offer no panacea for child welfare and should not be seen as a substitute for professionally delivered services. Many of the children and families in present child welfare systems have special needs requiring sophisticated clinical treatment.

3. FINANCE

- 3.2.1 The following are some of the recommendations made with regard to financing of welfare. The government needs to increase the country's budget on welfare. Only 1% of the South African budget goes to welfare. The latter includes statutory pensions. The recession, the large scale of unemployment has resulted in the government setting aside 3 billion Rand to spend on alleviating poverty.
- 3.2.2 Tax incentives should be provided to donors who wish to contribute towards welfare. This will confirm the partnership between the private sector and the

government the latter is always talking about.

- 3.2.3 The State should legalize the fundraising activities like lotteries, in an effort to raise money from the private sector. The fund-raising activity like iThuba was a good example of how the private sector can be involved in donating towards welfare. Every individual contributed in the hope that he might be a winner.

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Age:.....Sex:.....

Occupation:.....In what capacity:.....

Length of Service in present employment:.....

1. Do you know of Kwa Mashu Family and Child Welfare Society?.....
2. Where is it located?.....
3. Do you know any people working there?.....
4. Is it a private or government agency?.....

SERVICES

5. What services does the Kwa Mashu Family and Child Welfare Society offer?
.....
6. What other services do you think the Kwa Mashu Family and Child Welfare Society should deal with?.....
.....
7. What are the problems that exist in your area?.....
.....
.....
8. What services does the Kwa Mashu Family and Child Welfare Society offer to meet these problems?.....
.....
9. Do you think the problems in Kwa Mashu have:
(a) got worse:.....
(b) Become less:.....
(c) remain the same as was the case say 5 years ago:.....

Please explain

OPERATIONAL ENVIRONMENT

10. What contact have you had with Kwa Mashu Family and Child Welfare?.....
.....
.....

- 11. Have you ever referred a person to Kwa Mashu Family and Child Welfare Society?
.....
.....
- 12. What type of cases did you refer?.....
.....
.....
- 13. What reception did you receive at Kwa Mashu Family and Child Welfare Society,
when you referred the client?.....
.....
- 14. What is the usual outcome of the referral of a case to Kwa Mashu Family and
Child Welfare Society:.....
.....
.....
- 15. What do you think of the manner in which the Social Worker at Kwa Mashu Family
and Child Welfare handled your case/s?.....
.....
.....
.....
.....
- 16. What other impressions do you have about Kwa Mashu Family and Child Welfare
Society and the staff?.....
.....
.....
- 17. If there was another Child Welfare agency in Kwa Mashu would you still refer
cases to Kwa Mashu Family and Child Welfare Society or elsewhere?.....
.....
.....
.....
- 18. Do you know of any other Welfare organisation at Kwa Mashu?.....

19. What is the difference between Kwa Mashu Family and Child Welfare Society and other welfare organisation?.....

PHYSICAL ENVIRONMENT:

20. Do you think that offices of Kwa Mashu Family and Child Welfare Society are suitably located where they are or, would there be a better location? Please explain:.....

21. What do you think of the size of the officer?.....

22. What do you think of the appearance of the offices of Kwa Mashu Family and Child Welfare Society?.....

23. What comment do you have on the hours of work that is 8 to 4.30pm. during which the Kwa Mashu Family and Child Welfare Society operates?

24. What improvements would you suggest
 1. With regard to services:.....

2. With regard to offices:.....

.....

.....