

TOWARDS A MODEL FOR SOCIAL WELFARE POLICY FORMULATION,  
IN KWAZULU

by

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DECLARATION

I declare that the dissertation on "Towards a Model for Social Welfare Policy Formulation in KwaZulu" is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of reference.

Signed: .....  
Date : 30. 08. 1988

(ii)

DEDICATION

Dedicated to my boys

BOY, BUT1 and BRIAN

A C K N O W L E D G E M E N T S

I wish to express my appreciation and gratitude to all the people, either in their individual or group capacities, whose co-operation and support contributed in the compiling of this study.

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A B S T R A C T

The study set out to establish the extent to which the needs of Community's were taken into consideration in the formulation of Social Welfare Policy. The Structure in the Government service is such that Policy's are formulated by top management. Top management in the Government Service is constituted by the Ministry. When the KwaZulu Legislative Assembly sits the Minister at one of these sessions delivers the policy speech. This policy is disseminated to the Community through the Department's Secretary by the Civil Servants.

As Social Workers are concerned in their delivery of Social Welfare Services about minimising problematic situations, the study will examine the role played by Social Workers in the formulation of Social Welfare Policy. The involvement of Social Workers in policy formulation is seen as a helpful tool in enabling them to play the advocacy role. Their contribution would enable the policy formulation to have an idea about issues that policy must address.

In order to establish the extent to which Social Workers influence the formulation of policy, the study observed the operation of Social Workers. This was done by the looking at the case records and manner of intervention of the Social Workers. Group discussions with Social Workers was also undertaken to assess the impact of the Social Workers intervention on the service consumer. The discussion looked at the development of the case from the time of intervention to the time when the case was closed. It was established from this discussion, that in most instances the Social Worker closed the case after a report had

been written on the home circumstances. In other instances no further contact had been held with the client unless some other problem cropped up.

One of the major causal factors of the lack of follow-up on the cases was identified as the referral systems. Cases get known to the Social Workers through the referral system. These referrals come from the various courts such as the Children's Court, the Divorce Court etc. they could also be from members of the Public and others are referrals by the clients themselves. As these referral sources are diverse they come at different times. As a result of this Social workers are not able to implement whatever plan of action they may have. The reasons advanced for this state of affairs was that; as referrals come from diverse sources, often a referral comes even before the social worker could make a follow-up on the previous referral. In this way social workers often end up by oiling the squeaking wheel without finding out what the cause of the problem is. This state of affairs makes it difficult for Social Workers to evaluate what the impact of the policies and their intervention are on the needs of the community.

The fact that Social Workers in KwaZulu used only the casework method, also made it difficult to determine what the Community's needs were. Although casework does provide indicators to what the problem areas are in a Community. If the cases are not followed up and surveys undertaken, one can end of treating only the symptoms, without identifying what the real problem is.

A questionnaire was also sent to Social Workers and to Social Work Managers. This would assist in determining the knowledge that Social Workers had about policies. Also to establish whether social workers had any contribution in the formulation of Social Welfare Policy. The findings would throw light on the relationship between Social Work Practice and Social Welfare Policy formulation. The relationship of these two disciplines is an important one for the promotion of social functioning of individuals, groups and communities.

The findings showed that there was no relationship between Social Workers and policy formulation. This was clearly evidenced in the supervision structure. The role of supervision in linking practitioners to policy makers is discussed in Chapter 2.

The study concludes by proposing a model for Social Welfare Policy formulation in KwaZulu. The proposed model does not do away with the existing structures. There is, however, a structure included in the model which would provide a type of intervention that can provide for the identification of needs. The referrals that get to the Social Workers are used as points of entry into the establishment of programmes. The programmes that social workers will be involved in can be evaluated to measure the impact of the intervention on the identified needs. Those needs that cannot be met through these programmes will serve as a guide to policy decisions.

<u>TABLE OF CONTENTS</u>	<u>PAGES</u>
DECLARARTION	(i)
DEDICATION	(ii)
ACKNOWLEDGEMENTS	(iii)
ABSTRACT	a,b
INTRODUCTION	1-2
<u>CHAPTER 1</u>	
STATEMENT OF THE PROBLEM	1
Purpose of the study	4
Hypothesis	5
Limitations	7
<u>CHAPTER 2</u>	
SOCIAL WORK AND SOCIAL WELFARE POLICY IN KWAZULU	10
Social Work Field Service	10
Institutional Welfare Service	14
Institutions for Children	15
Purpose of Institutionalisation	17
Effects of Institutionalisation	21
Institutions for Adults	24
Supervision of Social Work Services in KwaZulu	26
Social Welfare Policy in KwaZulu	30
Interdependent Relationship Between Policy and Practice	34

	<u>PAGES</u>
<u>CHAPTER 3</u>	
LITERATURE REVIEW	36
<u>CHAPTER 4</u>	
METHOD, FINDINGS, INTERPRETATION AND CONCLUSION	45
Findings	46
Interpretations	54
Conclusion	64
<u>CHAPTER 5</u>	
WHY SOCIAL POLICIES FAIL	68
Lack of Planning as a Tool	69
Unco-ordinated Planning	70
Skills and Knowledge for Social Policy Formulation	73
Communication Process	75
Organisation of Service Delivery	77
Evaluation	79

CHAPTER 6PAGES

THE PROPOSED MODEL FOR SOCIAL WELFARE POLICY FORMULATION IN KWAZULU	83
Planning for Policy Formulation	84
Implementation	87
Evaluation	94
Conclusion	97
Recommendation	100
Bibliography	105
Appendixes	
Interview Schedule	

INTRODUCTION

There are few Individuals, Professional Associations and even human service organisations who would deny the fact that there is an overwhelming concern about the impact and effect of Social Work Services. The circumstances that prevail in the KwaZulu Department of Welfare are some of the evidence of this concern. KwaZulu was granted land from certain areas of land what was known as Natal and Zululand. (See appendix B). It is not part of this study to enter into a debate about the acceptance and validity of the use of these boundary definitions. These are used only to enable the reader to understand the prevailing relationship between KwaZulu and the South African Central Government boundaries.

KwaZulu was declared a Self-Governing non-Independent homeland on the 31st march 1972. As a result of this declaration of Self-Governing powers to KwaZulu, a number of services were handed over from the South African Central Government to the KwaZulu Government. One of these was the delivery of Social Welfare Services. A matter of great concern has been the realisation that the structure in the Department of Welfare has grown and expanded and yet there is no evidence of change in the communities served.

In 1972 when KwaZulu took over the delivery of Welfare Services there were four Social Workers in the Department. By 1977 when the

Department of Health and Welfare was proclaimed the number of Social Workers had increased to forty seven. In 1986 when the study was undertaken there were over eighty social workers. This situation which was frustrating both to the profession and the service deliverers was a major motive for this study. The concern revolved around the role of social work practice in relation to the problems and needs in the Communities.

Within these concerning area the primary objective of the study became one of examining the auspices and functioning of Social Workers. The primary objective became that of establishing what the relationship was between the Policy makers and the Social Workers. This would throw light of where the discrepancy was. Dunn in his comments about the professionalisation of social sciences concludes that the primary function of Social Scientists is to investigate policy problems and broad sets of potential solutions. Policy and Practice should aim at addressing the presenting problems.

As the Department of Welfare was at a point where it was breaking away from the Department of Health this seemed an appropriate time of promoting a working and meaningful relationship between the practitioners and Policy Makers. So that Policy formulation should be based on the needs and circumstances of the policy consumer who are the Communities.

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1. William Dunn: Public Policy Analysis: An Introduction, Prentice-Hall Inc. Englewood Cliffs, N.J. 07632

## CHAPTER 1

### Statement of the Problem

The underlying philosophy in the delivery of Social Welfare Services in KwaZulu, is that the government depends on the community for the identification of needs, and the government only provides responses to those needs that cannot be provided for by the family. This implies that the Social Welfare policies that the government formulates should aim at addressing the needs that the community has identified.

In order to determine what the working relationship is between the Government and the community, we have to look at the following structure which shows the intended operational relationships between the KwaZulu Government and the community.

"DIAGRAM A

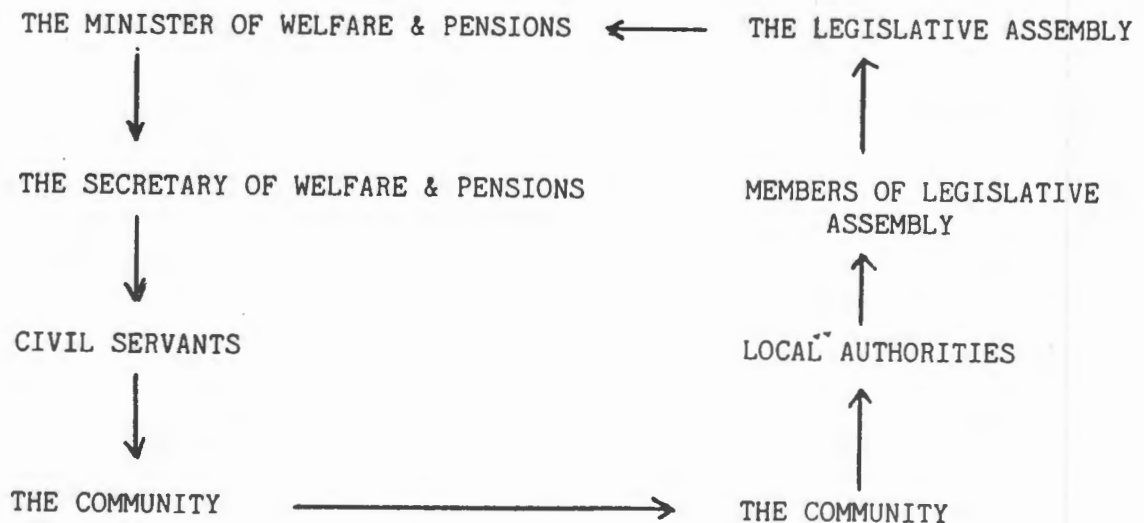


Diagram A shows the structure 'that should disseminate' and interpret policy to the community for implementation. The evaluation results of the implemented policy should serve to inform the Minister concerned, and the Legislative Assembly of the issue that policy should address. The right hand side of the structure shown should serve as a needs identification channel. When the communities have implemented the policies as defined and disseminated to them from the top to the bottom of that structure, communities should be able to determine what the needs are that policy should address.

Although this governmental structure presented is simple and clear, what is needed is the translation and understanding of what role this structure is expected to play in the provision of human welfare services. The Ministers in KwaZulu make policy speeches at every Legislative Assembly sitting. The Legislative Assembly sits for a number of months every year. A matter of concern is that, there is no link between what the Minister delivers in his policy speech and what happens at community level. This is clearly evidenced if one looks at the policy speeches and what the civil servants and the communities do. In the Department of Health and Welfare, social workers also serve as civil servants who have a role of interpreting and disseminating welfare policies to the community.

Ideally, social workers in the Welfare Division, within the KwaZulu context should serve as a link between the government and the communities. It is, however, apparent that this role is not performed effectively and efficiently. And that is the concern of this study. The concern that social work addresses minutiae issues and not the real problems that face communities has been expressed by professionals and the communities thus served. The severity of this problem compelled professional organizations like (SABSWA), the South African Black Social Workers' Association to appoint at their Annual General Meeting in 1983 a committee to undertake research into the causal factors of the observed discrepancy between social work practice and the application of theories learnt at social work educational institutions.

The activities which social workers have to be engaged in with families in the rural areas, are often not the classical social work professional activities within which they are familiar.<sup>2</sup>

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2. Nzimande, S V: Social Change and Family Support System in a Rural Community in KwaZulu. Ph.D Dissertation. University of South Africa, 1985:232.

Qualified social workers in KwaZulu are often times engaged in the non-professional activities. In the past five years the KwaZulu area has experienced a number of disasters in succession. First there was the drought, then the floods, faction fights and wildfire disasters. Throughout all these disasters social workers provided social assistance by way of distributing food and clothing. After the disasters everybody went back to their routine work. No post-disaster research or evaluation were undertaken in order to establish how the problem could be prevented from re-occurring or alleviated in future.

Even the identification of what the problem is, was not done. The involvement of the social workers is a cosmetic one, of treating only the symptoms and ignoring the causes of the problems.

#### Purpose of-the Study

The study intends to identify where the breakdown is in the area of policy formulation and implementation. An important purpose that the study hopes to achieve is to propose a model that will aim at promoting a structure for the formulation of policy that takes into account the needs of the communities as identified by practitioners. The

rationale for involving the practitioners; is that the study also intends legitimising the role and impact of social work practitioners, both in the policy formulation and in identifying and addressing community needs.

In adopting these approaches the study is directed at promoting the formulations of Social Welfare Policy on the basis of the welfare needs as expressed and perceived by the communities. The study hopes to introduce effective communication channels within the various levels in the structure. The effective utilisation of social work practitioners, it is hoped will open channels for dissemination of information from the operational level to the policy makers.

As the study is addressing itself to an already existing structure, it will be part of this study to establish the reasons and circumstances that have hindered the effective utilisation of communication channels within the structure.

#### Hypothesis

The study postulates the following hypothesis:

- i) that social workers in KwaZulu have a minimal contribution in the formulation of Social Welfare Policy.

- ii) that there is a break in communication between policy makers, social work practitioners and the communities that are affected by the policy and social work services.

Yelaja Shankara, writing on "Social Policy Practice"<sup>3</sup> endorsed the importance of an interdependence relationship between policy formulation and practice. Yet it is not clear as to what extent social workers in kwaZulu are working in the realm of Social Policy. If policy-makers and social work practice do not utilise this interdependency; the results are that they work towards conflicting goals or cannot assess and measure the effect of the impact of the policy or practice on the client group.

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3. Yelaja Shankara A.: Social Policy Practice. Journal of Education for Social Work, Fall 1975, Vol. 11, No. 3, p. 101.

Limitations

The limitations of this study is that it does not explore the wider public policy areas in KwaZulu. The study does not relate to the relationship between the South African Central Government and the KwaZulu Government. Although this relationship has implications for policy formulation in KwaZulu this is an area that would warrant a study of its own. This study concentrates more on the internal relationships within the KwaZulu Government, with particular references to the effectiveness of the Social Welfare structures whether or not social workers in the system do make a meaningful contribution to the formulation of Social Welfare Policy.

One of the major shortcomings of this study is that it looks at the functioning of only one level in the structure. There are a number of reasons for this. A major one is that social workers are supposed to play a major role in the delivery of Social Welfare Service. The principle of enabling people to help themselves provides for social workers a wide area of intervention. If the social worker's role of enabling is clearly understood and even defined for the social workers, the possibility is that they can penetrate the other levels in the structure, and thus improve the functioning within the structure in the Welfare Department.

Social scientists have provided increasing amounts of useful information about the formulation of social policy and social welfare policy. The concern that prompted this study to concentrate on the role that social workers can play, are a means of attempting to influence decision makers to utilise not only social work service but also to appreciate the input that social workers can make. It is hoped that the improvement of the social worker's role will serve as an incentive to the social work profession for improving the functioning and communication within the structures in the KwaZulu Welfare Department.

#### Organization of the Study

Chapter 2 describes the functioning of social workers in KwaZulu and it also examines social workers involvement and role in the delivery of welfare services and implementation of policies. Chapter 3 examines selectively, a number of theoretical approaches to social policy and social welfare policy with particular reference to the role played by practitioners in policy formulation. Chapter 4 describe the methods adopted in data collection: It also describes the findings from the observation of Social Work Services. The chapter concludes with a discussion and interpretation of the responses obtained.

Chapter 5 examines some of the issues that can cause policies to fail. The last chapter postulates and describes the proposed model for Social Welfare Policy formulation in KwaZulu.

## CHAPTER 2

### SOCIAL WORK AND SOCIAL WELFARE POLICY IN KWAZULU

Social Work Services in KwaZulu were adopted from the South African Central Government. At the time of the take over on the 31 March 1972, services that were handed over were the Social Work Field Service, and the institutional welfare services. There were only four social workers employed by KwaZulu at the time. One was based at Pietermaritzburg, two at Madadeni in Newcastle and the fourth was stationed at the Girl's Reform School in Empangeni.

### SOCIAL WORK FIELD SERVICE

At the time of the handing over from the South African Government the social workers were based at the Magistrate's offices, and they provided probation services. At this time the welfare division was administered by the Department of Community Affairs of the KwaZulu Government. This Department later became known as the Department of Interior. In 1977 the Department of Health and Welfare was proclaimed. There were, by this time, sixteen social workers stationed at major centres such as Umlazi, KwaMashu, Mahlabathini, Enseleni, Nongoma, Madadeni and

Pietermaritzburg. A chief professional officer was also appointed, to serve as the Administrative Head of the social work services.

In 1980 the first Assistant Secretary was employed as the Professional Head. The difference marked by this appointment meant that the Assistant Secretary would give more attention to matters related to the professional input.

Whereas in the past the chief professional officer served both as administration and professional head, the assistant secretary would now perform only those administrative duties that related directly to professional practice. General administrative duties are undertaken by the assistant secretary designated as welfare administrator. Two principal social workers were also appointed. These serve in the middle management, linking social workers and the welfare head office in Ulundi, Zululand. The assistant secretary, chief professional officer and the two principal social workers operate from Ulundi. The problem related to the organisational structure will be discussed under supervision of Social Work Services in KwaZulu.

Throughout these changes social workers continued to render probation welfare services. The 1985 report of the

Sectional Conference of the KwaZulu Social Workers and Heads of Institutions lists the following as the category of cases that social workers deal with:

Children's Court Cases, Juvenile and Criminal Court Cases  
Divorce Court Case, Adoptions, Single Care Grants,  
Maintenance Grants, Foster Care Grants, Community and Group  
Work Activities<sup>4</sup>

The first seven categories indicate the fact that the bulk of the services rendered are statutory. It was not clear from the report what role the social workers played in community and group work activities. Ross distinguishes between a number of roles that the professional worker can play in community work. These are<sup>5</sup> the roles of guide, enabler, expert and therapist. The role of guide is very much in keeping with the social work principle of helping people to help themselves. He stresses the point that the choice of direction and method of movement must be that of the community. In order to fullfill this role the worker needs to take initiative, he

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4. Sectional Conference of the KwaZulu Workers and Heads of Institutions: October 21-23, 1985: "Annexure A" page 2 c(1).
  5. Ross M G: Community Organisation Theory and Principles Harper and Brothers Publishers, 1955, p. 200-227.

has to be objective, he must identify with the community and he must learn to accept this role and be able to interpret it to the community. The underlying assumption for the fulfillment of this role is that the worker must have full knowledge of the community. A knowledge about the demographic structures, and the aspirations of the community. This will enable him to identify an appropriate manner of interpreting his role. It is equally important for the worker to accept and understand the relevance of this role. Thus it becomes necessary for the worker to know himself. To know what his personal needs are, what his strengths and weaknesses are. The knowledge of oneself will assist the worker in the efforts of fulfilling this role. He will be better able to regulate the temptation of taking the responsibility away from the community, and to accept the consequences of any decisions taken by him. The role of enabler is one that calls for a great deal of tact. It can involve the need to identify discontent and encouraging the community members. The skill of knowing when and how to do this makes this often a complex role to play. The tact in this role involves the ability to do and say the right things at the right time. There is, unfortunately no formula for this. However, most community workers agree that the best way to achieve this is by enabling the community to realise and use its potential,

which potential can only be realised when the worker has studied the community. The role of expert can sometimes be seen as conflicting with the role of enabler. This, however, should not be the case. It should rather be seen as complementing the other roles. It can best be played by the worker who has a favourably good knowledge of the community, its resources etc. This role calls for the knowledge of other skills by the worker. Such skills as research skills, community study skills, will equip him with expert knowledge. The role of therapists is very much a curative type of role. It involves certain activities through diagnosing what the problem is, counselling and providing treatment, plan of action. A role that is very much similar to that of caseworkers.

Even though these roles are split into categories: in operation they are inter-related and the worker performs them simultaneously.

#### INSTITUTIONAL WELFARE SERVICES

The Welfare Institutions are residential homes for children and for adults. The difference in category will be realised when each institution is discussed later on in this Chapter. These include two reform schools. One for boys

in Vuma near Eshowe, the other for girls in Ngwelezane near Empangeni. There are also two places of Safety. One is situated in Umlazi in Durban and the other near Pietermaritzburg. In addition there is one centre for physically disabled. At the time when institutions were taken over in 1972, only the girls's institution had a social worker. In 1980 a home for the aged was taken over from the Dutch Reformed Church. In 1982 the Pietermaritzburg Place of Safety was handed back to the central government.

In order to get a clear picture of the operations of these institutions they will be divided into institutions for children and institutions for adults.

#### INSTITUTIONS FOR CHILDREN

Even though the Children's Act No. 33 of 1960 has been repealed in the South African Government, KwaZulu still uses the Children's Act of 1960. According to the Children's Act No. 33 of 1960 a place of safety is defined as any place established under Section 38 and includes any

police station, hospital or any suitable place for the reception of a child into which the occupier thereof is willing to receive the child.<sup>6</sup>

The places of safety as defined in the Act are meant to be temporary placement institution for the children. But from records, it is obvious that children in places of safety stay so long that provisions are being made now for their longer stay at the institutions.

The issue of an increased numbers of children in placement institutions is a matter that one cannot generalise about. It does, however, cause concern that no evaluation or research has been undertaken to establish what the cause of this situation is. Such findings can then be fed to policy formulators. This would help in formulating relevant and related policies that is policy that addresses a need or social dysfunctioning.

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6. Children's Act No. 33 of 1960, p.7.

Institutionalisation poses two problems in the provision of services in KwaZulu namely:

- a) Purpose of Institutionalisation
- b) Effects of Institutionalisation

#### PURPOSE OF INSTITUTIONALISATION

In the committal of children to institutions a number of disciplines and professionals accordingly play a role. These are the Magistrate, the Commissioner of Child Welfare, the Children's Court attendant, the Probation Officer, Social Workers and parents. All these have different and sometimes conflicting motives for recommending committal to institutions.

The Magistrate who presides during the Criminal Court, has a responsibility both to the youth who appears before the court, accused of committing a crime, and to the community. His responsibility to the youth means that he must take into account all circumstances that could have contributed to making the youth commit crime. Hence the practice of transferring juvenile cases to the Commissioner for Child

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Welfare. The responsibility to the community means that he has a duty of protecting the public welfare against anybody or anything that appears to affect their welfare. It is this responsibility to the community that makes Magistrate's appear as perpetuating a punitive approach.

The underlying assumption is that the Commissioner of Child Welfare must assist the Magistrate to resolve this conflict in roles. We see here again the residual implications where the magistrate's institution cannot provide adequately for the welfare of its subjects, it calls on other institutions to assist. In KwaZulu the Commissioner of Child Welfare call for social workers to assist them to arrive at a decision. This is where the purpose of committals gets complicated. The commissioner of Child Welfare, has the responsibility of seeing that justice is done both to the community that is by protecting them from criminal elements, and to the youth by identifying if there are any extenuating circumstances. In practical terms, the

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7. Chapter 25 Sect. 254(1) Criminal Procedure Act No. 51 of 1977 p. 127.

Commissioner often upholds first the responsibility to the community. In the eyes of the Law the youth is seen to have committed a crime for which he must be punished and this becomes the Courts first point of departure. A classical example of this is the detention of persons under 18 years at a time when the state of emergency is declared. This conflict in roles and responsibility creates confusion for the youth. When social workers recommend institutionalization they often advance the following as grounds for recommending committal:

- a) That for various reasons, the child cannot be rehabilitated within the family situation. By implication this means that some of the contributing factors to the youth's behaviour are related to circumstances in the home.
- b) That the child has to be removed from an environment that is seen to be contributing or causing his dysfunctional behaviour.
- c) That the youth be removed to an institution to allow the social workers, and probation officers to remedy the circumstances that cause the youth to commit offences. This programme or process is often referred to as reconstruction services.

It appears therefore that the Courts' purpose for committal is predominantly a punitive exercise, whereas the social workers see this as a means of making allowance for themselves to undertake the process of reconstruction services. If one accepts these reasons, which give account of what actually happens in practice, then the purpose of committing children to institutions does not come through as serving the needs of the child but rather as a purpose that helps the institution concerned to function. The consequences of this, causes conflict between the professional interests and the clients interests. Parents often see the purpose of institutionalization as a way of proving them as failures and also to deprive them of parental control. An added problem to this is due to the fact that; there is no clear understanding of what purpose the institutions were supposed to serve. The services were merely taken over from the central government and continued by KwaZulu's Department of Health and Welfare. There has never been any evaluation of the impact of the Programme on the children. An evaluation would help clarify whose needs the programme served. Is it the needs of the client, that is the youth, or the professionals'?

EFFECTS OF INSTITUTIONALISATION

Professional interests do not always match the client's need. Social workers in the institutions often avail themselves at times and hours that suit them. They provide only daytime and weekday hours. Irrespective of whether this meets or does not meet the client's interests. The consequences of this is that the clients perceive the institution not as a place that means to meet their needs. Some of the clients especially those who have psychological or emotional problems, are not catered for. Most caseworkers operating in treatment institutions have insufficient training to provide therapy for such category of cases, nor do they have adequate time to devote to such clients. When situations like this occur, they become frustrating both to the client and the worker concerned. Both the client and the worker tend to find institutional life a waste of time and a boring experience.

The agencies or Institution's definition of its purpose and services can often create problems for clients. Earlier mention was made of the problem related to the diverse understanding of the purpose of institutionalisation. When conflicts arise regarding the understanding of the institution's goals by the clients, the worker and the

organisation tend to be rigid, as client's needs tend to be defined in terms of the service offered. The client's felt and expressed needs are normally overlooked.

The structures and procedures in institutions are not formulated on the basis of clients's needs but rather on how best the institution should function. Evidence of this can be seen both from the events of the place of safety and the handicraft centre for physically disabled. When it was realised that the place of safety is no longer a short term placement for children, efforts were made to cater for a long term placement for children. Even though this creates further problems for the children in that they loose their identity and contact with family structures. The writer will expatiate more on this matter when the model for policy formulation is discussed.

The fact that these institutions were merely handed over from the South African central government to KwaZulu, and no purpose and goals are known, creates problems that affect the client. In the sense that the client may not benefit from the programmes of the institutions as these are not based on client's needs but rather on what the institutions offer.

The absence of any evaluation of the impact of institutionalisation or programmes leaves a vacuum. It seems important and essential to discover how the programme has changed the client's life, and whether the programmes do indeed meet the client's needs.

The arrangements of institutional services are both inadequate and inaccessible. The reform school for boys, the home for the aged and the handicraft centre for physically disabled, all admit persons from all over South Africa. The criteria for admission is not based on whether the organisation can provide responses to the clients needs, but rather on their ethnic classification. The girl's reform school is the only one for African girls in South Africa and KwaZulu. As a result of this, like the other institutions, persons with a variety of needs are admitted. Social workers in institutions then find it difficult to provide programmes that can meet all the diverse needs of the inmates. Children admitted to reform schools get admitted because they have committed crimes. Their needs might be quite different. As one child might be needing love and attention whereas, as was mentioned earlier, some might have psychological needs, yet others might have basic needs of food and shelter. Children with these different levels and categories of needs all get

admitted to the same institution. Because of the small number of social workers in institutions and limited hours when they are available, social workers are not able to provide programmes that meet every individual child's needs.

#### INSTITUTIONS FOR ADULTS

The old age home and the centre for the physically disabled have both moved away from what was seen as the initial purposes. The old age home admits from the areas under jurisdiction of the central government, all those people who are no longer able to compete in the open labour market and can thus no longer be accommodated in urban or white farm areas. The centre for physically disabled has about 50% of able-bodied inmates. Some of the inmates at the institutions are people who are either widowed or cannot find employment. Some of the people come from what is called the "welfare houses" which are situated near the centre.

Welfare houses are allocated to people who fail to pay the ordinary township rent. These are people who would have rented a house, but due to certain changes in the family finances become unable to pay rent. They are then allocated the sub-welfare houses.

The centre is supposed to cater for physically disabled people from all over KwaZulu as well as from the central government white areas as long as they are classified "Zulu" according to National States Citizenship Act No. 26 of 1970. What does create problems, is that there was no housing allocated for them. Problems arise because there is no accommodation available for them in the centre and in the township. The state of affairs is what led to people being admitted to the centre from the welfare houses. This is another classical example of a conflict between professional/organisational needs and client's needs. The centre had to be seen to be doing something. Such that instead of addressing the problem that hindered the adequate utilisation of the centre by the physically disabled, another category of person was admitted. The reasons for admitting another category of persons were not based on the realization that the needs of the physically disabled were met. They were merely a means of failing to address broad issues. Which broad issues would have meant looking into the housing problem of the physically disabled who apply to utilise the centre. It could also mean evaluating the effects of the programmes of the centre on the lives of the physically disabled. When mention was made earlier on of social work services addressing minutiae and not broad problems, the writer had such instances in mind.

SUPERVISION OF SOCIAL WORK SERVICES IN KWAZULU

The Welfare structure in the Department of Health and Welfare in KwaZulu provides for three levels. There is the operational level which consists of social workers in the various districts, and the supervisory level which is constituted by Senior and Chief Social Workers and top management which is the Assistant Secretary and Secretary. The Supervisors have also the responsibility of promoting communication channels between the practitioners and top management. Abel also advocates for another role that supervisors can play. This is his view:

"that in social work, supervision is part of the life stream of our profession, a source of wealth to a worker under the right conditions. We have taken the easy way out: we have maintained supervision as we learned if fifty, thirty or ten years ago. Supervisors have not only failed to reconstruct our profession but they have also been content to be accepted by staff as a fixed entity, not a source of dynamic learning".<sup>8</sup>

A great deal of literature has been written on how to supervise. Changing models of supervision have depicted

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8. Abels, Paul A: The New Practice of Supervision and Staff Development: Association Press, 291 Broadway N7. 10007 p. 2.

the supervisor as overseer, the supervisor as counsellor and the supervisor and the supervisee in a reciprocal transaction.

Abels advocates for the synergistic approach; this is an approach which moves people to unity and minimize status and differences that separate them

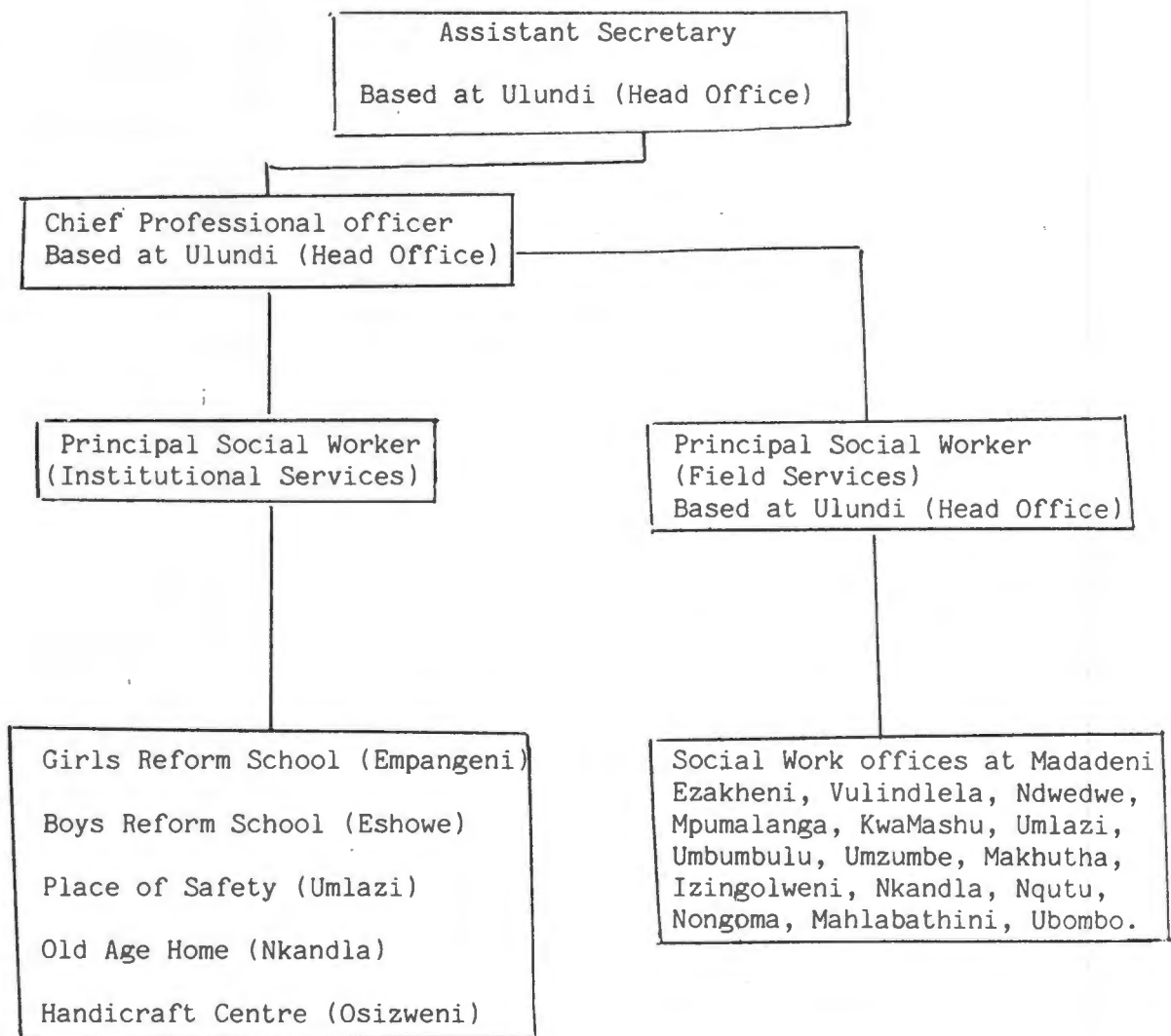
Even though these models seem different they are all aimed at developing both the individual and the service. This study is concerned with the relationship between practice and policy, supervisors in this context are seen as a means through which a reciprocal relationship can be struck between practice and policy.

Earlier, mention was made of the relationship between the assistant secretary and the social work practitioners. These two, that is the assistant secretary - Professional Services - and the practitioners are linked by the principal social workers who serve in the middle management. (See Diagram "B") The areas served by social workers in KwaZulu are so far apart that for one supervision session one has to allocate two days, if the supervision has to be effective. The one day is spent on travelling and the other on the supervision itself. Because of these

limitations, that is the distances and the vastness between the areas, it has not been possible in KwaZulu to increase the attention to the larger moral concerns. The moral concerns would help in determining when the organisational goals have been met; and to enable social workers to apply their professional skills. One can also conclude that one of the reasons that create gaps between policy and the implementation of that policy are among others, a result of an inadequate supervision structure. Supervisors serve as middle man. They communicate policy to practitioners for implementation and should in turn advise top management about the limitations and constraints in implementing policy. It is these limitations and constraints that should guide policy formulators about relevant issues to be addressed. These constraints and limitations can be identified through the supervision sessions. The difficulties experienced by persons in the supervision structure have added in extending the communication gap between practitioner and policy makers.

"DIAGRAM B"

ORGANIZATIONAL STRUCTURE OF KWAZULU'S DEPARTMENT OF HEALTH AND WELFARE INSTITUTIONAL AND FIELD SERVICES.



SOCIAL WELFARE POLICY IN KWAZULU

One common factor that marks the relationship between social policy and social work practice, and social welfare, is that these concepts are all concerned with human needs and problems. Whether the intention is to prevent new categories of need from affecting other people, or be it to prevent or alleviate the need from re-occurring. In social work practice the involvement or intervention of social workers can be preventative, rehabilitative, curative or therapeutic. Besides these activities there are other factors that influence the functioning of social workers. These define the auspices and resources under which the profession is practised. It is these professional resources that mark the relationship between social policy, social work practice and social welfare. Clarke enumerated four primary motives of social workers and social agencies. <sup>10</sup> agencies. These are the religious motive, utilitarian motive, humanitarian and professional motive.

Religious motive

Many religious organisations provide services to individuals families, societies and groups. These services are directed towards meeting certain needs. Religious bodies

and organisations regard giving as a virtue, and a responsibility that all religious organisations ought to fulfill. The utilisation of social workers for the provision of social assistance as shown by their involvement in the distribution of food parcels and clothing is an indication of the influence of the religious motive on Social Work and Welfare Service delivery.

#### Utilitarian motive

This motive is usually applied in business and industrial organisations.<sup>9</sup> Its aim is to ensure that better relations exist between the organisation and the employers. The latent motive is, however, to ensure that employees are productive and that they do not strike, or retard production in the organisation. The role played by the Social Workers in KwaZulu in relation to referrals from the Courts and in the applications for Pensions and grants is evidence.

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9. Clarke Helen I: Principles and Practice of Social Work  
D. Appletton-Century Company Inc. 1947  
p. 18

Humanitarian motive

The ethics upheld by the humanitarians is that those who have should have share with those who do not have. The historical development of the Social Work service in KwaZulu show how the humanitarian motive has shaped the provision of social work service. As caseworkers social workers in KwaZulu are concerend with what the individual client can derive from the Department, and not what the individuals needs are.

Professional motive

This motive is based on the need to render specialised and competent services according to certain specialised professional standards. These services can be directed to individuals, groups or communities. They are grouped into casework, groupwork, social administration and community work, and social research.

A feature that distinguishes professional social work practice from utilitarianism and religious motives, is that professional practice is characterized by (1) the fact that professional workers must undergo formal training at a university, school of social work, technikon or any

institution recognised and approved to undertake such training; (2) the training is characterized by certain theoretical orientations as are advocated from time to time through the national or professional associations, councils for the education and training of social workers; the Social and Associated Workers Act No. 110 of 1978 defines social worker as any person who hold the prescribed<sup>10</sup> qualifications and satisfies the prescribed conditions.

It is, however, clear from the operations of Social Workers' in KwaZulu that they do not apply adequately professional skills in their interventions.

#### INTERDEPENDENT RELATIONSHIP BETWEEN POLICY AND PRACTICE

The basic principles of social work practice are to help people to help themselves. It is this principle that should guide the social workers in their planning and delivering of services. In this chapter the concentration on examining the relationship between Policy and Practice

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10. Sec. 17 (1) of the Social and Associated Workers Act No. 110 of 1938.

will be given. Because both policy and social work practice are intended to address people and their needs, it is essential that both concepts should work to common goals. Gilbert and Specht summarise the interdependent relationship between Practice, Policy and policy formulation in the following statement:

The practitioner directly involved in the provision of services to clients, can play an important role in the formulation of, and is instrumental, to the execution of the policies that guide social service organisations. Indeed it is well recognised that in practice the separation of policy formulation from execution is a delicate division, more characteristic of a porous membrane than of a solid line of hierarchy.<sup>11</sup>

Social work practice cannot function in isolation, practice should not dismiss as immaterial the research for causes. It was out of practice rather than theory that a succession of graduate social work students and their teachers developed content - for a course of social work in multi-disciplinary setting. The example cited by Eleanor is

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11. Gilbert & Specht H: Dimensions in Social Welfare Policy  
Prentice Hall Inc. Englewood Cliffs NJ 1974.

evidence of the fact that practice does influence policy. This influence marks a contribution to the betterment of both the circumstances of the service consumer and the profession. In this example we see an instance where policy was enabled by practice to determine how social workers must function in order to work towards efficiency and effectiveness in service delivery. A classical example of an instance where policy and practice are geared towards the achievement of a common goal. As a result of this contribution by practice human service organisations are promoting and encouraging through their policies a multidisciplinary approach to service delivery.

CHAPTER 3

LITERATURE REVIEW

This chapter will make reference to a wide spectrum of what writers have observed, researched and discovered about the formulation of policies. This will assist in testing the validity of the assumption namely, that social work practice should make a contribution to the formulation of policy.'

Ghartey in his article on Consolidating Accountability for Development in Africa observed that Accounting systems that should provide adequate safeguards against fraud, corruption and other malpractices are themselves generally deficient in most Developing Countries<sup>12</sup>. The underutilisation of the communication channels within the Organisational structure in KwaZulu has resulted in the focusing of attention on mistakes made by individuals instead of concentrating on systematic or Organisational factors that are, the cause of laxity in promoting effective and

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12. Gartey, James R: Consolidating Accountability for Development in Africa. Working Paper No. 116, African Studies Center, Boston University, 1980 p.1.

efficient service delivery. The systems that should have made a contribution in the formulation of policy as outlined in the Organisational structure of KwaZulu have ignored this responsibility. As Ghartey states, inadequate accountability manifest itself in inappropriate policies. The social workers and the social work supervision who could have played a significant role in policy formulation have overlooked this responsibility. A remarkable observation is that policy speeches are delivered every year in KwaZulu and one wonders how the information and on what evidence are the policy decisions made. It is evident that the service providers, who according to the Welfare Structure in KwaZulu are the policy makers and the policy providers or practitioners, do not hold themselves accountable, not even to the service consumers. The fact that the Welfare Structure has grown in KwaZulu has not been on the basis of a need as expressed by the Community. Evidence of this can be deduced from the quality and manner of intervention by social workers. The intervention is primarily that of providing reports to Courts. These reports are mostly concerned about providing the Courts with information on the home circumstances of the client. The best that these reports do is to enable the Court to come some conclusion about the client or case.

Most writers on social policy emphasis the role that practice can play in the formulation of policy. Gilbert and Specht argue that the practitioner involved in the provision of services to clients, can play an important role in the formulation of policy, and is instrumental to the execution of policies that guide Social Service Agencies.<sup>13</sup> Social workers or practitioners in their involvement, interact with individuals, groups, families and communities. They also interact with the systems that affect these people. These systems are the Courts, Members of the Legislative Assembly, Local Authorities etc. By virtue of these interactions, social workers are in a situation that enables them to have primary and secondary information about the community and its needs. But as Gharthey points out they do not hold themselves accountable to anybody and therefore a situation arises where the Government fails to represent the public preferences. Harris Ralph and Seldon Arthur made the observation that most Governments especially in Developing countries promote individual ideological preferences at the risk of public preferences.<sup>14</sup> The inadequacies and

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13. Gilbert and Specht: Dimensions in Social Welfare Policy. Prentice Hall Inc. Englewood Cliffs N J 07632 1974 p.12.
  14. Harris Ralph and Seldon Arthur: Welfare Without the States. The Institute of Economic Affairs. 1987 p. 75

ineffective functioning within the existing structure does create opportunities for lack of accountability and even the promotion of ineffective policies. When the persons who are in contact with the community do not inform policy makers about what the circumstances are in the community, and if the policy makers do not probe from practitioners what the needs of the people are: then the policies and priorities are often decided on the basis of what people as individuals want and not what the community wants. When a situation like this arises then policies are formulated but can never be implemented as they have no influence and concern about community needs. Goodin also points out that "In practice policy is usually predicated upon a crude, implicit utilitarianism or contractarianism of one form or another. However, different these forms may be in other respects, they all share the common premise that we must respect the choices people make for themselves. The principle of respecting people's choices is also a means of allowing them the opportunity of deciding their destiny and thus enabling them to effect and act upon the choices that they have made and understand. This could well be one of the causes of policy related problems for developing countries. Developing Countries often inherit and adopt concepts and practice of other countries. This results in misinterpretations, and misunderstanding about the implications of these concepts.

This has been the case in KwaZulu and other Self-Governing States like Lebowa. When one looks at the development of the Welfare Service delivery, it is uniform even for Bophuthatswana, which is supposed to be an Independent State. All three Governments have the same historical development in relation to Welfare Service Delivery. The change from community affairs to the Department of Health and Welfare took place at the same time for all these Governments. Even the change in designations for persons on the structure was the same. It is important to understand that the actors in these structures should operate in such a way that they can introduce relevance in their intervention and involvement. In other words to understand their roles in terms of the prevailing circumstances in their various areas. Wilensky and Lebeaux advocates for the Residual and Institutional approaches to Social Welfare Policy. Even though these models are advocated and supported by other countries, the utilisation of these approaches must be determined by the circumstances in the environment. It would not be progressive simply to say, for instance KwaZulu needs a residual or an Institutional approach to policy making. It should be the circumstances and the level at which the communities are which should determine what approaches are adequate. In other words foreign concepts must be adapted to local situations.

Some of the consequences of the discrepancy between policy and practice are depicted by Nel. He states that the development of a capitalistic society has created needs that go beyond the rands and cents; such needs as loneliness, poor health and lack of mobility.<sup>15</sup> A situation like this arises when the formulation of policy is not based on the needs as perceived by the community. This is a classical example of the problem of policies that are utopian and have no input from the practitioners who are in touch with the community and serve on the structure that formulates policy. This is with reference to the pension system or policy which provides for monetary service and ignores the fact that the aged and handicapped have more demanding needs, and therefore, if the Government has to be effective and meaningful, the policy must be formulated on the basis of these needs.

Dye argued that "The economic development variables were more influential than political systems characteristic in shaping policy."<sup>16</sup> This evidence supports the approaches adopted by

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15. Nel, Z.: Poverty and the Black Aged in the Eastern Township Johannesburg. Carnegie Conference Paper No. 141, 1984 p. 5-6.
  16. Dye, T R: Understanding Public Policy. Prentice Hall Inc. Englewood Cliffs NJ 07632, 1972 p. 245.

encompassing community needs in policy formulation. The fundamental understanding of any Government is that, the Government is an Institution that is created by people on an understanding that this Institution will provide response to needs that affect the entire community. If it is realised that the community have common needs such as education, health, welfare etc. which are needs that every member of the community has. Then the Government is expected to play the role of providing ways and means of addressing these problems. It is on this basis that the Government gets mandate and authorised to collect taxes from the public. These taxes are seen as a means of providing resources to the problems. If the Government, operates with no regard to the community and its needs, then the Government is definitely irrelevant and its role and purpose is redundant.

An article entitled "Help or Hindrance" published by the Bureau of Communication, Department of the Chief Minister - KwaZulu, highlights some of the problems to demonstrate that policies in KwaZulu do not of necessity solve the needs of the community, or clients or service consumer. Reference is made in the article to the findings about the Social Pension's Act - that pensions and grants are a source of income utilized to support the entire family and not just the pension recipient. "It must be emphasized that the

individualized approach which underpins social pensions (in other words the social policy) is totally incompatible with the normative functioning of rural families, where individual identity is inextricably interwoven with family, clan or community ties.<sup>17</sup> Such problems can only be solved by strengthening the relationship between policy and practice. The fact that policies are formulated means that they are directed at influencing and affecting people's lives in one way or another. By virtue of their contact with the individual, the group and community, social workers have first hand information about the needs and problems that policy should be addressing if policy must be relevant, efficient and effective.

Social work practice cannot function in isolation, practice should not dismiss as immaterial the research for causes. Loeb Eleanor argues that "it was out of practice rather than theory that a succession of graduate social work students and their teachers developed content - for a course of social work in multi-disciplinary settings".<sup>18</sup> The example cited by Eleanor is evidence of the fact that practice does influence

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17. Nel Z: op cit, p. 6

18. Leob Eleanor: Some Concepts for Multi-disciplinary Practices: Social Work NY National Association of Social Workers Vol. 5, No.4, October 1960, p. 83

policy. This influence marks a contribution to the betterment of both the circumstances of the service consumer and the profession. In this example we see an instance where policy was enabled by practice to determine how social workers must function in order to work towards efficiency and effectiveness in service delivery. A classical example of an instance where policy and practice are geared towards the achievement of a common goal. As a result of this contribution by practice human service organisations are promoting and encouraging through their policies a multi-disciplinary approach to service delivery.

CHAPTER 4

METHODS, FINDINGS, INTERPRETATION AND CONCLUSION

METHOD

The material for this study was obtained from both primary and secondary data. The study utilises both the exploratory and descriptive methods.

Exploratory in the sense that the author held discussions with field social workers. The discussions aimed at exploring and obtaining as much information as could give direction of what format the data collection should take. During these field visits eighteen offices were visited, and discussion were held with about 60 workers. There is an average of about three social workers in each office. At the time when the study was conducted four of the districts had no social workers. There are altogether 26 districts in KwaZulu. These field visits were done between February and May 1986. Open ended and probing questions as well as discussions about cases and case records helped to give the author information about the social worker's manner of intervention. The information from these discussions gave an indication of what the problem was. It was established, for instance that the social workers intervention did not

provide them with any valuable information about the clients or communities needs. This made it difficult for social workers to provide policy makers with any factual information about the clients or even the community's social circumstances. The study set out to formulate a way of describing events, those concerned with the operation of social workers and also to look at the situations under which the social workers function. What their relationships were with policy makers or top management. As an instrument for collecting data a questionnaire "Annexure A" was sent to all social workers, social work managers or supervisors and to top management personnel in the KwaZulu Welfare Department. Although the Department also has members of the Health team the questionnaire was sent only to the welfare division. 90 questionnaires were sent out, and 86 completed questionnaires were returned. This means that there were about 81.7% respondents.

#### FINDINGS

Evidence from the research study showed that workers in KwaZulu at best served to interpret policy to the clients, and to define to the clients what the expectations were in terms of the Acts and regulations. The findings revealed that the social workers' role in KwaZulu, was merely to

health care of a community. It includes preventative,<sup>19</sup> promotive, curative and rehabilitative services.

By implication it therefore meant that social workers should have directed their intervention to health related problems. This assumption is also supported by the fact that after the proclamation of the Department of Health and Welfare in 1977, efforts were made to move social workers offices from the Magistrate's offices to offices within the hospital and clinic premises. The findings showed that there was a contradiction between the policy goals and the practice goals. Although social workers had moved to the hospitals and clinics they continued to render and provide statutory services and served as a supportive service to the courts. Social Workers were even appointed as probation officers.

The findings also revealed that whereas the policy advocated for a concern of health related needs, practice addressed itself to statutory policy related problems. As a result

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19. Searle and Brink: Community Health Nursing Guide I CHN  
001/1/1/1/82-83 Pretoria, University of  
South Africa 1982, p. 141.

enable the various courts to function. Perusal of the case records showed that intervention by social workers terminated after the worker had provided a report to Court, about the referred clients circumstances. In the case of the clients who are referred to social workers, the major criteria for intervention is dependant on what resources the Department has and not what the client's needs are.

It is clear therefore that, although social work professes to instil a professional approach to human needs and social policy formulation practically they apply only the other social welfare motives; the humanitarian; utilitarian and religious approach in their intervention. As a result of this social workers are not able to know what the real problem in the community are. They are involved mainly in providing social assistance. This only takes care of the symptoms and does not help in identifying the problem.

The findings revealed that there was no relationship or areas of commonality between the department's intended state (policy) and the intervention of social workers. The KwaZulu Department of Health and Welfare's policy (the Comprehensive Health Policy intends to provide for the total

of this conflict in goals, the impact of social work intervention is not easy to measure. This was clearly evidenced during the discussions when the social workers were requested to draw objectives for their respective offices. In all the offices the request for office accommodation rated highest in the priorities. This caused concern as it was not clear why the offices were rated so high. This can be seen as a normative need. In social work training there is emphasis laid on confidentiality and office privacy. This need often tempts workers to ignore the community's needs and aspirations. The conclusion about office accommodation being a requirement can only be arrived at once we know what the social work intervention hopes to achieve. To make an illustration, if the worker is involved in community studies or organisation arrangements can be made for safe storage of records and the worker could arrange to share the office on a part-time basis with other organisations in the area. The point being made here is not that offices are not a necessity but rather in drawing objectives, offices must be a means of assisting in the attainment of ends or goals.

The fact that social workers are appointed as probation officers has a variety of implications for their role. Because they are regarded as servants to the court, their

responsibility for "helping people to help themselves" becomes diffused. Circumstances that lead to this diffused role are (1) the social workers social status, (2) the second feature concerns the inherent "power differential" present between workers and client, (3) confusion, (4) dissatisfaction, disenchantment and even alienation.

Social Status: In general the social workers are more educated than the clients and often also come from higher social groups in that they have better houses, income and facilities such as cars, better clothing etc. This places the social workers on a higher social status than their clients. Information from interviews during evaluation was that social workers do not give clients enough information that would allow the worker-client relationship to operate at an adult-ego estate. Such information as; what the worker's name is, how the client can contact worker when the client wishes to do that, workers phone number, whether worker has specified office interview days, whether worker does or does not have objections to being visited at home, and any other information that would avoid the client being exposed to frustrating encounters. Which encounters subjects the client to being reprimanded when having acted outside the worker's expectations.

All these features contribute to keeping the worker on a higher social status than the client. The clients are not provided with sufficient information which would enable them to work independently of the worker.

Power differentials: Consumer based research by Mayer and Timms<sup>20</sup> identifies client's awareness of this aspect. The workers usually have more information and relations with the Court officials and are thus better suited to talk on behalf of the client. Reith<sup>21</sup> documented comments such as, "I was frightened to death", "I was terrified of going but I was desperate". Findings of a similar nature were detected in KwaZulu where the client's comments are often "Akukho engikwaziyo mina mntanami, umabhalane uthi ..." (There is nothing I know, my child, the clerk says ...) It must also be noted that clients refer to the social worker as the clerk. This throws light on the third problem area which is:

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20. Mayer J and Timms N: *The Client Speaks*: Routledge & Kegan Paul, London, 1907.
21. Reith D: I wonder if you can help me? *Social Work Today* 1 May 1976, p. 66.

Confusion: Because of their association with the courts, the clients often are confused about their contact with probation officers. The courts are understood by clients to portray punishment and rebuke and understand the social worker to be one of this team. They have difficulty in comprehending the social workers alleged "helping role". When some of the pupils at the Reform School were asked during discussions, if they knew what a social worker's role was, they said "social workers are the people who commit us into institutions". These debilitating and somewhat dehumanising constraints are some of the problems that cause clients to be dissatisfied and even alienated and as such cease to comprehend the helping role that social workers purport to play.

It was deduced from the discussions, that, not only the public and clients were unclear about the role of the social worker, but that the employing organization i.e. KwaZulu Department of Social Welfare also was uncertain as to what role they expected the social worker to play in relation to the rendering of welfare service. This confusion becomes even more frightening when one realises that social workers themselves were not sure what role they played. This was clearly evidenced in the discussions about the social worker's role in maintenance grant cases. Information

obtained during discussions was that the social worker's role was (1) to prepare a report and the purpose of this report is to ensure that the client is really deserving, that she is widowed, that she has minor children and to assess if she qualifies for a grant. (2) To undertake reviews. The purpose of a review is to ensure that circumstances have not changed and that a grant has to be continued or discontinued. Such a level of intervention calls for information gathering which can be done by a para-professional who has had in-service training in the relevant field. This confusion in understanding the role that professional social workers must play has resulted in tension and has made social workers very defensive. It has produced an atmosphere of self-torture where social workers are blaming the universities for the type of training given. This defensiveness is leading social workers to an unconstructive level. Instead of evaluating their services objectively and identifying where the problem lies, they are allowing themselves to operate even if they cannot establish what impact their intervention has on the clients and the client's needs. By holding Universities responsible for their shortcomings, the social workers reduce their ability of evaluating the situation objectively.

The findings from the discussion showed that:

1. It was not easy to determine from the present intervention strategies what the social worker's role was in relation to welfare service delivery. This led to a difficulty in evaluating the extent of the impact of the intervention on the client's needs.
2. It became difficult to establish whether or not policy and social work practice did concern or address problems and needs of individuals and groups within societies.

#### Interpretations

The interpretations and analysis of the questionnaire indicate that there is no relationship or role played by social work practitioners in the formulation of Social welfare policy in KwaZulu.

IDENTIFYING DETAILS OF RESPONDENTS

Table 1

Position Held	Table 1 (a)		Table 1(b)			
	SEX		No. of years in position			
	M	F	1-3	4-8	9-12	Over 12
Secretary	1		24	48	9	4
Ass. Secretary	1					
Chief Soc. Worker	1					
Sen. Sec. Worker	5	10				
Social Worker	9	58				
Other	1					
TOTAL	18	68				

Table 1 shows that of the 86 respondents 68 (79 %) were females and 18 (21 %) males. Most of the male hold top management positions like Secretary, Assistant Secretary and Chief Social Worker.

Indications are that the majority of respondents fall between the range over 1 and 8 years in the service. The fact that the majority of respondents have been in the service for over a year should enable most workers to be fairly conversant with the function, process and goals of the Organisation.

#### INFORMATION ABOUT POLICY MANUALS

Respondents were asked to enumerate policy manuals that are available in their respective offices. Respondents said they were not aware of any policy manuals in their offices. Other respondents gave a variety of types of policy manuals that they said they had in their offices.

A matter of concern is that respondents seem to have no uniform policy manuals at their disposal. Social Workers in KwaZulu have common methods of intervention, and are supposedly expected to be working towards one goal. The implications of these differences to policy and practice can perhaps be taken up as a separate study. These differences are an indication of diverse information for the achievement of goals. York's statement about "the absence of an information technology, adequate for the employment of full

rationality in human service decisions"<sup>22</sup> supports this assumption. No effective decision can be taken if persons having to make the decisions have little or diverse information. In their practice social workers are expected to make decisions about programmes and projects that will address the community needs. These decisions can only be effective if they are rational. Rationality would include a realistic, achievable decision about the distribution of resources. If social workers therefore do not have information about policies that effect their involvement and that of other people in the department this would affect the reality of the decisions they make, or they will always be making questionable decisions. Decisions that cannot be implemented because they have no relation to people's needs and aspirations.

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22. York Reginald O: Human Service Planning: Concepts, Tools and Methods. The University of North Carolina Press: Chapel Hill, 1982, p. 3-4.

POLICY MANAGEMENT COMMITTEES AND THEIR FUNCTIONS:

The findings was that it was only the people in senior management who said they were aware of the presence of the policy management committee. There were, however, different views about the functions of this committee. One respondent saw its function as "co-ordination of welfare services" three respondents saw its function as that of being involved in budgeting. Another respondent enumerated one of their functions as attending to office accommodation problems.

The senior social workers and social workers who constitute middle and operational management respectively said they were not aware of the existence of a policy management committee.

KNOWLEDGE OF DEPARTMENTAL POLICY

Only one respondent said he knew what the department's policy was and that it had been communicated to him in writing.

When practitioners have no knowledge of policies they become unable to determine or define organisational goals. Policy

serves to define the intended state or end-results and it provides a basis for planning. It also serves to create a framework within which to work. Because social welfare policy aims to address itself to people and their needs, the effectiveness and efficiency of policies can only be determined if these policies are applied to people's lives. Social workers work with people (clients) who are affected by these policies, so that it becomes essential for social workers to have a knowledge of these policies. In an organisation these goals can only be effective if objectives are formulated of achieving them. Objectives (the means to an end) serve to ensure that goals (policy intended state) are achieved. These objectives, if formulated in relation to policy, would constitute organisational objectives.

This lack of knowledge accounts for the discrepancy that was identified in evaluating the impact of the KwaZulu social workers intervention. The discrepancy showed that what was practiced was in conflict with what the intended state (policy goals) was.

CONTRIBUTIONS TO POLICY FORMULATION:

RESPONDENTS TO POLICY

TABLE 2

Contributions to Policy Formulation	SEX		TOTAL
	M	F	
Yes	3	1	4
No	10	42	52
TOTAL	13	43	56

The answers to question 10 (limitation and constraints to policy formulation) indicate that policy formulation is not a joint venture. 31 (36 %) Respondents to question 10 said the limitations to policy formulation are that policies are formulated at top management and handed down to the practitioners.

FREQUENCY OF USE OF CERTAIN GROUPS FOR POLICY QUESTIONS AND

CONCERNS:

PERCENTAGES IN TABLE 4

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	NEVER	ALWAYS	OCCASIONALLY
Professional Associations	0	0	7
Commission of enquiry	30	0	0
Other organisations	0	0	4
Task forces	14	0	0
The academic community	0	5	0
The service consumer	11	0	0
The service deliverer	11	0	0
TOTAL	66	5	11

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The purpose of using outsiders in determining policy questions is to draw information from groups that represent all sectors of the community and who are supposedly aware of community needs. The fact that most respondents said they never used any of these groups is indication that practice does not make efforts at understanding the needs of community members and policy is formulated outside the knowledge of community needs. Schorr writes that

"Administrators often do not want to hear reasons for change. When approached from the outside administrators may respond that no practitioner has raised the question".<sup>23</sup>

The problem outlined earlier on a gap or discrepancy between policy and practice in KwaZulu demonstrates an area of communication gaps between top management, middle management and the operators. In any organisation, policy or decision-makers constitute top management. The directors or administrators have the responsibility of interpreting policy and formulating organisational goals aimed at the achievement of policy objectives and the direct service staff of social work practitioners have the responsibility of implementing policy and the organisational goals.

The fact that the Department's policy (comprehensive health policy) was never implemented indicates a breakdown in communication between the policy formulation, interpretation and implementation.

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23. Schorr Alwin L: Professional Practice as Policy. Social Service Review, June 1985, p. 190.

KNOWLEDGE OF LEGISLATION GOVERNING SOCIAL WORK PRACTICE:

There were 34 respondents who said that the legislation governing social work practice was the Social and Associated Worker's Act, 14 enumerated the National Welfare Act. This question was raised because of the concerns identified where social policy has tended to be viewed idealistically as the means by which a utopian dream of social welfare philosophy will become a reality. Indeed some practitioners have tended to split policy matters into macro and micro levels of policy. Yet both these levels have a relationship one to the other.

INVOLVEMENT OF WORKER IN PLANNING PROCESSES:

Social planning is related to social policy in that both concepts are concerned about issues of decision making, ameliorating suffering and addressing social problems.

Planning is concerned with decisions on how best to bring about change whereas social policy is concerned about making decisions about the type of change, development and end-result required. Because the purpose of policy is to provide a basis for forward planning in the allocation of effort and procurement of resources, it is essential for

practitioners to have knowledge and skills of the planning processes. 6 (7 %) Respondents said they occasionally get involved in planning for social work student training. 3 (3 %) Respondents said they occasionally get involved, in budgetting. The majority (90 %) of respondents said they never got involved in any planning.

The findings showed that direct service practitioners' major functions are remote from final decisions about policy formulation. Their intervention is inclined to concentrate more on the development of inter-actional skills, how to relate with clients, colleagues and community leaders and groups.

### CONCLUSION

This section reviews the findings of the research, discuss the conclusion drawn from them, and examines the direction they give on the research question and hypothesis provided.

The analysis of the findings indicate that the present social work functions in KwaZulu served only as a means of interpreting and implementing statutory policy. This analysis can also be given as follows:

1. It was also established that the communication links between the policy makers and the policy interpreters/implementors are not very effective. This shortcoming results in conflicting interpretations of policy and goal attainments.
  
2. The present manner of intervention does not enable the social workers to render services to people whose needs fall beyond the prescribed legal (policy) boundaries. The problems relating to this state of affairs were discussed in Chapter 2.
  
3. The present social work intervention applies a generalistic approach which is too simplistic and does not permit for a comprehensive professional input.

Generic social workers do not have the time to analyze, diagnose and attend to specific needs of people, as they have a variety of types of problems to handle. This also results in Social Workers being involved in non-professional routine work.

The above limitations in the social work practice account for some of the reasons that have created concerns about the profession, its lack of professionalism, the problem of addressing minutiae issues and the absence of a working relationship between policy formulation and practice.

Concepts, such as policy and practice, are supposed to be addressing and affecting people's lives, in other words, are concerned with social welfare, it is expected therefore that they work towards common goals in their efforts. Any discrepancy between the two creates not only goal conflicts but also affects the distribution and mobilisation of resources. In all human service delivery the distribution of resources is always a problem that social planners are battling to overcome. This is also true of KwaZulu which is facing a number of social and structural changes. Hardiman and Midgley make the point that the remedial (casework) intervention approach used in social welfare services in the Third World is generally "incompatible with the cultural and social realities of developing countries".<sup>24</sup> The consequences of these changes are a breakdown in the structures which had the responsibility of providing for all individuals in society. Human service delivery must thus establish programmes which will reinstate or substitute these structures. This will also serve to endorse the recommendations contained in the

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24. Hardiman Margaret & Midgley James: The Social Dimensions of Development: Social Policy & Planning in Third World: John Wiley & Sons Ltd. Chichester, New York Porisbane, Toronto, Singapore, 1982, p. 256.

Buthlezi Commission that the overall goal of integrated health, welfare and other related services should be total community development, which should work towards community decision-making and community commitment.<sup>25</sup> The matter of resource distribution is a wide field which encompasses various types and categories of persons. These include (i) the target group whose lives and needs policy aims to address, (ii) the policy makers or decision makers, (iii) the administrators who are responsible for interpreting policy, and (iv) the practitioners who are charged with the responsibility of implementing policy.

Man is not only gregarious but also has a need for one another for the fulfilment of certain needs. Because of this interdependency man has to formulate ways and means of promoting this relationship. One of the ways devised for perpetuating interdependency has been by formulating rules, laws and policies that define the nature of the relationship of man to man. In spite of these good intentions, the formulation of policies does not always help promote welfare and good relationships among the individuals.

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25. Buthlezi Commission: The Requirements for Stability & Development in KwaZulu and Natal: H & H Publications, Durban, 1982, p. 420.

## CHAPTER 5

### WHY SOCIAL POLICIES FAIL

The previous chapter outlined some of the alleged discrepancies which are assumed to have contributed to the hindering of a meaningful and effective contact between policy makers and practitioners. This chapter is dedicated to pointing out those issues, practices and procedures that render social policies to fail meeting the objectives set. It is important to stress that most organisations and even government departments do have policies to pursue certain ends. It was discovered that even the Department of Health and Welfare of KwaZulu did have a policy. The practical encounters that we must guard against are some of the issues discussed later in this chapter. It is often realised that policies are formulated but due to certain political and organisational procedure these policies either never get implemented or even disseminated.

The failure in policy directives and implementation can be attributed to:

- i) Lack of planning
- ii) Unco-ordinated planning
- iii) Lack of skills and knowledge about policy formulation

- iv) The communication process
- v) The organisation for service delivery
- vi) Evaluation

1. LACK OF PLANNING

York enumerates five elements that are encompassed in the definition of planning. Although these serve to define planning, they also throw light on the extensiveness and complexity of the planning process that should be undertaken in policy formulation.

These elements are that (i) planning is future oriented. Planning is related to policy formulations in that both are concerned about making decisions about certain types of change or end result, (ii) planning is a continuous process - so is policy formulation. Once a need has been met it no longer manifests itself in any human behaviour. For this reason planning for policy formulation has got to be continuous, in order to cater for emerging needs, (iii) planning has no rightful place apart from decision-making. Whereas the purpose of planning is to facilitate the

decisions about type of changes or<sup>26</sup> development required, (iv) planning is goal directed.

The issue of goal attainment is crucial both to planning and policy formulation. The determination of whether policy has achieved what it set out to achieve would be by planning programmes that are in response to policy goals. In this way the input would promote the relationship between the goals as highlighted by policy and the promotion of similar goals by practice; (v) planning relates means to ends. This endorses the common grounds of policy-making and planning, which grounds are concerned with ameliorating suffering and reducing problems. Planning serves as the means and policy defines the end result.

## 2. Unco-ordinated Planning

The policy consumers, social work practitioners, and administrators constitute a resource group for policy

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26. York Reginald, O: Human service Planning: Concepts Goals and Methods: University of North Carolina Press, Chapel Hill 1982, p.12.

formulation. The resource groups enumerated above have a vital role and important contribution to make in the policy formulation cycle. These roles will be discussed further when the model is formulated. At this point it is important to note the interpretation of the role they can play in the planning stage for policy formulation planning process. In KwaZulu the planning for welfare services was done by the central government. As a result of this the provision of welfare services in KwaZulu continued to pursue the policies and aims that had been formulated by the central government. This practice of planning being done without involving all the resource groups (which are policy consumers, administrators and practitioners) seems to have been carried over to KwaZulu. As a result of this unco-ordinated planning process, the policies are formulated but never implemented. The report of the Committee of enquiry into the payment of social pensions in KwaZulu refers to two issues. (The Nattrass report).

- i) KwaZulu's pensions system
- ii) KwaZulu's pension system related to that of Transkei, Bophuthatswana and Ciskei.

It is evident from the report that the pension system as administered by kwaZulu remains the same as was administered by the central government.

The report highlights the growth in number of pensioners and not a change in the pension system which is different from the one introduced by the central government. The intention is not to imply that all measures introduced by the central government should be changed, but the point being made arises from the problems and findings identified in the social work practice, that social work practitioners had no contribution in the formulation of social welfare policy. The causes of such problems can be attributed to unco-ordinated planning which results in goal conflicts and in unresolved problems about an equitable distribution of resources. This was clearly evidenced in KwaZulu where there is a high concentration of practitioners in the urban areas, while a number of the rural areas remain with few or no social work service at all. This has implications for policy formulation in that the needs of the rural communities have no structured channel through which they can be channelled. Bradshaw's definition of need identified four types of need - the felt need, the expressed need, the

normative need and the comparative need. The assessment of need in the formulation of policy must differentiate and realise the significance of these categories of needs.

Nzimande emphasises and argues that, "adequate social welfare services are not crisis measures. They should be fully intergrated into the national life of the people".

Co-ordinated planning will promote programmes and projects as well as policies that are based on real and factual circumstances of people and not on the symptoms of the problem or programmes that have no impact on the problems.

#### Skills and knowledge for Social Policy Formulation

The various resource people or actors that should be involved with policy making should have the relevant skills and knowledge of the roles they have to play in the formulation of policy. The practitioners should have skills in community study and needs assessment. The social policy planners need both analytic and interactional skills.

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27. Bradshaw Jonathan: The Concepts of Social Needs: New Society 30/03/72, p. 640

28. Nzimande S V: Social Change & Family Support Systems in the Rural Community in KwaZulu. Unpublished Dissertation for the Degree of Doctor of Philosophy - UNISA, January 1985, p. 233

The analytical skills require knowledge about such processes as data collection, needs assessment, measurement and quantification of problems, resource mobilisation and distribution, ranking priorities etc. The interactional skills require knowledge of community and structural networks. The ability to differentiate and understand the roles of the various groups such as influential decision-makers, the role of expert and experiential knowledge in needs definition are crucial in the planning for policy formulation. Yelaja's statement which is quoted below supports this notion:

"The admission of students to this specialisation (policy planning) should be based not only on interest but also on demonstrated qualities and abilities. Some of these might be a greater awareness and concern for social issues, personal commitment to social policy goals, previous professional experience in related areas of social policy and planning.<sup>29</sup>

The responsibility for policy formulations and key decisions on the content of policy issues are in the charge of personnel with very little training and experience in

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29. Yelaja Shankara A: Social Policy Practice: Journal of Education for Social Work, Fall 1975, Vol. 2, No.13, p. 102.

in related issues like behavioural sciences, motivation and communication. Wilkerson, as cited by McKendrick write "There is nothing more pathetic than a group of clinically oriented social workers trying to do social planning and community work tasks for which they are not equipped - in the Republic the vast majority of social workers who occupy management positions have arrived there along the clinical road; therapeutic practitioner, supervisor of therapists and then suddenly a manager".<sup>30</sup>

3. Communication Process

Communication plays a vital role in planning for policy formulation. Because of the number of resource persons involved in this process, it is important that trust, empathy and co-operation be adopted in any efforts that aim to promote common goals of policy matters. An overemphasis on "hardware" as a means of communication can result in these areas being

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30. McKendrick Brian: Programme Proposal in South African Welfare Planning: Social Work Journal, Vol. 2, No.3, August 1985, p. 157.

overlooked. An example that can be cited is the use of workshops as a means of communicating standards, norms and expectations. The limitations with such a form of communication is that individual needs tend to be treated collectively. Such levels of communication, especially if they are used to replace other means of communication, (such as supervision sessions, motivation and staff development) often fail to establish common perceptions by the various parties and levels of management. When such omissions occur, planning for policy formulation becomes very incremental, and can result in the situation such as the one Young refers to in his discussions on the causes of goals conflicts. These are (i) goal conflicts arise when there is a lack of agreement as to whether a goal should be regarded as a means to an end; (ii) lack of agreement as to the value that should be assigned to an end goal; (iii) lack of agreement as to relative values that should be assigned to an end goal; (iv) Goals that are not commonly held and (v) Goals that are basically

antagonistic to each other.<sup>31</sup> These conflicts can only be resolved by joint sharing and communication between all policy resource persons.

4. Organisation of Service Delivery

The lack of a clear government commitment and national policy on welfare matters has resulted in welfare matters receiving low priority even in the allocation of resources. This limitation can be observed even in the implementation of the broad national welfare policy which is outlined in the National Welfare Act No. 100 of 1978. This Act makes provision for the establishment of welfare council. "Members of the Council shall be appointed by the State President from persons who in his opinion have expert or special knowledge of experience of social problems, and who are able to make a substantial contribution to the combating of such problem (Section 2(b)). The functions of the Council shall be to advise the Government in relation to the general policy which

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31. Young Robert: Goals and Goal Setting: Journal of American Institute of Planners. March 1966, p. 79.

which should be followed to promote and ensure the social stability of the inhabitants of the Republic and to prevent social decline (Section 3 (1) (a))".

In order to fulfil this function the council would need to be advised by persons who are in contact with the target group (policy consumers or "clients") about the effects and impact of policies or policy-related programmes, as well as the needs and problems of the communities. There is, however, no viable, no visible structure or link between the council and social work practitioners. In fact most social workers have no idea of who the members of the council are. Upon investigation the writer was informed that the council has run workshops. The limitations of this have already been discussed above. Workshops cannot be effective if they are used as a substitute for interactional relationships and a substitute for communication channels.

In the previous chapters reference was made to the vast distances between the practitioners and their supervisors. These geographic distances often result in social workers operating in isolation with very

little encouragement, support and practical help from other colleagues or supervisors. This state of affairs often results in goal displacement - where each individual does as he deems best.

The nature of the bureaucratic structures in KwaZulu is such that the employees performance appraisal is influenced more by the workers adherence to rules, procedures and regulations than on his contribution to the achievement of organisational goals.

The emphasis and importance placed on seniority impedes organisational growth and performance. Very often a pluralistic approach is adopted where even if problems are identified they are put on the agenda and are never discussed, or if they are discussed, no resolutions are taken, alternatively if resolutions are taken these never get implemented.

##### 5. Evaluation

Weiss sees evaluation as studying a program that intervenes in people's lives with the intention of causing change, evaluation can often make direct

inferences about the causal links that lead from  
32  
program to effect.

In KwaZulu the failure to evaluate has resulted in a number of problems. In the discussions that was undertaken in KwaZulu it transpired that because of the lack of evaluation even at a simple level, there were wrong assumptions held about welfare service delivery:

- a) The assumption that social work intervention addressed social needs - whereas in reality it only addressed the needs for the courts.
- b) There had never been a realisation about the discrepancy between the Department's policy and practice.

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32. Weis Carol: Evaluation Research (Methods for Assessing Effectiveness) Prentice-Hall Inc., 1972, p. 7

- c) There has always been a concern about social work addressing minutiae and not broad issues and yet the fact of where the problem lay could not be identified.
  
- d) Failure to evaluate the impact of policies on the target groups has often resulted in workers justifying their intervention without providing evidence of what the impact of policies on the target groups has been as a result of the policies and/or social work intervention (practice).

This state of affairs promotes a type of service that does not account for the affectiveness and efficiency of the practice.

Programmes and projects are allowed to develop and go on with no empirical justification for their existence and effect. A situation like this makes one conclude that the purpose of providing a service is to promote the existence of the organisation and not to create an organisation that responds to community needs.

In the preceding Chapters attention was paid to examining the provision of social work services. In Chapter 2 the various services were discussed. These also threw light on the role played by Social Workers in KwaZulu. The following chapter will attempt to give a model that aims at alleviating all the problem areas discussed in the previous Chapters.

CHAPTER 6

THE PROPOSED MODEL FOR SOCIAL WELFARE POLICY FORMULATION IN  
KWAZULU

In the proposed model for social welfare policy formulation, ways and means of overcoming some of the limitations and shortcomings in the present structure and service delivery are suggested. This means that the model does not propose to do away with the present service and structure as they have a contribution to make. Rather, it proposes an extension and perhaps slight modification of the present system.

Issues to be addressed are:

- i) The relationship between practice and policy (Planning)
- ii) Professionalism in service delivery (Implementation)
- iii) Future directions (Evaluation)

Figure below serves to demonstrate the present relationship between:

1. the community, target group or client whose needs are addressed by policy.

2. policy formulators or decision makers and (3) service delivery or practice.

A one way channel of communication where practice only interprets policy for implementation.

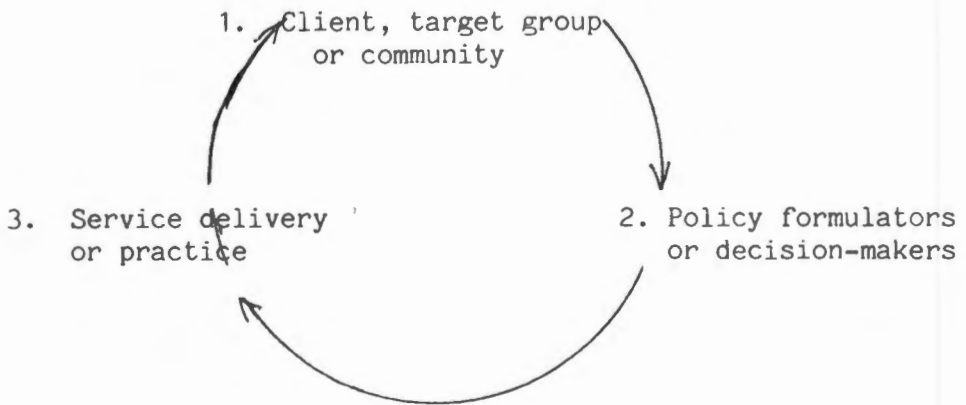


Fig. 1.

### Planning for Policy formulation

#### Stage 1 Identification and Definition of Needs

The purpose of problem identification in policy formulation is to help the worker to understand and individualise the situation he is dealing with. In describing the content of

problem assessment, Pincus and Minahan<sup>33</sup> enumerate five processes that should be undertaken:

1. Identifying and stating the problem
2. Analyzing the dynamics of the social situation
3. Establishing goals
4. Determining tasks and strategies
5. Stabilizing the change effort

The fulfilment of all these processes require certain skills and knowledge from the worker. Too often worker and decision-makers ignore these steps or define the problem from very limited data and information. The result is failure to focus on the conditions that society deems undesirable or problematic. Before the workers can come to a conclusion about what the problem is, he needs to have gathered information and analysed the situation. To be able to do this the worker must have had training in the related fields such as social planning, research, administration, organisational behaviour and community

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33 Pincus A and Minahan A: Social Work Practice: Model and Method: F E Peacock Publishers Inc. 1973, p. 103

study. These course are not included in the undergraduate curriculum. This means that persons to undertake this responsibility must have done postgraduate studies in the relevant areas. Once the needs have been identified the findings can be communicated to the policy makers to enable them to formulate policies that are directed at ameliorating the identified community needs:

The diagrams in Figure 2(a) and (b) illustrates the importance and relevance of the relationship between policy and practice.

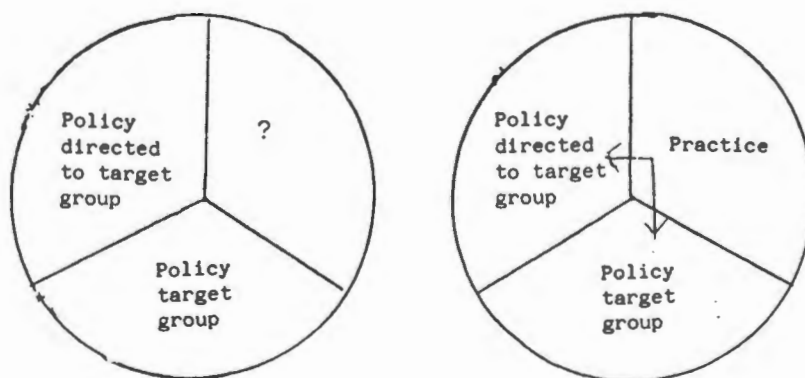


Fig. 4

(a)

(b)

In figure 1(a) we have an illustration of a case where policy is formulated and directed at addressing the needs of a certain target group. There is no machinery to link the intentions (policy) with the intended state, which state

would be the effects of the policy on the target groups needs. The result would be that we end up with a policy that has no influence or effect on people's lives, nor their needs. In such instances policy remains as a wonderful document filed in some office, and the needs of the community remained unresolved.

### Implementation

In figure 2(b) the introduction of a third level, that is practice is introduced. Practice serves to link policy to the target group. The co-ordinating role by practice can take two forms which are:

- i) The practice level can interpret policy to the target group for implementation. Practice and policy would have no concern about the effect and implications of policy on the broad community needs or those needs that fell beyond the policy parameters.
- ii) The practice level can also analyse and evaluate the impact of policy on the target group. If policy does not achieve the intended state of affairs, then practice can play the role of advocate on behalf of the target group.

In figure 1 the downward channel of communication is depicted, where policy is interpreted by practice to the target groups. The model proposes therefore an introduction of a level that will evaluate policy to establish whether policy did address community needs, and if there were those people whose needs fell outside the parameters of policy then policy makers should be informed of these to enable them to take effective decisions about type of policy to be formulated.

#### Skills in policy formulation

The second reason to support the proposal for an extension of the existing services is that the present personnel do not have the time to undertake an extensive problem assessment as would best benefit the circumstance, and also enable the workers to plan and analyse their work in such a way that policy and practice work to similar goals. The proposed level in the structure would thus consist of personnel who have the relevant training and because their involvement would be directly and only concerned with problem identification, assessment and analysis they can thus plan their intervention in such a way that both the policy makers and the target group or community needs are effectively and rationally planned for.

In figure 2(b) we have an illustration of a structure that operates from the client or target group. The role of the social work planner becomes that of identifying and assessing problems. In this area of problem identification the entire planning would promote a relationship where practice advises policy and policy would in turn include in its planning the appropriate distribution of resources and structure that would provide a basis for forward planning in the distribution of resources on an equal bases (the criteria for equality would be based on the extent and shared definition of needs). If this responsibility was to be stated in simple terms, the following division would distinguish the different roles, which are however, both geared to achievement of common goals:

Practitioner or Planners

role

Undertake community studies and research to determine community levels of identifying need and assess conditions that are defined as problematic

Policy or decision makers'

role

Define policies that will alleviate problems identified. Provide resources and structures that will (i) Facilitate the achievement of policy goals. (ii) Mobilise resources for achievement of policy goals.

The model proposed on page 93 (figure 3) would make social work intervention more effective and professional.

It is hoped that by introducing specific programmes, social workers will be able to realise the importance of creating responses to needs. The programmes will vary in nature and size depending on the needs expressed. The professional input will be expressed through the various programmes. The rehabilitation and counselling programmes will, for instance, allow for the application of such theories as family therapy, psychotherapy, behaviour modification etc.

In order to guard against the temptation of fitting people to a programme regardless of whether it meets their needs, regular evaluation of the impact of the programmes must be undertaken, and close communication will have to be encouraged with the other levels in the structure. That is the social planners or policy analyst level. This relationship will help to provide the policy analysts with information about the category of needs that the programmes do not meet.

The process of policy formulation is dependant on a number of variables. These are the purpose for formulating

policy, issues and concerns that the general public or community feel are important. The policy analysts must therefore also consider these variable, by liaising and communicating with the political leader in order to understand the purpose for policy formulation, they must also communicate with community members to establish community needs as well as understand the culture and standards of operation of the community. Merely understanding the situation without playing the role of advocacy can lead the worker to an ineffective level of operation. The worker has to understand that his role is to facilitate the attainment of an expression of the concern by society for its members which for the purposes of this study means a concern for the community's social welfare.

The policy analyst's role would include:

- a) Being involved in policy analysis - an exercise of prediction based on the application of social science theories, information on how policies being considered can be expected to work out, the costs of the programmes.

- b) Undertaking extensive and comprehensive demographic and community studies in order to determine felt and expressed needs of the communities as well as an equitable and efficient distribution of resources.
  
- c) Creating and encouraging an effective communication link between the community, the social work practitioners, policy analysts and policy formulators. The aim of this is to promote co-ordinated planning efforts and to direct resources and efforts to a demonstration of a concern for individuals, groups and community needs.
  
- d) Evaluating the policies in order to arrive at the answer of whether programmes work in the way that was intended by the policy designers and whether these intensions meet community needs.

Figure 4 shows the sources from which the policy analysts or planners will draw their information. The information will be used to guide policy makers in their decisions about issues and matters that policy should encompass.

The nature of the structure in any organisation should be such that it promotes the achievement of policy goals. This

means that even the first level in the structure (the present level that is responsible for interpreting statutory policies) must be scheduled in such a way that it promotes a professional input and offers a guide to policy formulation.

Professionalism in welfare service Delivery

In order to facilitate the introduction of professionalism in the social work service delivery and also to provide a basis for guiding policy formulation the following model is proposed for probation services or statutory services.

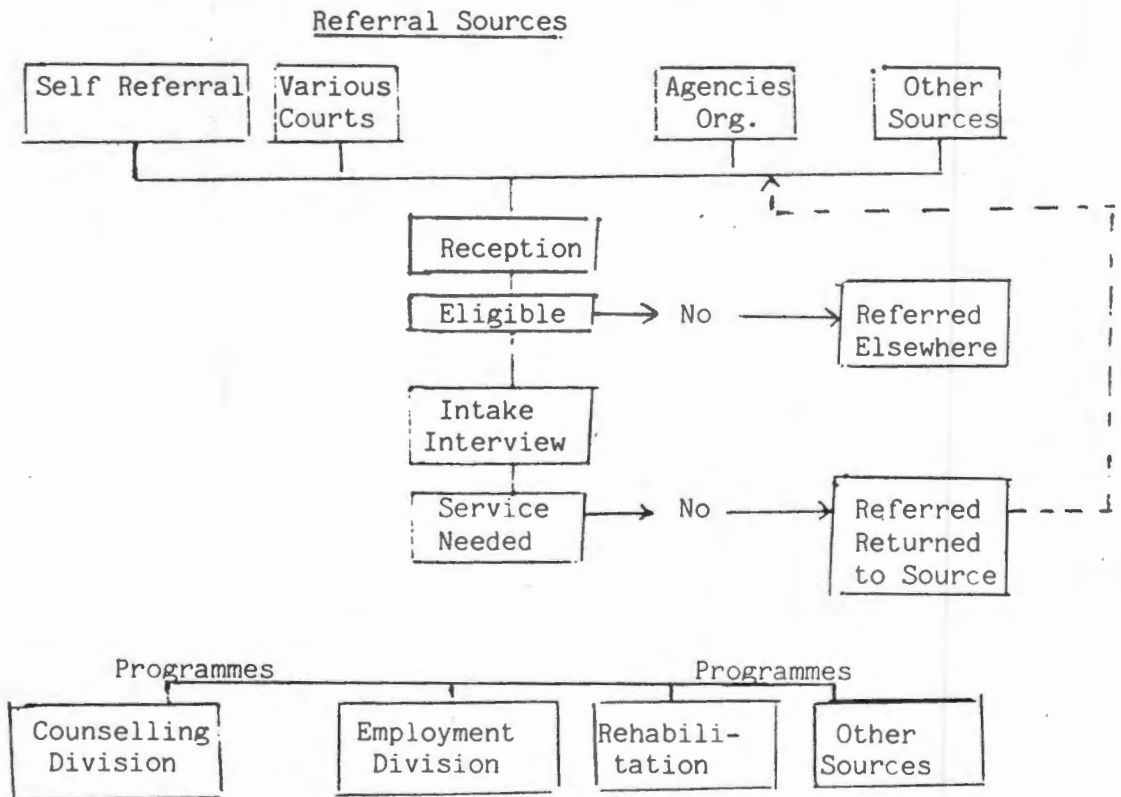


Fig. 5.

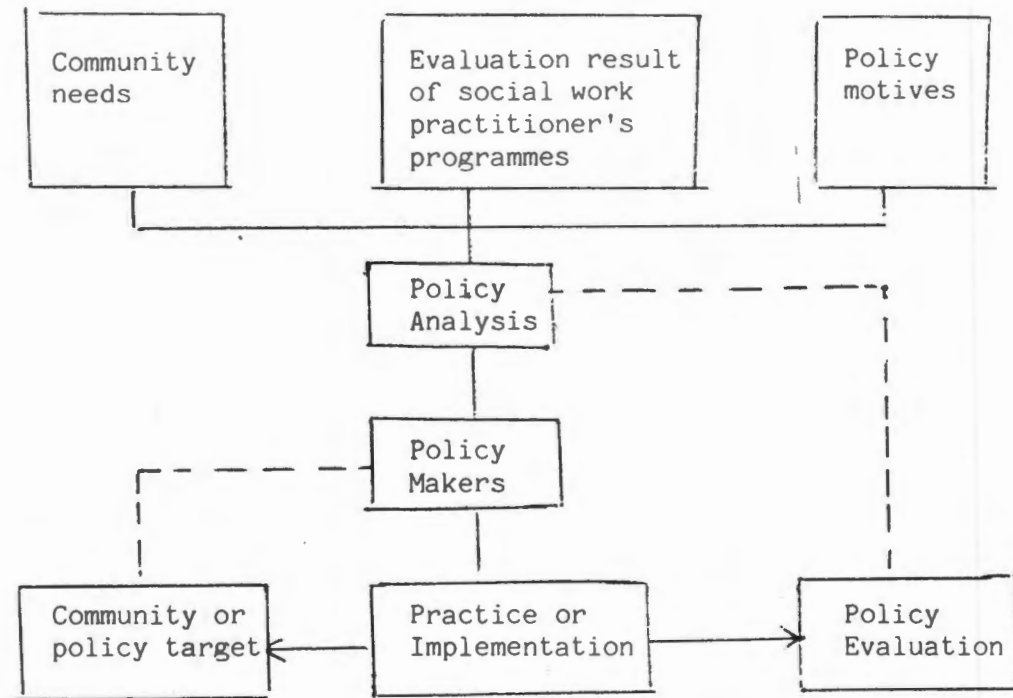


Fig. 6 The Social Welfare Policy Formulation Circle.

### Evaluation

The policy evaluation results as well as the needs that fall outside the parameters of the policy will in turn form part of the information that must guide policy analysts in their decisions about issues that policy makers can consider in the formulation of policy. Figure 3 and 4 illustrate the complete policy formulation cycle. Figure 3 shows the existing structure with a few modifications which it is hoped will promote a certain level of professionalism in social work service provision. Figure 4 represents the proposed extension in service delivery.

The persons who will serve as policy analysts will be drawn from the present Welfare Structure that exist in the Department of Health and welfare. This structure was discussed in Chapter 1. Social Workers, Members of the Legislative Assembly, Members of the Local Authority and representatives from the community who have been involved in implementing policies, will constitute and play the role of policy analysts. These will be representatives operating at the various districts. Most of the districts in KwaZulu have these members.

The social workers will provide an input from the evaluation results of their programmes. The programmes are shown in figure 5 of this chapter. This will be a contribution from caseworkers. Other contributions will come from the evaluation results and needs identified from the operations of the Private Welfare Organisations. The Private Welfare Organisations represent the community in that they form part of the community and deal with problems that affect the community. The rationale for involving the local Authorities and the Members of the Legislative Assembly, is that they sit in the Legislative Assembly. Although it is observed that there is presently no communication link between the Minister and the Members of the Legislative

Assembly it is hoped that the co-ordination that is encouraged, will promote the creation of an effective contribution by the policy analysts.

It must also be appreciated that KwaZulu is a developing Third World Country. The idea of utilising the persons in the existing structures as policy analysts must not be seen in the context of sophisticate First World Country.

This is a introduction of the utilisation of the available resources. This may also be a challenge to the Government to realise the importance of relating appointments to the role that the individual will play. The social workers will be challenged to apply professional skills and knowledge in their intervention.

A question for many who understand policy formulation is how to account for the mechanics of the political systems. On this issues an encouraging ally can be found in Jenkins. He argues that a focus on the internal structure of political systems draws us towards an organisational perspective on policy and to a realisation of the importance and potential influence of the administrative sphere.

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34. Jenkins, W I: Policy Analysis. A Political and Organisational Perspective. Martin Martin Robertsons & Co. Ltd. London N: 8HL 1978, p. 65.

## CONCLUSION

Ever since 1971 when KwaZulu was proclaimed a self-governing state, welfare service delivery became a responsibility of this government. These services have never been evaluated to establish what the impact of social work intervention was on the lives of the people served. This study thus ventures into a relatively unexplored field. To evaluate the impact of social work practice (intervention) and to establish whether there is any relationship or interdependency between social work practice and policy formulation. Finally to propose a model for social welfare policy formulation in KwaZulu.

The findings revealed that there were discrepancies between these two concepts. Practice must provide guidelines upon which policy must be formulated and in turn policy must guide practice about the programmes that address community needs. In order to bridge this gap this study examines and suggests a model for policy formulation. The model proposes an extension introduces another level in the structure. A level that will consist of policy analysts whose role will include studying and analysing community needs, analysing and evaluating policy and programmes.

In this way a relationship will be struck between social work practice and social welfare policy formulation. Such that policies are formulated on the basis of community needs, as identified by the policy analysts. Social work intervention would serve to interpret and implement policy programme which programmes will be analysed and evaluated.

Evaluators who are not part of the organisational structure often encounter problems in announcing their findings or even getting co-operation that will allow them to do scrupulous evaluations. This model proposes means of minimising this problem by having the policy analysts as part of the structure and with a responsibility of evaluating the impact of the service and intervention.

Figure 3 introduces an approach that should promote an application of professional skills in social work intervention. The model provides responses to all the concern that the study set out to overcome, which concerns are:

#### Professionalism

Both levels of practice will be able to apply professional skills in the delivery of welfare services.

As shown in Figure 2 the social work practitioners will plan for programmes and projects aimed at addressing the identified needs. The policy analysts will also apply professional skills in their identification and assessment of needs, and in the evaluation of the impact and effect of the programme and policy.

#### Social Work Intervention

It was established that the present intervention serves to interpret statutory policies, the model proposes an extension of this intervention, which will introduce a level of service that will advocate for the formulation of policies that take into account the dynamics of communities. These dynamics have a bearing on the interpretation and definition of needs. The fact that the analysts will study the broad community needs means that the model encompasses the various activities and concerns of other institutions like education, health etc. It therefore addresses the overall general (welfare), as all these institutions collectively constitute communities.

### Linking Policy to Practice

The introduction of policy analysts in the structure will create a link between practice and policy. As the role of the analysts stretches to cover community study, needs assessment and evaluation, this should create a platform for the analyst to relate not only policy to practice, but also to ensure that both work to common goals. By working to common goals both policy, practice and through the contribution of the analysts, it is hoped that the broad welfare concerns will be addressed. The evaluation will identify areas of further needs to be addressed.

### Recommendations

The findings of this study endorse the importance, relevance and need of activities that have been neglected and overlooked for a very long time in social work practice. These are:

- a) Evaluation of services to determine whether practice and policy goals are being achieved.
- b) To determine whether the policy and/or practice programmes have any effect, influence or impact on peoples lives, needs and/or welfare.

- c) Whether these outcomes are the desired state.
- d) Research which would guide the planning for social welfare needs.

All these activities would enable social work service delivery to render services that address community needs. They would also facilitate the relationship between social work practice and social welfare policy formulation.

Undergraduate studies and the majority of postgraduate social work students do not study courses in social planning and social policy. This also poses problems in the consideration of broad policy issues.

The success and effectiveness of this model is dependent on a number of variables. In order to facilitate the implementation of this model, policy makers and top management administrators must be convinced of the need and importance of a change in the present social work service delivery. The Council for Social and Associated Workers, the Joint University Council and all other bodies, organisations or institutions that are concerned about social welfare services delivery, should encourage the study of social policy by social work postgraduate students.

### Future Research Studies

Although the model implies that social workers will be better able to apply the skills learnt at undergraduate training, once their efforts are supplemented by the introduction of policy analysts, there is a need to undertake research to determine what the problems are that prevent utilisation for professional social work skills by practitioners. Once the model has been implemented it would be helpful to undertake research in order to come up with empirical evidence of the role and effect of social work intervention in statutory policies.

### Future Directions

Future directions or proposed policies should be based on evaluation results. Even though evaluation has its focus on the end result of the programme, researchers and evaluators should make a deliberate effort at shaping the "product". This can be achieved by understanding at the initial stages what it is that policy is addressing and how realistic the policy objectives are, especially in as far as meeting people's welfare or needs.

Limitations of Study

There are various tools and techniques such as Group Nominal Techniques, the Pert (Programme Evaluation Review Technique), the Delphi techniques and various other strategies that can be applied in community study and needs assessment. These can, unfortunately not be discussed in this study as they constitute an area of study on their own. Such information would have been helpful in determining the extent of the need and determining the areas of priority in the launching of the model.

Indeed one of the major shortcomings of this study is that the model proposes an extension of a long developed social service system. There are a number of factors that can delay any innovations and changes in organisations.

These factors could include the characteristics of the executives, that is top management and policy makers, it could also be related to the organisation's ideology, it could also be related to pluralistic limitations where changes are discussed but no decisions taken and if decisions are taken they never get implemented. The study did not cover the areas of how the model will be accepted

and even implemented by KwaZulu. In which case the constraints, fascilitators etc., could have been taken into consideration. Because of these restricting factors as well as problems of skilled manpower the significance of the model might take a long time to be realised.

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ANNEXTURE "A"

QUESTIONNAIRE, ON POLICY FORMULATION, INTERPRETATION AND IMPLEMENTATION IN THE WELFARE SERVICE OF THE KWAZULU GOVERNMENT SERVICE.

RESEARCH TOPIC: A MODEL FOR WELFARE POLICY FORMULATION IN KWAZULU.

Even though this study will attempt to establish effective means of formulating Welfare Policy for KwaZulu, it is hoped that the findings will benefit other Welfare Organisations or Agencies.

The term Organisation, Agency and Department have been used interchangeably. They are accepted to mean one and the same things.

Your contribution will be greatly appreciated and will also assist in the identification of an effective method of formulating and implementing Welfare Policies.

It will be appreciated if you could return the completed questionnaire by June 30 1986.

Your co-operation is greatly appreciated.

Yours faithfully

R J N NEKU

SOCIAL WELFARE SERVICES, SOCIAL WELFARE POLICY FORMULATION AND  
IMPLEMENTATION IN KWAZULU

1. PURPOSE:

To ascertain the level of involvement of Social Work practitioners in the formulation of Social Welfare Policy.

To determine the extent to which community needs are incorporated in the formulation of Social Welfare Policy.

2. OBJECTIVES:

- i) To obtain identifying details about position held.
- ii) To identify the social worker's knowledge about social welfare policies
- iii) To determine the role played by social workers in identifying issues that Social Welfare Policy must encompass.
- iv) To identify whether social workers have knowledge about the constitution and functioning of Policy Making Committees.
- v) To establish the level of the involvement of community structures in providing information to guide policy decisions.

- vi) To identify the utilisation of channels of communication in the Welfare structure with specific reference to communications of policy related issues.
- vii) To identify the contribution of social workers in social welfare policy formulation.

3. AREA OF STUDY

The study will be conducted with the assistance of Social Workers, Social Work Supervisors and members of the top Management in the Department of Health and Welfare in KwaZulu.

4. REDUCTION OF BIAS

- i) A standard questionnaire will be used for the collection of data.
- ii) All Social Workers, Social Work Supervisors and top Management in the Department of Welfare and Pensions will be requested to complete the questionnaire.

OBJECTIVE (i)

IDENTIFYING DETAILS OF RESPONDENTS

Position held in Department	SEX	
	MALE	FRMALE
Director	.....	.....
Secretary of Department	.....	.....
Assistant Secretary of Department	.....	.....
Chief Social Worker	.....	.....
Principal Social Worker	.....	.....
Social Worker	.....	.....
Other	.....	.....
Number of years in this position	.....	.....

Tick against appropriate column

OBJECTIVE (ii) and (iii)

KNOWLEDGE OF DEPARTMENTAL POLICY

COMMUNICATION, CHANNELS WITH REGARDS TO POLICY

Do you know the policy of policies of you Department?	YES	NO
What policy manuals do you keep in your office?		
.....		
.....		
.....		

OBJECTIVE iv

KNOWLEDGE ABOUT CONSTITUTION AND FUNCTIONING OF POLICY MANAGEMENT OR COMMITTEE

Is there a Policy Management Committee in your Department?	YES	NO
How is this committee constituted?		
.....		
.....		
.....		

How does this committee function?

.....

.....

.....

OBJECTIVE V

INVOLVEMENT OF COMMUNITY IN PROVIDING INFORMATION FOR POLICY DECISIONS

How often are the following groups used for answers to policy questions and concerns?

	Never	Occasionally	Always
Professional Associations	.....	.....	.....
Commission's of Enquiry	.....	.....	.....
Task Forces	.....	.....	.....
The Academics/University	.....	.....	.....
The Service Consumers	.....	.....	.....
The Service Deliverers	.....	.....	.....
Other Organisations	.....	.....	.....

OBJECTIVE VI (a)

CONTRIBUTION BY SOCIAL WORKER TO POLICY FORMULATION

How often do you get involved in the following planning responsibilities

	Never	Occasionally	Always
Retirement of Staff	.....	.....	.....
Selection of Staff	.....	.....	.....
Training of Staff	.....	.....	.....
Student Training Programmes	.....	.....	.....
Community Needs Assessment	.....	.....	.....
Programme/Project Planning	.....	.....	.....
Budgetting	.....	.....	.....
Programme Evaluation	.....	.....	.....
Work Evaluation	.....	.....	.....
Other	.....	.....	.....

If other specify:

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

OBJECTIVE VI (b)

State briefly how you contribute to policy formulation.

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

OBJECTIVE VI ((b))

State briefly how you contribute to policy formulation:

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

OBJECTIVE VI (c)

State briefly how you handle matters that fall outside or are not included in the policy procedure manuals.

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

OBJECTIVE VI (d)

State briefly what the limitations and constraints to policy formulation are in your Department.

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

How is policy/policies communicated to you?	YES	NO
In writing?	.....	.....
Verbally?	.....	.....
Telephonically?	.....	.....
Other?	.....	.....

SCHEDULE

- i) Completion of questionnaire 10 February 1986
- ii) Dispatching of questionnaire 27 February 1986
- iii) Dispatching of reminders 29 May 1986
- iv) Collection and Analysis of data 11 July 1986



APPENDIX B

SOURCE: KWAZULU FINANCE AND INVESTMENT CORPORATION