

**THE DEVELOPMENT OF SOCIAL WELFARE SERVICES IN THE TRANSKEI  
FROM 1963 - 1983**

by

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**ABSTRACT**

The study is a historical analysis of the development of social welfare services in the Transkei from 1968-1983. The background idea to this study is that over the 20 year period, casual observations reveal that much has been done by way of social work service delivery but very little has been done to scientifically document the developments. The need for scientific investigation and documentation was therefore indicated.

The first task was the basic definition and exposition of social welfare and related concepts like social work social policy and social administration. Theories examined included those of some Western writers especially British and American.

The understanding of social welfare in the Transkei has been outlined and compared with the current western and Third World approaches. Progressive stages in the development of social welfare services from private bodies to the establishment of a state department of Social Welfare and Pensions have been reviewed.

The traditional humanitarian and religious influences in the development of social welfare in the Transkei have been examined and the resultant current trends

briefly outlined. Various agencies including state departments, corporations, welfare organisations and other social institutions have been focused in this regard.

The training of social workers both in the Transkei, the rest of the Southern African region and overseas as an influential factor in the development of social welfare in the Transkei has been examined.

In the summary, a brief review of the study has been given. The need for more intensive study emerged.

Major recommendations included the following:

1. Structural : with a view to having the Transkei government not only maintain the existence of the Department of Social Welfare, but to transfer all the relevant functions like counselling and rural development to the relevant department.
2. Academic : which includes a review of the academic requirements for grassroots social work practice and university staffing in such a manner that the practitioners and trainers

are neither above nor below the standard requirements as recommended in the study.

3. General : which include consideration of a pension scheme for labourers and deferred pay for the benefit of families left in the country by migrant labourers.

**PREFACE AND NOTE ON SOURCES**

A. PREFACE

One of the basic aims and objectives of this undertaking will be to document the development of the social welfare in the Transkei, with a view to providing a clear perspective of developments to date. Some conclusions and recommendations will be made at the end. It has always been my view that every practitioner, professional or academic, owes it to posterity to give the background in order to explain the present situation and hopefully provide a basis for more efficient forward planning.

A serious handicap in the process has been the very reason for this study: poor documentation of the welfare history of the Transkei. Many of the developments have not previously been fully documented or documented at all. However, it is sincerely hoped that this study will trigger some challenge for further research into the developments to date. My satisfaction therefore will not end with the acquisition of a Master's Degree, but more with the knowledge that a challenge has been

presented to all brave men and women involved in Transkei's social welfare.

In general it will be noticed that the author is a central resource person in the following study. The reason for this is my direct experience and involvement in the developments throughout most of the period covered. This is particularly the case as far as the development of Social Welfare in the government service is concerned.

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## CHAPTER I

### 1. INTRODUCTION, PURPOSE, SCOPE AND METHODOLOGY

The years 1980 to 1984 can be regarded as crucial for the development of social welfare services in the Transkei. In 1980, a special effort was made to study the social welfare policy of the Transkei. A report generally referred to as the Gilbert Report was published at the end of that year<sup>1</sup>. In 1982, social welfare as an essential service in the public sector was given recognition with the establishment of the Department of Welfare

and Sport and Cultural Affairs<sup>2</sup> and the appointment of qualified social workers as political and administrative heads of the new department.

Following on these significant events in 1984, the University of Transkei (UNITRA) established a Social Work Department. This fulfilled a need that had been asserted by verbal and written pleas from within the Transkei as well as outside its borders<sup>3</sup>.

Acknowledging the significance of these events it is my firmly held opinion that now is a very opportune time for the historical examination and presentation of the social welfare services in the Transkei.

Throughout the world there is growing realisation that the development of social welfare in general, and in developing countries in particular, is a mammoth task. This task requires the attention, the influence and the co-operation of all concerned in the various facets of the community starting from the client community - the consumers, the field practitioners, the academics or theoreticians

as well as politicians and other opinion makers.

It is hoped that this study will make those people realise the importance of the role they are expected to play in the general development and promotion of social welfare programmes in the Transkei.

Experience has shown that whereas there is recognisable goodwill and desire for involvement in social welfare, people from all walks of life do not understand the value of social welfare programmes and therefore do not give them the support they deserve. Also, many do not see the relevance or appreciate the value of social welfare support or assistance.

Social welfare as such is imperfectly known in the Third World, partly because, although practised from time immemorial, its definition and approaches have been influenced by western ideals. Therefore a further broad aim of this study will be to highlight social welfare in global terms. More specifically, the study will review the development of social welfare in the Third World, and the relevance it has in a developing country like the Transkei.

One's long association with social welfare developments in the Transkei has clearly shown the need to review both the path already travelled, as well as the current and existing developments. Finally there is my commitment to the future; to project what still needs to be done. The two decades of development need to be looked at in a pragmatic way in order to assess what has happened, what is happening and what may happen in the future. These are the motivating reasons for this research.

## 2. **PURPOSES OF THE STUDY**

There are three primary purposes for this study:

- 2.1 To provide an overview of the history and development of social welfare in the Transkei for the period 1963-1983. This period is considered most significant since it highlights the progress made which culminated in the establishment of social welfare as a government department in the Transkei.
- 2.2 To attempt to draw conclusions. This aspect of the study will examine the merits and demerits

of developments for corrective and projected planning.

- 2.3 Finally, this study may provide some indications for further research and study.

Also, suggestions and recommendations will be offered regarding possible future directions and trends which could be followed in the interest of social welfare as a community institution in the Transkei.

### 3. **ORGANISATION OF AND METHODOLOGY UTILISED FOR THE STUDY**

#### (i) ORGANISATION OF THE STUDY

Chapter II will be a general definition and exposition of what is understood and will be referred to as social welfare and social work. A review of social welfare policy in general from the global point of view with special reference to Western and Third World approaches will be made. This chapter will end with a focus on Transkei's social welfare policy. Chapter III will provide a general overview of the Transkei. As part of this overview

will be an historical analysis of the Transkei, with particular attention given to the Transkei's social welfare practices and activities at grassroots levels and in the rural communities of the traditional family setting. The assessment will proceed to the ward setting to the administrative area where the headman is the key figure and further up the hierarchy to the tribal authority where the chief is the central figure in the promotion of social welfare.

In Chapter IV, the Transkei's formal introduction of social welfare through the establishment of welfare organisations and the introduction of social welfare as a government function will be reviewed. This will lead up to the establishment of the Department of Welfare, Sport and Cultural Affairs later restructured to form the Department of Welfare and Pensions.

In Chapter V, emphasis will be given to the social workers trained and placed by Jan Hofmeyr School of Social Work and by the various Southern African Universities.

Chapter VI will be the examination of the current

trends and developments in the welfare field. The present role of the private welfare organisations will be examined. This will include the role of the women's organisations and Church bodies. The influence of the traditional and political as well as economic structures in the community will be examined as they play a vital part in the shaping of the policy regarding social welfare.

Lastly, in Chapter VII, a summary and a synthesis will be given and conclusions and recommendations for the future made.

(ii) METHODOLOGY

The methodology followed will draw upon personal experience of social welfare work ranging from earliest interest in the profession, student days, service in the various private and public bodies both within and outside the Transkei. Occasionally my experience and information was gained in an informal or unofficial capacity but my official involvement commencing in the mid-1960's is of greatest significance for the purposes of this study.

Documents from the departments which were variously in charge of social welfare services from 1963 to 1982 will be utilized. These will include internal departmental memoranda, letters to other departments and to politicians, acts of parliament passed over the period, departmental periodical reports, circulars, regional and district files relating to social welfare developments, annual reports by private organisations and institutions, papers read at various conferences, symposia, seminars, in-service training courses and interviews with chiefs, headmen and women's organisations.

In a brief historical survey the formal establishment of the Department of Social Welfare Services in 1982 and factors leading to that action will be given. Major events will be identified, focused upon, and the developments within the relevant periods briefly examined. Specifically, the periods during which social welfare and social work activities fell under various departments will be discussed with close reference to the nature of the relevant department.

Emphasis will be given to the events leading to complete autonomy of the Social Welfare

functions with the establishment of the Department of Welfare, Sport and Cultural Affairs. Discussion of the restructuring of this Department to form the Department of Welfare and Pensions occurs in this same chapter.

The current trends, which still require extensive change will also be examined. In a traditional society like the Transkei, the impact and influence of traditional and political structures in establishing social welfare cannot be overlooked. By its very nature social welfare is interdisciplinary in the true sense of the word. Therefore, during the course of the study social welfare as a function and concern of various disciplines must be assessed. The role of those concerned, village people, headmen, chiefs, members of parliament, professionals of disciplines such as education, health and agriculture and many others naturally leads to the multi-disciplinary approach. This characteristic of social welfare development will be dealt with in Chapter Six.

Particular emphasis will be paid to improvements in social welfare functions. Recommendations

for short-term and long-term implementation will be made. The following chapter will then deal with the general definition and exposition of social welfare and related concepts.

## CHAPTER II

### GENERAL BACKGROUND, DEFINITION AND EXPOSITION OF SOCIAL WELFARE POLICY AND SOCIAL WORK

The purpose of this chapter will be the definition and exposition of social welfare and social work in the global sense. Specific reference will be made to the western British and American approaches narrowing down to the Transkeian approach to and understanding of social welfare and social work. A distinction will be made between the terms social welfare and social work as they are not synonymous but differing in scope and agenda.

The plan of discussion is as outlined below :

Background definition and exposition of social welfare and social work in general. Global definition and analysis of social welfare with special reference to the American and British approaches. Third World Social Welfare Policy understanding. Transkei's understanding of social welfare and social work.

1. **BACKGROUND DEFINITION: SOCIAL WELFARE AND SOCIAL WORK**

1.1 SOCIAL WELFARE

In broad terms social welfare may be defined as the totality of the activities engaged in by a given people with a view to the improvement of the quality of life for all in the area. The geographical area commonly referred to as a community cannot be theoretically confined to any special size or type. It can be a whole country or region or town or district or township or even a ward or administrative area depending on the demarcation drawn by those handling the social welfare programme in the particular community.

It is sufficient for the purpose of this chapter to mention that social welfare encompasses all those activities aimed at making life worth living. Social welfare needs and therefore efforts to satisfy the needs ramify the community from the lowest level to the highest and from the highest to the lowest.

## 1.2 SOCIAL WORK

Social work is part and parcel of social welfare. It is a scientific, professional, specialised task directed to the promotion of social welfare.

Whereas social welfare and social work are engaged in by a wide variety of people from spheres as diverse as housewifery and politics with the ultimate aim of improving the quality of life in many different respects, there are two basic differences. In social welfare work enthusiasm, drive, influence, initiative and perhaps patriotism are enough to promote social welfare. Social work is the exclusive undertaking and task of people specially trained in the art of promoting social welfare. It must be emphasized however that

co-operation between the citizens of a given area promoting social welfare and the professionally trained social workers is essential for the success of social welfare programmes.

## 2. GLOBAL DEFINITION AND ANALYSIS OF SOCIAL WELFARE

### 2.1 A GLOBAL DEFINITION OF SOCIAL WELFARE

A global definition of social welfare will particularly focus on American and British approaches. "Welfare is a matter of well-being not in its global totality but in its basic requisites, its indispensable foundations."1)

2.2 INTERNATIONALLY, welfare is defined as "the state of faring or doing well; the state or condition in regard to well-being especially conditions of health, happiness, prosperity and the like(2).

### 2.3 GENERAL EXPOSITION

Since a human being has many dimensions, the welfare of a person has a plurality of

components. Prominent among them are the following:

- (i) Physical welfare, which means health
- (ii) Material welfare, which refers to prosperity or at least the satisfaction of material needs
- (iii) Spiritual welfare, or psychological welfare which refers to the state of mind.

All these are key elements of social welfare. Social welfare is composite, complex and many sided.

#### 2.4 SOCIAL POLICY, SOCIAL ADMINISTRATION, SOCIAL SERVICES AND SOCIAL SECURITY

Some concepts related to social welfare are: Social Policy, Social Administration, Social Services and Social Security. In his book "Social Policy" Richard Titmus gives an exposition of these and their relationship concepts related to social welfare. In fact these are part of social welfare in the broad sense.

#### 2.4.1 SOCIAL POLICY

"Policy can be taken to refer to the principles that govern action directed towards given ends. The concept denotes action about means as well as ends, and it therefore implies change; changing situations, systems, practices and behaviour" (3).

Titmus further refers to Macbeth's definition of social policy as "concerned with the right of ordering of the network of relationships between men and women who live together in societies, or with the principles which should govern the activities of individuals and groups so far as they affect the lives and interests of other people". (4)

Professor Hagenbuch's definition of social policy is as follows: "the mainspring of social policy may be said to be the desire to ensure every member of the community certain minimum standards and certain opportunities". (5)

Hagenbuch's definition is typical of many offered by other western writers. It also

echoes the views expressed by the United Nations in a series of studies and reports in recent years. An example is the report on the Organisation and Administration of Social Services published in 1962.

The definitions given above are broad and sufficient for the definition and exposition of social welfare. They cover three main categories. Firstly, they stress beneficence. Secondly, they include economic objectives, for example minimum wages and minimum standards of income maintenance. Thirdly, they involve some measure of progressive redistribution in command over resources from rich to poor.

Professor Marshal's view is however more practical and down to earth. He states that "Social Policy is taken to refer to the policy of governments with regard to action having a direct impact on the welfare of the citizens by providing them with services and income". (6)

The central core therefore consists of social insurance, public or national assistance, the health and welfare of the people, housing

policy. Here also social policy is seen to be beneficent, redistributive and concerned with economic as well as non-economic objectives. Social (welfare) policy in brief is all about what is, and what might be.(7) It is a question of the intensity of social change through prescriptive legal provisions, or regulations or instructions through circulars, memoranda, letters, leaflets and other written matter.

#### 2.4.2 SOCIAL ADMINISTRATION AND SOCIAL WELFARE

Titmus makes the point that the references 'social services' and 'social welfare' are broadly synonymous with the usual reservations which apply to both social welfare and social administration as concepts.(8)

He rightly states that an examination of the many definitions of these terms made in various countries in Europe and America reveals that they all vary to some degree according to the particular culture, history and values of the country concerned. Some place emphasis on voluntary services wholly or partly financed by the government, others give more prominence to

personal services which involve the use of professional staff such as social workers and doctors in the delivery of the services. Some refer mainly to income services like social security and similar transfer payments while others again relate social services to social problems.

Professor Pusic of Yugoslavia briefly defines social welfare as "the sum of measures developed by a society in order to cope with its social problems. (9)

Merton and Nisbet define social problems as "unsought but undesirable troubles in society - social conflicts and confessions usually described as 'the crisis of our time, the victimising of people by social institutions that put them at a disadvantage in life'. (10) Titmus' examples are, "crime, curable but uncurred disease, the socially unauthorised use of violence"(11).

#### 2.4.3 SOCIAL WELFARE SUMMARISED

From the above two summary definitions can be drawn the notion of social welfare that

will be utilized for the purposes of this study:

Social welfare is:

- i) the community's concern with social problems and social pathology including adjusting and rehabilitating individuals and families to the norms of society
- ii) instruments, attempts or measures to provide for certain specific needs in society regardless of value judgements about individuals and families as to whether or not they constitute social problems.

### 3. THIRD WORLD SOCIAL WELFARE POLICY

#### 3.1 UNDERSTANDING AND CONCEPTION

According to Arthur Livingstone in his book Social Policy in Developing Countries, the United Nations' definition of Social Welfare Policy is perhaps the most appropriate. Social Policy is defined as "A wide range of socially sponsored activities and programmes directed towards community and individual well-being".

(12) Social work is described as "the professional activity primarily concerned with

social welfare functions". (13) In this definition, it is made clear that social work is the professional aspect of social welfare.

3.2 Categories with whom social welfare is commonly concerned are discussed below.

3.2.1 The Child - (Child Welfare)

It is common knowledge that many issues which determine a child's fate are essentially domestic or home oriented. Economic factors relating to the financial resources of his parents are also influential. These resources naturally affect the health and educational facilities available to the child. Subsequently these disadvantages become constraints or limitations in the child's efforts to compete in the labour market. However, there is no absolute connection between a society's affluence and the state of its childrens' well-being. Child Welfare services therefore vary from picking up an abandoned or orphaned child to conducting a childrens' court inquiry up to the child's commitment to an institution. The institution, which may or may not employ a qualified social

worker, takes care of the child and keeps contact with a local social worker until the time for the child's release on attaining adulthood. The process of youth rehabilitation is dealt with below.

### 3.2.2 The Delinquent

Childhood deviant behaviour, due to whatever cause, usually leads to delinquency. In most cases a combination of personal and material factors, difficult to measure with any accuracy as they overlap and intertwine, occasion delinquent behaviour. It is therefore important that any action to combat the forces that give shape to delinquency must direct its attention to the significance of this combination of the personal and material associations of criminality. Broadly speaking, this is a social welfare function pooling the contributions of sociological, psychiatric and economic specialists to determine the appropriate treatment and rehabilitation of the delinquent. This interdisciplinary effort is best catered for in an institutional setting such as a youth centre.

### 3.2.3 The Disabled

In developing countries, considerable attention has been given to the rehabilitation of the disabled. The general conviction is that useful employment will maintain the disabled person's feelings of self respect and sense of worth to the public as a result of his contribution.

To this end therefore special training courses and related services have been devised to equip the disabled for a productive role. The results have been beneficial to great numbers of partially incapacitated persons. Nevertheless, professional people who have worked very closely with the disabled observe that even a useful job and regular wage are not always sufficient compensation for the feeling of loss of identity. Therefore the disabled continually need professional and social support and assurance by way of counselling and psychotherapy. This aspect of social welfare is administered by a team where possible.

#### 3.2.4 Women

In many Third World countries womens' status has always been curtailed and their social role automatically undermined. Such conditions represent both a general curtailment of human freedom and a lack in the society of unexploited welfare functions to fight for equal educational opportunities for women and propagate their right to enjoy economic and social freedom alongside men. In most present day Third World countries exists a number of powerful women's organisations whose primary objective is not only to assert womens' abilities in life in general, but to play a very vital role in the promotion of social welfare. Almost a decade ago in 1975 women from all over the world, including from the Third World, celebrated the Women's Year. At a major conference they discussed a variety of issues starting with the promotion of their own status as a group to the promotion of social welfare in general. (14)

#### 3.3 SOCIAL WELFARE PRIORITIES IN THE THIRD WORLD

Decisions on the social welfare priorities

within the national development plan depend upon the given government's international alliances, policies of aid-giving agencies as well as analysis of local social welfare needs.

Within the limits set by national planning decisions, social welfare policy makers must determine what attention should be given to short-term emergency measures, how much to long range planning and preventative services, what to do about the disabled, the chronically ill, the delinquent. This indeed is an endless dilemma for social welfare planners. The answers are to be found within society itself - its people and its institutions. This leads to another field of community effort for social welfare commonly known as community development.

### 3.3 COMMUNITY DEVELOPMENT

#### 3.4.1 Definition

Community development, known under a variety of names from one country to another, is directed at many different purposes. Its major aim is to stimulate people's belief in their capacity

for self help. In many Third World countries community development activity has harnessed the potential abilities of whole communities to tasks of economic and social improvement. Progress in this direction has provided new community services, volunteer workers' training courses, child and adult education classes, work opportunities and liaison with government agencies at a financial cost far smaller than that which any official programme would entail. (15)

Although even the most ardent advocates of community development do not claim that it has a cure for all social ills, it is an undeniable fact that community development does provide an effective demonstration of what people can achieve by community effort even in circumstances of abject poverty and lack of public services. On these beginnings can be built more substantial social welfare programmes.

#### 3.4.2 VOLUNTEERS IN COMMUNITY DEVELOPMENT

A key figure in the community development programme is the voluntary worker. These

volunteers are also urgently required in many other social welfare activities and indeed in many spheres of the helping professions.

In the foreseeable future many developing countries will continue to suffer from lack of the staff who can satisfactorily render even the rudimentary professional services necessary for effective comprehensive welfare programmes. Without doubt volunteers must be called upon to assist the professionals in the delivery of social welfare services. Volunteers may be partly qualified assistants or assistants with virtually no training. These would then need not only induction and guidance but more intensive in-service training for their work and their relationship with the professionals.

It must be emphasised that there is very little room for dogmatic views on the minimal requirements for professional accreditation. Although more will be said about this in the chapter on recommendations, one is at pains to make the point here that a university degree or diploma or post-graduate qualification in the social sciences does not automatically enable the holder to reach ordinary community

members. A new or even experienced graduate in the field needs the assistance of the volunteer not only on account of the bulk of the work but also because of the sensitive nature of the work.

### 3.5 CO-ORDINATION FOR SOCIAL PLANNING

An important issue associated with the development of community participation in social welfare work is the co-ordination of government responsibility for social planning with the efforts of citizen groups or voluntary welfare organisations. If social welfare is to become a significant element in national planning, governments must accept greater financial and administrative responsibility for its direction than has generally been the case in the past.

### 3.6 SOCIAL WASTAGE

Social wastage is one of the most unfortunate features of low income countries. Much potential talent and social opportunity are discarded because of inertia imposed by archaic institution and customs as well as through an inability to exploit the existing facilities

promoting social development. A clear example is unwillingness on the part of the government agencies to co-operate in joint ventures where their combined efforts would make a meaningful contribution to the welfare of society.

The formulation and implementation of development plans require close co-ordination between government departments if the plans are to work at all. Unfortunately the whole development becomes plagued by government ministries' disinclination to co-operate with one another. The slender resources of social welfare activity are further reduced where government departments are unwilling to share their facilities and combine their purposes in following social welfare objectives. These short-comings and administrative deficiencies lead to waste of human talent and other resources vital to the process of development. Political bickering, economic exploitation and antique customs take further toll of already scarce resources.

### 3.7 SELECTIVE PLANNING

By selective planning is meant a system whereby

a government, confronted with deep seated social ills but little money may resort to one or more limited forms of assistance, eg. using a means test for assessment of the suitability of foster parents or for qualification for social pensions. (16)

3.8 " PROFESSIONAL IMPERIALISM : SOCIAL WORK IN THE THIRD WORLD "

In his book James Midgley argues that the adoption of the western form of social work in the Third World is totally unsuited to the cultural circumstances and pressing problems of poverty and deprivation found in these developing countries. (17)

Midgley further portrays professional imperialism in social work as an example of how the developing countries have become dependent on western industrial countries through the adoption of inappropriate ideas, institutions and technologies. (18)

Midgley first describes how western, and especially American, social work theories and methods were exported to developing countries

in the post war years. He then examines their impact on social work education and practice. (19)

A comprehensive review of social work education in the Third World is followed by an account encountered by the problems of social work practice in developing countries. These include the problems of cultural diversity and underdevelopment which pose a major challenge to the profession. (20)

Midgley concludes by arguing that pragmatic forms of social work uniquely appropriate to the requirements of different countries must be identified if social work is to be of any use in the Third World. (21)

From Midgley's exposition the following points can be made. Social work is an approach to the amelioration of social problems which originated in western industrial countries at the end of the nineteenth century. Since then, social work has experienced considerable academic and professional growth and now has several characteristics which distinguish it from other ways of meeting human needs. It

employs professionally qualified workers to help people who have personal problems by dealing with them in face to face relationships.

These relationships are governed by a distinctive methodology which combines the worker's practical skills with the client's own efforts to find a solution. Social work is a formalized approach based on the belief that social problems can best be remedied through the intervention of professional personnel who have the appropriate training, knowledge and skills.

Social welfare in the Third World is nothing new. It is traditionally based on the humanitarian approach. It even preceded Christianity although there was always the belief in the Supreme Being. Third World peoples have always cared for one another, relative or fellowman. Modernisation and the importation of some western approaches to and concepts of social welfare have changed social welfare definitions and conceptions. For example there are indications of a move towards a welfare state with pensions allocated by the

state and clothing handouts from churches. The modern welfare approaches brought with them some degree of dependency. Social welfare work has been divided into fields such as casework, groupwork and community organisation, which the Third World does not fully understand at this stage.

Emphasis has been placed on the training of social workers at universities and colleges where degrees and diplomas in Social Work are awarded. The training institutions, staffed by former western university graduates have followed the western approach which gives prominence to academic rather than practical training. The result is a very big gap between the practising and the teaching social worker with the student who must "fend" for himself in between, expected to pass the university examination and meet the full requirements when he or she assumes duty. Another gap is that between the practitioner and the client or client community. The practitioner has his or her own standards and approaches which do not quite correspond with those of the clients and staff already in the field.

The introduction of western concepts and approaches, particularly since the traditional institutions are losing their force through role changes, is acceptable and seen as fulfilling a need. One is however bound to feel that the importation of the western type of social work by Third World countries needs thorough assessment before being incorporated into the local situations.

Against this background, the study will now focus upon social welfare and social work in the Transkei.

## CHAPTER III

### THE TRANSKEI , AN OVERVIEW

#### INTRODUCTION

This chapter will first provide an overview of the Transkei. This discussion will focus upon basic demographic matters as well as providing a basic review of the political, administrative, health, and educational structures as they currently exist in the Transkei. Finally, this chapter will focus upon social welfare as it is currently understood and expressed.

1. HISTORICAL OUTLINE

The area known today as the Transkei came into existence as a result of progressive annexations. These began with the proclamations relating to Fingoland and Griqualand East in 1879, culminating in the incorporation of Pondoland in 1894 until, in 1910, it became a region or section of the Cape Province of the Union of South Africa. Political developments leading to the present status quo will be dealt with later in this study. (1)

2. SITUATION - LOCALITY

The Transkei is situated on the South Eastern tip of the Cape Province, South Africa, bordered by Natal in the north east and Lesotho in the North West and the Indian Ocean in the East. (2)

3. SIZE

The Transkei is approximately twice the size of Israel, about the size of Wales and a little bigger than the Netherlands. The country is about 45 000 square kilometres in extent. (3)

#### 4. POPULATION

According to the 1980 Census (the latest available figures) the population of the Transkei was 3.27 million with an estimated growth of about 2.5 per cent per annum. About 1 million of the people of the Transkei are away from home for the greater part of each year or even two years working in the South African cities and mines. (4)

#### 5. REGIONAL DIVISIONS & GEOGRAPHY OF AREA

The Transkei may be divided into four main physical regions namely:- the coastal belt, the midlands, the highlands and the great escarpment. (5)

##### 5.2 TERRACE

The coastal belt is deeply curved by rivers into great gorges opening into the sea. (1)  
The country is very broken in parts. It has a coastline of about 300km. The general terrace is that of undulating country with an almost endless succession of hills, valleys and sharp, pointed peaks. There are a few flat areas

especially in the Western and Eastern as well as Southern parts of the country notably the Engcobo/Cofimvaba, Flagstaff/Lusikisiki and Idutywa/Willowvale areas respectively. North of Umtata, the capital town, the country becomes progressively more mountainous until one reaches the curves of Tabankulu/Mount Ayliff's Intsizwa Mountains. Bordering the districts of Matatiele and Mount Fletcher are the great mountain masses essentially part of the foothills of the Drakensberg range. (6)

### 5.3 RIVERS

Most of the rivers start in the highlands, the main ones being the Kei, Bashee, Umtata, Tsitsa, Tina and Umzimvubu. All are perennial. (7) There are small ones like Tsomo, Umtamvuna, Qumanco and Msikaba.

### 5.4 CLIMATE

The climate is fairly equable. The average rainfall is more than 81 centimetres and generally never less than 51 centimetres (3). It is, however, unreliable and therefore tends to have a discouraging effect on that part

of peasant agricultural farming which is basically subsistence farming. Prolonged droughts are a common feature with occasional surprising variations like the drought in 1982-1983 and 1984 contrary to the abundant early autumn rains in 1985. (8)

#### 5.5 VEGETATION

Vegetation varies from region to region. Along the coastal strip is found a tropical vegetation including grasses, palms, wild bananas, evergreen forests and indigenous yellowwoods. The midlands and highlands are predominantly grass-covered except that in the low-lying sheltered valleys of the midlands the vegetation is almost of Karroo type with thornbush, succulents and aloe. (9)

#### 5.6 MINERALS

The Transkei does have some mineral resources although there has been very little prospecting. In the Mount Ayliff and Tabankulu Districts there are deposits of copper, nickel and cobalt. There is also reported to be low grade coal in Mount Frere (5) and recently coal deposits

have been discovered in the Glen Grey or Lady Frere district, now known as Cacadu. Although these are mostly considered insignificant the economic significance of the latter is being seriously investigated. (10)

## 6. AGRICULTURE & ECONOMIC ACTIVITIES

Generally speaking, agriculture seems to offer the highest potential in the Transkei, especially as rational and scientific agricultural methods are being implemented. Despite its fertility, the total area of arable land suitable for crops is not large owing to the broken topography of the land as only 11% of the total area is gently undulating. Much, however, is being done through the introduction of more intensive agricultural techniques, especially crop rotation and adequate fertilization. A considerable proportion of the area is suited for cattle ranching (11).

To a very great extent economically the Transkei depends on neighbouring South Africa. In 1982 the gross domestic product was estimated at R894 million (12). Agriculture is the most important contributing factor at the local

level. In 1982 the Transkei labour force totalled about 1 million. Of this figure, only 1% are employed in formal domestic employment. Of about 1 million, 5% are employed as migrants or commuters to the South African labour market, the majority in the mines. In the Transkei the Government is the biggest employer followed by domestic service. (13) Since Independence in 1976 there has been a concerted drive to establish industries in the Transkei, especially in the three growth points (industrial areas) of Umtata, Butterworth and Ezibeleni in the Lady Frere district on the borders of Queenstown. At the same time agriculture is being stepped up as much as possible and many agricultural projects are moving towards viability. Commercial farming, as against subsistence farming, is gaining momentum, especially with the acquisition of farms by private individuals.

## 7. THE PEOPLE OF THE TRANSKEI

Basically the people of the Transkei can be classified into two main categories. Firstly there are those groups which immigrated into the area from the North-East some centuries

ago, moving slowly with their herds of cattle down the plateau into the broken coastal strip. This was the first migration of Bantu-speakers into an area which up to then had been the home of wandering San bands (14). Wilson places it before 1550 and Van Warmelo classified these people as 'Cape Tribes Proper'. They include the long established Xhosa, Tembu, Mpondo, Mpondomise, Xesibe and Bomvana.

The second largest group is made up of more recent immigrants into the Transkei. The migrations which brought them south were all occasioned by the rise to power of the Zulu chief Shaka and the Ngwane Chief Matiwane during the first two decades of the 19th Century. The principal ones were the Hlubi, Zizis, Bheles, Bhacas and Ntlangwinis, who, after various vicissitudes and a history of wandering, settled in their present areas. (15)

#### 7.1 THE FINGOS

There is much confusion and apparent misinterpretation regarding the Fingos.

Therefore there is need for presentation of views as expressed by authoritative figures.

Mfengu is a blanket term meaning a 'destitute wanderer' or 'homeless one' which was applied to some of these groups by the Gcaleka, the senior chieftainship of the Xhosa complex among whom they sought assylum after their flight from Shaka. The majority belonged to the three related but independent tribal groups of Hlubi, Bhele and Zizi but also to a number of smaller tribes and tribal fragments, for example Tolo, Khuze, Maduna and many others. (16)

#### 8. SOCIAL ORGANISATION

The people of Transkei live in clustered homesteads (umzi - plural - imizi) scattered over the territory but now orderly arranged as a result of the rehabilitation and resettlement schemes which have come into operation over the last decade. Each household consists of a number of huts grouped around a cattle kraal made of stone and brushwood or planted aloes depending in the area. Traditionally the huts were of hemispherical pattern on the area but today many are of the corner and cylinder type made of wattle, daub or sun-dried brick and thatched with dobo grass. Formerly huts were circular or round in shape

but now these are only found in the conservative areas, particularly the coastal area. Travelling along the national and other main roads, as well as inland in most administrative areas, one notices a complete departure from the previous schemes. Four, or five eight or ten roomed houses, roofed with corrugated iron, and containing sophisticated modern furniture, with television sets, are a common sight in the country areas. Many huts actually are either electrified, if not far from towns, or lit through the use of generators bought in commercial business houses. The homesteads are still the basic unit of settlement and usually consist of one family, ideally polygamous among the traditionalists. (17)

#### 9. POLITICAL AND ADMINISTRATIVE STRUCTURES

Prior to 1910 the Transkei was a separate, self-governing territory under its chiefs. After the annexation of the Transkei to the Cape Province of South Africa to form the Union of South Africa in 1910 local district administration was officially centred under government appointed magistrates. The chiefs remained the traditional leaders of their people

and handled affairs in the rural areas. They even settled minor disputes that did not need to be dealt with at magistrates' offices. In 1927 the United Transkei General Council was formed. Subsequently the Territorial Authority called the 'Bunga' was established and had powers to deal with some aspects of the territorial administration.

In 1963 the Transkei became a self-governing state under the Republic of South Africa and took charge of seven departments, viz. Chief Minister and Finance, Education, Interior, Agriculture and Forestry, Justice, Roads and Works and Health. (18)

In accordance with the request of the Transkeian people, and in accordance with the South African government policy of granting independence to the 'Homelands', the Transkei was granted independence in October 1976. (19)

Constitutionally, the Transkei is a republic (The Republic of Transkei) under a nominal State President, an executive cabinet under a Prime Minister, with a legislative assembly and an independent judiciary. There are 150

seats in parliament. 75 Members are elected by secret ballot, the other 75 are nominated chiefs.

The civil service is organised into 19 state departments most of which are represented in the 28 magisterial districts to which their functions decentralise. There are nine regional authorities, five of which are headed or chaired by Paramount Chiefs (20). Each regional authority is made up of a number of tribal authorities under chiefs who control and direct tribal or local administration. The chiefs in the tribal authorities are the link between the magistrates' office and the people in the administrative (rural) areas. For example, matters relating to the building of schools and clinics, granting of trading licences and applications for the various types of pensions are first referred to and recommended by chiefs in the tribal areas. Chiefs even have jurisdiction to try certain cases. The chiefs are assisted by the respective headmen who are in charge of the administrative areas. The administrative and development functions move hierarchically from the sub-headman to the headman, the chief in the tribal authorities,

the magistrate's office, the regional authority and ultimately the various departmental headquarters in the capital, Umtata.

## 10. HEALTH SERVICES

Until very recently Transkei's health service was heavily weighted towards curative medicine. Since this is not consistent with the modern preventative approach, it has been changed. Presently, the policy goals of the Transkei Department of Health are 'to promote the total health of the whole population by the integrated provision of the clinical care, preventative health, educative, environmental and advisory services with the participation of the public and co-ordination between all government departments as well as non-government organisation at community, district and national levels'. (21)

### 10.2 GENERAL HEALTH CARE SYSTEM

Transkei's health care service is a three-tiered system under the control of the Department of Health.

### 10.2.1 PRIMARY HEALTH CARE

This involves care that does not require hospitalisation or hospital services. It comprises about 175 clinics distributed throughout the Transkei, each attached to the nearest hospital, and about 44 mobile clinics staffed by nurses of various grades. A community that requires a clinic has to raise 20% of the cost of the building, with the government providing 80% of the total cost as well as staff, equipment and medication. A ratio of one clinic per 17 000 people or five clinics per 100 000 people exists at the moment. (22)

Plans to improve the hospital and clinic services are under way. It is projected that in the next four years 100 additional clinics per 100 000 will have been built. This, it is hoped, will eventually result in a ratio of one clinic per 10 000 people. (23) Also an additional four hospitals are expected to be built and one is actually in the process of construction in the Cofimvaba district. It is due for completion by 1986 if all goes according to plan. (24)

### 10.2.2 SECONDARY HEALTH CARE

This refers to the services of doctors and hospitals. The Transkei has thirty-one hospitals which were taken over by the Department of Health after Independence. Twenty six of the hospitals are general hospitals, one for orthopaedic, one for psychiatric, one for tuberculosis and two for combined leprosy and TB cases. In 1981, there were 137 doctors, most of whom were foreign, and about 5 586 nurses, all of whom were Transkeians. (25)

### 10.2.3 TERTIARY HEALTH CARE

Tertiary health care comprises eight institutions for more specialised health care in the fields of tuberculosis, orthopaedics, psychiatry, pulmonary tuberculosis and leprosy. (26)

Most of these institutions are situated close to the major centres of Umtata, Butterworth, Ezibeleni and Umzimkulu. Since most of the building were inherited from the South African government, they need modernisation and maintenance. Owing to the extensive need for the health service, most amenities and services

require expansion and decentralisation all of which aspects are being attended to. (27)

### 10.3 OTHER HEALTH SERVICES

The national health service under the Department of Health, is supplemented by private practitioners and voluntary organisations like Red Cross and the Health Education Association which are not departmental bodies. Traditional medicine men supplying traditional medicine, homeopaths and faith healers are also widely consulted. A concerted effort is being made to co-ordinate the activities of all these bodies in the ultimate interests of health promotion as it has been realised that consultation of these 'paramedical men' and traditional healers has come to stay. (28)

### 11. EDUCATION

The Transkei Education Department maintains operational control over the education system. It is regionally decentralised with headquarters at Butterworth, Engcobo, Mount Ayliff, Lady Frere, Umzimkulu and Umtata. This is done with a view to stimulating the interest of

citizens at the local level in educational matters. (29)

#### 11.1 THE NATURE OF EDUCATION IN THE TRANSKEI

At present Transkeian education is in the difficult phase of 'qualitative development'. The education system has undergone such rapid expansion over the last 10 years that the quantitative increase in the school population and the broadening of the education and training structure has led to problems of a qualitative nature. This has reached crisis proportions in some spheres. (30)

#### 11.3 LEVEL OF EDUCATION

In the Transkei, education is not compulsory. 75% of Transkei's population is illiterate with the average number of years' schooling for rural adults being 3 and 6 for urban adults. Of all school leavers 2% obtain senior certificates, 0,4% obtain matric exemption, 55% leave school illiterate and 20% semi-literate. (31)

#### 11.4 THE SCHOOL AND EDUCATION SYSTEMS

Most schools are government aided. There are also church schools and a few private schools. Primary and junior secondary schools are built through the joint effort of the government and the community. The community contributes 20% of the capital cost and the government 80%. Senior secondary schools are built at no cost to the community with the Department of Education having the final say on the site. (32)

In 1983, there were 2 742 schools in the Transkei, with 17 779 teachers, an annual intake of some 17 000 pupils and a total enrolment of 811 149. The teacher-pupil ratio stands at 1:51. (33)

##### 11.4.1 PRE-SCHOOL EDUCATION

Pre-school education was virtually unknown in the Transkei until recently. 1982 saw pre-school classes begin at about 15 schools. The teachers, however, do not as yet possess the required qualifications and facilities are lacking. (34)

11.4.2 PRIMARY & JUNIOR PRIMARY SCHOOLS : SUB A -  
STD 4

It is Transkei government's policy to give priority to the improvement of primary school education. The primary school system is the largest sub-system in the Transkei's educational system catering for 79% of the pupils. (35)

Due to the rapid population expansion over the last few years a higher percentage of children than previously entered the education system at this level. From 1976 to 1983, the pupil enrolment in primary schools increased from 483 037 in 1976 to 638 505 in 1983. This difference of 155 468 reflects a 33% increase. (36)

The primary schools are on the whole poorly equipped, with up to 100 pupils per classroom and a pupil teacher ratio of 50 or 60 to 1 - a critical state of affairs. Combined Sub A/B classes of 120 pupils per teacher are not uncommon. The average size of a junior primary class is 70. Primary teachers are generally poorly qualified. In 1981 only 15% of primary and junior secondary school teachers had a

Senior Certificate or a higher level of training, approximately 68% had Std 8 and 17% had Std 6 or less. (37)

#### 11.4.3 JUNIOR SECONDARY SCHOOLS : STD 5 - 7

This sector of the school population has also seen a rapid increase since 1976. There are now 1 383 junior secondary schools comprising 120 138 pupils and 5 488 teachers. The pupil-teacher ratio has remained a constant 35:1 over the last few years. (38)

#### 11.4.4 SENIOR SECONDARY SCHOOLS : STDS 8 - 10

In 1979 there were 110 senior secondary schools. This figure rose to 188 in 1983, a considerable increase. In 1981 only 27% of senior secondary school teachers had more than a senior certificate themselves. (39)

#### 11.4.5 SPECIAL SCHOOLS

The purpose of special schools is to enhance the quality of life of those who are disabled and to prevent a disability from becoming a handicap. There is a special school for severely

physically handicapped children in Umtata, another for mentally handicapped in Cala as well as a school for blind, deaf and dumb children at Umtata. (40)

#### 11.4.6 TEACHER EDUCATION, VOCATIONAL, TECHNICAL AND OTHER TERTIARY LEVEL TRAINING

The training of teachers constitutes a crisis area in the education system. The nine existing teacher training colleges are in need of expansion and modernisation. There is a high turnover of teachers as many teachers do not stay in teaching for long after qualification. Young teachers remain in teaching for an average of three years after which males join insurance businesses and women either industry, as clerks, or the nursing field. (41)

The department is doing its best to assist teachers improve their existing qualifications and reach a higher standard in order to cope better in the classroom and increase professional competence. There is a total of 276 students in vocational and industrial classes and 1 806 in technical training. The lack of vocational

teachers is a problem. There are only three technical institutions and four industrial training centres. Facilities are either scarce or in need of upgrading and modernisation, especially the Tsolo School of Agriculture which is one of the oldest institutions in the Transkei. There is an urgent need for a technikon in at least one region to start with. The industrial areas are ideal sites for this development. (42)

#### 11.4.7 UNIVERSITY EDUCATION

Until 1976 Transkeians attended universities outside Transkei, particularly the University of Fort Hare which many continue to attend. A recongisable number do post-graduate work at either South African or overseas universities. In 1976 the University of Transkei was established and by 1984 had 2 826 students. Of these 1 617 were full time and 1 209 were part-time. At the 1984 graduation 158 students obtained Bachelor's degrees, 35 obtained Honours degrees and 57 diplomas. From the beginning of the academic year 1985 the University established its first branch at Butterworth. In addition the Faculty of Medicine and Health

Sciences has been recently established in the main main campus. (43)

#### 11.4.8 LITERACY TRAINING AND ADULT EDUCATION

The policy of the Transkei Education Department is to fight illiteracy at all levels and in all age groups. Nearly all districts have established adult literacy schools, an achievable marked by 80% of registered adults obtaining certificates. The numbers grow yearly. Presently there is a total of 145 adult literacy schools and 2 884 students. (44)

#### 11.4.9 NON FORMAL EDUCATION

Non-formal education has become an important educational trend penetrating many organisations. There is an emphasis on holding their own meetings, discussions and talks on a variety of subjects relating to general adult education. A unit at the University of Transkei's Faculty of Education acts as a documentation centre for information on non-formal education courses. This unit motivates and promotes non-formal education among interested groups and provides the measures and access to information. (45)

The Adult and Non-Formal Education Association composed of people from various disciplines, works hand in hand with the Department of In-Service Adult and Non-formal Education of the Faculty of Education at the University of Transkei.

Despite the improvements in job creation over the last 10-20 years, there still remains the problem of the absorption of the Std 8-10 school leavers. Transkei's economy is such that the 4-5 000 successful matriculants cannot find jobs. The figure soars every year.

## 12. GENERAL YOUTH CHALLENGES

The deficient education poses many challenges for the welfare policy. To meet some of these challenges and with 1985 as International Youth Year, an interdepartmental workshop under the sponsorship of the Department of In-Service and Adult Education of Unitra was held, in co-operation with various state departments and related disciplines. This workshop had the assistance of a specialist from Lesotho. The outcome was a concerted effort to make authorities aware of the crisis facing the

Third World in general and the Transkei in particular with regard to youth unemployment. (Address by Secretary General for Welfare and Pensions on the closing 29/3/85) (46) With this general demographic and related background, this study will now focus more particularly upon its central theme of social welfare.

#### 4. **TRANSKEI'S DEFINITION AND UNDERSTANDING OF SOCIAL WELFARE**

Generally speaking Transkei's definition and understanding of social welfare is the same as that of the rest of the world - the modern world as well as the Third World. Variations occur because of the cultural differences and on account of differing stages of development not only between Transkei as a developing state and the rest of the world but also between the various classes of people in Transkei itself.

The global definition provided in chapter two is also applicable in the Transkeian context. However, because the profession of social work is as new in Transkei as in any Third World country and the relationship between social,

political and economic issues in the general development of social welfare is very close, social welfare in the Transkeian context may sound inclusive of most activities and endeavours relating to humanitarian or social improvements. In order to delineate the scope of social welfare in the Transkeian context, those activities which are generally considered to fall within its field will be outlined and discussed below.

#### 4.1 FAMILY WELFARE

As the family is the most important and most basic unit of society, social welfare focuses on it as a priority. Industrialisation and modernisation have affected the Transkei not only through migratory labour but also through the establishment of relatively big industries within the Transkei itself. Despite this the concept of the extended family still exists. Family welfare therefore has to be considered against this background. Family welfare includes among other aspects the following:

#### 4.1.1 Marital or Matrimonial Affairs

This refers to the choice of a marriage partner by the parents in some areas, and to marital counselling of newly-weds as well as couples in their married lives. For those who may be surprised or even have doubts about the situation, it must be realised that although the general modern procedure is for young people to marry partners of their own choice resulting from mutual love, arranged marriages still occur. A young man, invariably a migrant labourer requests a certain family for permission to marry a girl of his choice who may not be his girl friend or with whom he may not have successfully negotiated marriage despite having had a love affair. In many instances the semi-literate but somehow Christian uncles and cousins agree to the request, give the girl a fictitious errand to execute in order to give the young men from the prospective bridegroom's side the opportunity to abduct (thwala) the girl to this bridegroom's home. Marital counselling services are subsequently required because more often than not the couple's incompatibility becomes evident shortly after the abduction.

Among the causes of incompatibility is the difference in educational standards between husband and wife. Usually the wife is more educated than the husband who may have left school many years earlier and gone to work in South African cities and mines. Frequently the problems are not tackled in time because the parties keep hoping for improvement. When the wife leaves the husband or the husband realises that the woman is never going to be reconciled to their marriage despite the children, the problems are referred to the social worker, with the main focus on the children. At that stage it is common for either or both partners to be having extra-marital relationships as well as problems of excessive alcoholic consumption, possibly as a temporary escape from the problems.

Marital counselling services are also required even by couples who married by mutual agreement. In general, pre-marital counselling is not as yet wide-spread because even couples in love tend to hide their intention to marry. There are very few public engagements. The social worker and sometimes the Minister of Religion are consulted long after the in-laws,

who were possibly in the planning of the marriage, have failed to bring about a reconciliation. The social worker then, together with the Minister of Religion, engage in marital counselling dealing with the couples jointly or separately according to circumstances. As few social workers, likewise Ministers of Religion, have special qualifications in marital counselling the success achieved is usually minimal.

#### Child Welfare

Child welfare services result partly from marital problems, some of which are due to the traditional practices of forced marriages. Child welfare includes coping with the problems caused by unmarried mothers. Babies are frequently abandoned by their mothers in streets, dongas or even office corridors, or left with the reputed fathers who naturally have to seek assistance from relatives before referral of the babies and children to social workers. The children's court enquiry rarely succeeds in establishing the paternity of the children so that they end up in institutions. The idea of foster care has had minimal success

in the Transkei because the modern strains and stresses placed on the average family man struggling to bring up his own children discourage voluntarily adding to his dependants. Even childless couples are very selective in taking children for foster care and eventually adoption. This very serious problem falls under the field of welfare.

It must be emphasised that the approach is greatly complicated by the retention of traditional institutions such as the tribal authority offices. Occasionally the social worker has to work hand in hand with the local chief and headman. In most cases however, the matter ends up in the Children's Court conducted by the Commissioner of Child Welfare in terms of the Children's Act No 33 of 1960 as amended accordingly.

#### Youth Welfare

Youth problems flow on from children's problems and are also part and parcel of family welfare. A child from an unmarried mother struggles to grow up. The unmarried mother invariably finds it difficult to make ends

meet, is more likely to have deviant activities and social welfare services are needed in many forms such as counselling and change of environment. Some of these youths get involved in petty then serious crimes, for various economic and social reasons. Although traditional methods of placements with known relatives who are father figures are attempted the potential guidance and rehabilitation according to former traditional practices hardly ever works. The matters bounce back on social workers who then handle the problems further. The various services range from counselling the youth, establishment of leisure time activities and, in some cases committal to institutions for rehabilitation purposes. Included among these are the establishment of creches and day care centres for working mothers' children. The social workers work with the community

#### 4.1.4 Social Welfare in Relation to other Disciplines

This relates to what the west refers to as social work in specialised fields.

(i) School Social Work or Social Work in Schools

In the Transkei strictly speaking there are no properly organised school social work services. There is however no doubt that some of the school problems need the attention of someone who can assist with the social aspects relating to the pupils' learning problems. The actual problems relate to various factors like a child who comes from a broken family or one disorganised to such an extent that the child already is emotionally disturbed when he or she leaves home for school. The school authorities request the assistance of a local social worker in assessing the causes of disorganisation and lack of adjustment in the school situation. In fact the Department of the Public Service Commission has recently requested the Department of Welfare and Pensions to assist the Department of Education in vocational guidance in schools. (47)

(ii) Social Welfare in Relation to Health Services

The health team have long realised that their efforts as medical or nursing personnel can

never be adequate in the promotion services given the real structures of the community. It is increasingly realised that the social aspects of patient care need a social worker's attention.

In addition, from the essential and more important preventative point of view, social workers are harnessed to assist in health education as part of general community education. Not only are social workers working hand in hand with the Health Education Society, but they actually visit the clinics with mobile teams or with their own transport and give community education in general. (48)

(iii) Social Work in Relation to Psychiatric Services

The psychiatric team consisting of a psychiatrist, psychiatric nurse and psychiatric social worker handle the psychiatric problems of patients. Therefore social welfare is involved in psychiatric services. (49)

(iv) Social Work with Criminals

Although crime is a punishable offence, it is

recognised as a pathological phenomenon. Social workers, together with other organisations, are involved in the prevention of crime and assistance to the families or relatives of the charged or convicted. In this respect the social workers work with the Department of Prisons and the Transkei Institute for Crime Prevention and Rehabilitation of Offenders. (50)

(v) Social Work with Alcoholics

Alcoholism is a disease which needs to be cured and the alcoholic rehabilitated. The social worker in this respect works in co-operation with the various disciplines which fight alcoholism. This includes counselling. The counselling officers of the Department of the Public Service Commission and the Psychiatric team of the Department of Health work together with the social workers in the Department of Welfare and Pensions when dealing with these problems. (51)

(vi) Social Welfare and Youth

From a rehabilitative point of view, social

welfare services for youth are rendered in a variety of ways. For example the organisation of youth clubs and establishment of youth fellowships allow young people to share ideas and skills. Deviant youths are sent to institutions for rehabilitation purposes. (52)

A youth rehabilitation centre was recently started at Port St Johns. The International Youth Year 1985 is being celebrated with special emphasis on how youth can be assisted to cope better with life. The Department of In-service Training and Adult Education at the University of Transkei in conjunction with organisations such as the Adult and Non-formal Education Association, sponsored a special workshop at the In-service Training Centre. The workshop concentrated on measures to cope with the youth unemployment and its serious consequences which can lead to criminal tendencies.(53)

(vii) Group Work

The term group work, as used in western

literature, is generally synonymous with club work. Among the functions of these clubs are the categories referred to above. From a preventative point of view it is highly productive for people to get together and share their problems without necessarily admitting the existence of their own problem.(although each one realises what problem or solution applies to him or her)

(viii) Community Work

Community work embraces all those activities designed to make worth living the life of the community through improvements to the general quality of that life. One aspect is community organisation. This is the action organisation where the community is organised for common action. The social work practitioner serves variously as an initiator, facilitator, enabler and a guide . (54)

(ix) Social Welfare for the Disabled

Social welfare for the benefit of the disabled is handled through various organisations. Some of these are subsidised by the government,

others receive ad hoc grants from sources such as the Christmas Cheer Fund and the Ford Choir Competition. The Transkei Association for Handicapped is an umbrella body for the handicapped. It represents most organisations affiliated to it and acts as a mouthpiece wherever necessary including discussions with government. (55).

(x) General Social Welfare Activity

As mentioned above, Transkei social welfare activity and interpretation is very wide. Part of the reason is the scarcity of resources. Many persons or categories of persons who should not be welfare clients are considered so because of lack of job opportunities. An example of this is the widowed young women who have to be given drought-relief jobs or even apply for 'old age pensions' because they need a living. The government administers various types of pensions such as Old Age Pensions, War Veteran Pensions, Disability Grants, Sick Pensions and Pneumoconeosis which are paid bi-monthly. (56) Strictly speaking this is not a professional job although social workers assist in the assessments.

Despite earlier opposition to the concept of Old Age Homes in a traditional society, the Transkei has followed the example of the western world as far as care of the aged is concerned. An Old Age Home built by a construction company as a token of appreciation of the Transkeian labour in the building industry was opened in May 1984. (57)

The home is 100% funded by the Department of Welfare and Pensions. The age of the inmates starts at 60 years in the case of females and 65 in the case of males. Since the inmates are provided with all their subsistence needs, 2/3 of their bi-monthly pension is ploughed back into the home to assist in running expenses and 1/3 is given to the inmates by way of pocket money and to cater for other small needs. (58)

## 5. DROUGHT RELIEF MEASURES AND OTHER NATURAL DISASTERS

### 5.1 NATURAL DISASTERS : DEFINED

Natural disasters are generally defined as occurrences which from time to time ravage humanity and cause suffering, pain or loss of

property. The result is more problems for survival. Among such disasters in Transkei are fire, floods and drought. **Fire** is variously caused by deliberate veld burning, explosion of stoves and fridges especially paraffin gas, and accidents, particularly when children have been left alone . **Floods** usually occur after an extremely dry season thus not only destroying houses, crops, stock and sometimes even cars but crucially eroding the soil. Hailstorm and hailstones damage is included in this category.

**Drought** is usually followed by floods. Drought is a common occurrence because it has been experienced not only in Transkei but all over Southern Africa. Death can be considered a natural disaster when it occurs at such a high rate many families are left homeless, wives and husbands widowed, children parentless etc, through accidents and faction fights (59).

## 5.2 THE ROLE OF A SOCIAL WORKER IN DISASTER SITUATIONS

Here the social worker is once more the central figure. His/her role is a multiple one. Irrespective of the community institution

affected, be it a home, a school, or a number of administrative areas, the social worker's role is unavoidably central and crucial. Because it is a natural disaster, the highest administrators and politicians express concern and call for action and they expect social workers to be involved. (60)

The actual role of a social worker in disaster situations can be summarised as follows :

- 5.2.1 Investigation of the circumstances
  - 5.2.2 Drawing up of plan of action
  - 5.2.3 Submission of such to supervisors with recommendations
  - 5.2.4 Implementation of recommended measures at all levels
- (5) Verification and recommendation for Head Office approval if necessary. Where possible the social worker liaises with other agencies involved. (61)

## 6. PROBLEMS ENCOUNTERED IN DISASTER SITUATIONS

Inter-departmental and Inter-disciplinary clashes create unnecessary obstacles. There is serious need for inter-departmental and

inter-disciplinary co-operation. These misunderstandings, which unfortunately seem rife due to non-co-operation by departments, should not be permitted to affect the rendering of assistance to needy and disaster-struck people. (62)

7. THE ROLE OF VOLUNTEERS IN DISASTER SITUATIONS

It must again be emphasized that volunteers in social welfare work have come to stay. Some are altruistic and others may have ulterior motives. Professional social workers are required to work co-operatively with volunteers. (63)

8. RELATIONSHIP AND COMMUNICATION WITH THE COMMUNITY

This is very crucial. The Transkeian government budget does not have any provision for disasters. There is not even a reasonable amount ear-marked for drought. The basis for this omission is philosophical, the belief that no one can nor should plan, budget or provide for the unexpected, unknown or immeasurable. Intrinsic to this is the principle of community

self-help which is traditional among the people. There is still a number of people who refuse to apply for Old Age Pension partly for superstitious reasons, like the fear of being bewitched, but also due to extreme hatred of being dependent on the government. The crisis period in disasters is handled by the custodian of the people, ie. the government from the local grass-root level to the head office. The range is from tribal authority offices through district offices to head offices. What can be coped with by the people is handled at local level, inasmuch as an area can be localised or decentralised. For example administrative area A is struck by a hurricane and most people lose the roofs of their houses and their stock it constitutes a crisis. This can and should be referred to Head Office while the local resources are being tapped until any financial assistance for the basic structure of houses or huts is forthcoming. (64) In contrast if there is a fire in one of the two rectangular houses belonging to family B and their new lounge suite is destroyed leaving only the old one in the six corner hut and two sons work in Johannesburg, that family should be given moral support rather than financial assistance. A

report can be made but the government cannot be expected to 'compensate' or 'relieve' such a family when there are families who have absolutely no place of abode, no bread winner and no stock. Many opportunities exist here for community involvement although this is not universal and does not apply to everybody in Transkei. Experience with Transkeians reveals the ability and desire to help, particularly as bodies and organisations. The registered welfare organisations especially women's organisations and churches throughout Transkei are testimonial to this. The recent drought has encouraged the idea of goodwill. The women's and church organisations are willing to be involved. Discussions of the problems with them brings their social consciences and desire to assist to the forefront and they then help as they did during the last drought season. A typical example is the fire disaster at Umzimkulu where Zenzele helped. In many instances these organisations do not know how to help because they have not been approached. The whole question of community work from a preventative and from an ameliorative point of view is of course inter-departmental. (65)

These disasters befall families, schools and other institutions. Families' disaster problems are dealt with through the administrative sectors concerned. School children's problems such as burnt books and clothes are also referred to social welfare, which is not strictly correct. Pupil welfare is provided by the Department of Education. However social workers need to know where and how to refer cases as sooner or later more problems come to a social worker whether or not the matter is ultimately the responsibility of another department or profession. Social workers, therefore do referral work in some of these instances. (66)

9. SUMMARY

To summarise it may be stated that as far as natural disasters are concerned the following applies:

- (1) The role of a social worker embraces all community problems including disasters, such as fires, floods, and drought.

(2) The actual sharing of responsibility is naturally done among departments and agencies and social workers somehow are part of the team.

(3) Social workers therefore so involve themselves in order to give their best under all circumstances as much as and in whatever way they are required to help. (67)

#### 10. PROMOTION OF SOCIO-CULTURAL ACTIVITIES

Other activities considered part of social welfare and therefore part of a social worker's job in the Transkei are the promotion of socio-cultural activities like music, dancing, drama, indoor and outdoor sport, youth and adult clubs. These activities are considered both preventative of and therapeutic for social pathological problems because they either keep the participants out of the mischief caused by lack of occupation or they help rehabilitate those who have gone astray. They are meant to prevent commission of crime through faction fights, and theft as a result of lack of occupation. (68)

11. PROMOTION OF SELF HELP ACTIVITIES

This aspect has recently taken root in the Transkei. Apart from the efforts of the various organisations that have been encouraging the self help activities like communal gardens and sewing classes, there are new bodies like Africa Co-operative Action Trust (ACAT) and Transkei Appropriate Technological Unit (TATU) These have so actualised self help in the Transkei that they have changed the lives of many people in many districts. (69)

12. FORMAL SOCIAL WELFARE SERVICES IN THE GOVERNMENT

In the Transkei the social welfare services are rendered under the auspices of the Department of Welfare and Pensions, established in April 1982. One of the department's main objectives is to expand social welfare services. A second objective is the complete administration of the various pensions. (70)

A third occasional duty is the administration

of the drought relief programme.

Although the programme is interdepartmental in operation and runs under an interdepartmental committee the department has been charged with the duty of assisting in the assessment of the needy. This involves the department's social workers more than officers of other departments as they have to monitor the distribution of whatever relief has been decided on. The Secretary General for Welfare and Pensions is accounting officer for the funds because for functional control purposes are voted under his department. The Secretary General is also chairman of the inter-departmental committee as it is necessary that he understands the types of projects funded by the vote he controls. The drought relief is usually given in the form of three items viz. food vouchers to needy people, provision of a water supply and stock feeding. (71)

#### 12.1 GENERAL SOCIAL WELFARE SERVICE

Welfare consciousness is developing in the Transkei. The extent of community involvement in social welfare work is demonstrated through

the establishment of formal welfare and community development organisations at district, regional and national levels. (72)

The Department of Welfare and Pensions registers the welfare organisations after satisfying itself that their aims and objectives are in accordance with the provisions of the National Welfare Act No 44 of 1978 - (Handbook of Registered Welfare Organisations). (73) In addition, the department's social workers guide and monitor the activities of these organisations. The Department of Welfare and Pensions subsidizes some organisations and institutions on a 75% to 25% basis; in other cases it gives ad hoc ex-gratia grants for specific purposes. The department also allocates funds from the Radio Transkei Christmas Cheer Funds. It is the policy of the Department of Welfare and Pensions to initiate and encourage community participation with a view to reducing complete dependency on the government. This concerns not only the individual clients but also some community leaders, some of whom are still inclined to appeal to the central government to improve the lot of their local communities. (74)

## 12.2 PROFESSIONAL SOCIAL WORK SERVICES

These are rendered by professionally qualified social workers stationed throughout the Transkei in the offices of the magistrates and in the main hospitals of Umtata, Umzimkulu and Butterworth. (75)

At this stage, the social workers at the magistrates' offices do not as yet specialise in any one type of field. This is partly due to staff shortage as well as to the fact that the course has so far not offered specialisation. Moves are afoot to have at least two social workers in each district so that one can attend to casework services while another is involved in community work. Each region has a chief social worker supervising and guiding the junior ones.

The department has stepped up the annual quota of student social workers from 8 to 20 and the students are given a wide choice of where they wish to study in the neighbouring Southern African universities. As a result, the department has student social workers in most of the universities in South Africa and the

independent and self governing states. It is envisaged that in three years time the target of two social workers per district will be reached and specialisation will become a possibility.

### 12.3 PENSION SERVICES

The department administers two main types of Pensions, commonly called Social Pensions and Civil Pensions.

#### 12.3.1 SOCIAL PENSIONS

Social Pensions, or Social Benefits as they are sometimes called, can be sub-divided into the following categories :

#### 12.3.2 Old Age Pension

Old Age Pension is payable to males who are over 65 years old and females over 60 provided that the applicant's income is below R120,00 per annum. This is an old legal stipulation and in practice all persons who reach the stipulated age are eligible. This pension is continually reviewed to ascertain if the

recipient is still alive.

#### 12.3.3 Disability Grants

Disability Grants or Sick Pensions are payable to persons who have been certified as disabled or so sick that they cannot earn a living, provided they are over 18 years. Pensions received on grounds of illness are reviewed frequently to ascertain whether or not the person is still deserving, ie. if he/she has not subsequently been cured of the sickness.

#### 12.3.4 War Veteran's Pension

Transkei Nationals who fought in either or both of the World Wars and the Korean War and who are, in addition, over 65 years old are entitled to a pension called War Veteran's Pension.

#### 12.3.5 Pneumoconiosis

This type of pension is payable to males certified as having contracted mine sickness while working in mines. (76)

#### 12.4 Application for Pensions

The above information emphasises that the pensions are **payable**; payment or receipt of social pension is not automatic on qualifying. Applications are made by each individual to the Tribal Authority head who then recommends and forwards these to the magistrate's office. From there they are processed, checked and forwarded to the Pensions Branch of the Department of Welfare and Pensions for approval. Thereafter, the respective local district offices are advised and the applicants then receive their pensions bi-monthly at various pension payment centres such as a school shop or tribal authority office. Shortage of funds makes it absolutely impossible to grant pension to every applicant. Therefore there is always a long waiting list with more applications coming in daily.

In view of the poverty, unemployment and the occasional drought periods, applications for Social Pensions increase dramatically annually to such an extent that the government finds it difficult to cope with the demand as the budget allocation is insufficient, especially

in these years of recession. The department is reviewing the overall pension situation. (77)

#### 12.5 CIVIL PENSIONS

Civil Pensions are pensions paid to government servants on death or retirement of an officer provided the officer has contributed towards the Pension Scheme.

Up to March 1984 married women were not eligible for the pension scheme and therefore neither contributed nor received any benefits on retirement or death. From April 1984 however married women have become contributors and are eligible for payment benefits. (79)

At the end of the financial year 1983/1984, the department had received over 36 000 applications for Old Age Pension. During the same period a total amount of R2½ million was paid as pension benefits to the dependants of the deceased civil servants who were mostly males.

For the same period, the Drought Relief Committee spent R7½ million

on the three aspects of drought relief with all three receiving equal shares as they were considered equally important.

The above outline shows that although the Transkei is by policy not a welfare state, the extent to which the Department of Welfare is a consumer department is an issue of concern. Both the Social Services and the Pensions Branch of the department are seriously considering ways and means of reducing community dependency on the state, possibly through encouraging employers to introduce pension schemes for all Transkeian employees. These must include labourers, the majority of whom later depend on state Old Age or Disability grants when, for whatever reason, they stop working. This policy needs careful negotiation between government and employers.

The Social Services Branch, under the professional social workers, conducts community education for self-help with the co-operation of community development bodies and other assistance. The Transkei Appropriate Technological Unit demonstrates home made low cost bricks and fencing material. The Africa

Co-operative Action Trust specialises in promoting savings clubs for agricultural purposes in the rural areas. The next chapter will deal with the development of social welfare from traditional approaches to formal social welfare activities.

#### CHAPTER IV

##### THE ORIGIN OF SOCIAL WELFARE AND THE INTRODUCTION OF FORMAL SOCIAL WELFARE SERVICES IN THE TRANSKEI

This chapter presents a general review of the original traditional practices relating to social welfare from the humanitarian and religious points of view. The formal introduction and development of social welfare activities, the Western concepts adopted by the Transkei as a Third World country following what are considered civilized or modern approaches, will be dealt with. These two historical developments will be traced up to the formal establishment of a state department dealing exclusively with social welfare.

For purposes of logic and convenience, the period dealt with, viz. shortly before 1960 up to the mid 1960s, will be divided into two phases although such divisions cannot be considered watertight.

1. 1958 - 1962

The period 1958 to 1962 was characterised, on one hand, by traditional humanitarian social welfare practices and by the religious approach on the other. It is perhaps relevant to mention that coincidentally during this period the highest traditional leaders of the Transkei had not only acquired university education but were beginning to play a community oriented role in the main political institution of the time - the Bhunga, which subsequently developed into the Territorial Authority. Significantly those same leaders who were also traditional leaders retained jurisdiction over their subjects in the country districts.(1) Christianity also had extended its influence over most of the Transkei. Against this background of political, educational and religious development, contrasting with traditional connections, the practices of social welfare and the introduction of formal social welfare in the Transkei will

be seen.

### 1.1 The Early 1960s

During the late 1950s the humanitarian and traditional approach to social welfare dominated the scene. Even at this stage the involvement of the church, the informally organised community bodies, especially women's groups, and the traditional leadership played a leading part in social welfare assistance. The role of traditional leadership, the extended family and the community in general were particularly noticeable in situations where some misfortune or disaster befell a family or individual. For example, if a woman gave birth to a disabled baby, people rallied round and assisted the family by looking after the baby. This was due to humanitarianism and natural pity, these relate to present day organised child welfare concern, where care and concern with the disabled children and their families has led to modern single care grants. (2) In fact the mother of a disabled child was assisted in many ways and she was not expected to work in the fields unless she had somebody reliable to look after the baby. Such afflicted people, together

with their children, were given alms and donations in various ways like gifts of second hand clothing. Missionaries organised many donations and also offered special prayers for those needy people.

In traditional Transkeian society, an orphan as defined in modern terms, a child who has no relative or person to look after him or her, did not exist. The people most concerned and contacted were the closest relatives beginning with paternal uncles, aunts and cousins, who did not necessarily bear the same surname but whose genealogy could be traced many generations back. This was done through the headmen and subheadmen. (3) Mere mention of the clan name, always enquired after on all occasions, in times of both happiness and unhappiness, was enough to prompt some concern and assistance although even complete strangers were helped as a result of humanitarianism.

Disabled people were referred to as "God's creatures" which essentially meant that it was not their fault that they had such disabilities and therefore they needed help. Pity was so easily evoked that assistance

including money would be naturally offered to such people or their mothers. (4) A traditional form of community co-operation through self-help activities occurred through organised co-operative working parties called amalima. (5) If the community in a given small ward needed a dam, the subheadman needed only to be approached to address the members of the ward in a beer drinking party or stock-dipping gathering and asking them what they felt about the problem for example how to cope with the scarcity of drinking water for people or stock, or the need for a furrow to lead water away from the land. Proposals would be made, for instance to construct a dam. After general concurrence a date not far off would be settled on when each woman would contribute one large tin of fresh as well as another of fermented mealies or corn for making beer. On the appointed day, all the people would gather on the chosen site, and work would then commence and be completed, interrupted by short breaks when the members of the party would take turns to sip beer. Later merry-making and dancing would celebrate the achievement. In this way, community work was tackled with the consensus and co-operation of all concerned.

This demonstrates the democratic approach to community work. (6)

The churches too played their part in the promotion of social welfare. In keeping with the Biblical teaching loving one's neighbour, the churches were always sensitive to the material needs of the people, especially members of their sects or prospective converts to their faith. This could be seen as a way of practising what was preached, viz. compassion, brotherly love, because alms were given in a variety of ways. The churches tended to give handouts with the result that many people converted to the various denominations. (7)

## 1.2 The Mid-1960s

This period marks the introduction of formal/professional social welfare services in the Transkei. Up to about 1959 social workers had been trained in the Jan Hofmeyr School of Social Work (8). Local administration had become more sophisticated, having developed from ordinary tribal administration by chiefs in their small localities to regional authorities when Paramount Chiefs or Senior Chiefs had

become heads of Regional Authorities. (9) Also women were now being trained as Home Welfare Officers or "Oonomakhaya" at Mbuto in the Tsolo district. (10) This led naturally to the formation of the Women's Organisations notably Zenzele Womens' Organisation in various districts. Social welfare developments in the Western Transkei, then known as Emigrant Tembuland, were encouraged by the placing by the Jan Hofmeyr School of Social Work of social workers who promoted various socio-cultural activities rather than relying solely on casework. (11) The social workers encouraged and promoted activities in which people were interested; music, dancing, indoor games, boxing and, curiously enough, expert stick playing. (12) From a co-operative and community self-help point of view, they encouraged co-operative shearing and sale of wool and agricultural produce. In this they worked closely with agricultural officers. (13)

A social centre comprising a hall and a clinic as well as offices and sports fields was established at Ncora in the Cofimvaba district. An organisation called RURAL AFRICAN SOCIAL AND CULTURAL ORGANISATION (RASCO) followed.

Briefly, its aims were to promote the socio-cultural life of the rural people in this area. It must be noted that the Paramount Chief of the area, Paramount Chief Kaiser Daliwonga Matanzima, not only encouraged the progress at the centre but did all he could to help the social workers and the nurses who staffed the clinic. The importance of co-operation and co-ordination in the interdisciplinary field of social welfare from the socio-cultural health and agricultural points of view was now realised. (14)

Similar developments occurred at the rest of the Transkeian Paramount Chiefs' and the Senior Chiefs' headquarters, Tribal authority and regional authority court houses were established. The halls were also intended for use for a variety of purposes. Unfortunately shortly afterwards the Jan Hofmeyr School of Social Work was closed. Consequently social workers could not be trained anywhere. Ncora had no more social work services. The reason for the closure of the Jan Hofmeyr School of Social Work was due to the fact that the type of education offered was superior to the education designed for the Black man. (15)

Although the closure discouraged the people in the Ncora area of the Western Transkei, social welfare consciousness could not be wiped out. Both religious and traditional leaders showed concern for the people although they lacked any professional guidance. Fortunately some of the activities introduced by Jan Hofmeyr social workers touched upon the very core of the people's tradition as far as co-operative agricultural activities were concerned. The various church leaders organised their parishes to cater for social welfare needs in their communities, and women's organisations were strengthened through their concern for the social and health problems.

Interestingly enough in the mid-1960s the Ncora Administrative area was one of the first to establish the Young Women's Christian Association (YWCA) and, a decade later, the best agricultural projects in Transkei were established in Ncora where there was an irrigation scheme. (16)

### 1.3 1962 - 1965

This period was characterised by the formal establishment of private welfare organisations

by both Church and Women's organisations. Fortunately for the social welfare conscious groups and individuals, a qualified social worker was appointed by the government. Her role in the government will be dealt with in the next chapter. It is sufficient to state that she was appointed in 1964 after the Transkei had been granted self-government so that it became a self-governing state instead of its previous status, a Territorial Authority. Conscious of the need for community involvement in social welfare, the Transkei appointed Miss Constance Mazwi, a graduate of the University of Cape Town, "to co-ordinate the social welfare activities throughout the Transkei". (17) It was considered sufficient to have one female officer to do the work because the emphasis was on activating the people, especially women, to establish social welfare organisations throughout the Transkei.

This objective was particularly realised because many private welfare organisations like Transkei Child Welfare Society and Transkei Cripple Care Society, which were partly assisted by some white women within and outside Transkei, were established. (18)

It is also interesting to note that in keeping with the government's intention and in accordance with its policy of working through the regional and tribal authorities, chiefs and headmen with the assistance of magistrates, a number of district organisations were established. Hence Masizakhe, Wase Matatiele and Ntlalontle Was Xhora (Elliotdale) as well as Ntlalontle wamaMpondo aseMpuma - (Eastern Pondoland Welfare Organisation) came into existence. (19)

In the Willowvale District of Gcalekaland in the Southern Transkei, adult socio-cultural activities like dancing and choral music were started for the first time by a Transkeian trained social worker who could not get work as a government social worker. These efforts were later followed up. An officially appointed social worker founded a multi-purpose socio-cultural organisation and he organised the Southern Transkei to form the Southern Transkei Socio-Cultural Council. (20)

Women's Organisations such as the Transkei Women's Zenzele Association, the Transkei Young Women's Christian Association and The National

Council of African Women were established, either as fully fledged Transkeian bodies, for example Zenzele, or as branches of the South African mother bodies. The stage was set for government to become involved. (21)

#### 1.3.1 FORMAL ESTABLISHMENT OF SOCIAL WELFARE SERVICES IN THE GOVERNMENT SERVICE

In 1964, the Transkei government formerly established social welfare services under the Department of Interior. (22) The move was encouraged or facilitated and coincided with the training of the first group of social workers in the various universities. A few trained in the White universities and many in the Black universities of South Africa, Fort Hare in the case of the Transkeians. Lesotho's then Pius XII University College of the University of South Africa also trained South African Black social workers. The writer attended Pius XII University College. (23)

In addition to the social welfare consciousness of the self-governing Transkei government, professional association consciousness developed to such an extent that professional social

workers' meetings were held in various parts of South Africa including the Transkei. (24) By the end of 1965, the first group of Transkeian social workers had completed their course. At this stage the Department of Interior as well as the private organisations had realised that the one social worker appointed in 1964 could hardly cover the Transkei and fulfil the needs. The worker made many representations for the appointment of at least one social worker for each of the nine regions of the Transkei. (25) To start with five additional social workers who had graduated from the University of Fort Hare were appointed in the Emigrant Tembuland, Fingoland, Tembuland (Central) Qaukeni and Matatiele regions. As students completed the course they were appointed to serve the remaining regions of Galekaland, Nyanda, Umzimkulu and Emboland.

The role expectation of the nine regional social workers was the same as that of the first social worker except that their areas of operation were naturally smaller and they were responsible to the original appointee in Umtata.

Important developments in this regard were

the establishment of more local, district, regional and even territorial welfare organisations. As social workers moved among the tribal authorities, regional authorities and district offices they addressed people on the need to be involved in social welfare.  
(26)

### 1.3.2 SOCIAL WORKERS' ASSOCIATION

Professional contact among social workers in the Transkei and with those outside the Transkei, especially in the Eastern Cape and Border, and the Western Cape, led to the formation of what became known as Cape and Transkei Social Workers' Association. At that stage membership of the association was opened to associate members, those who had been involved in social welfare work for the previous five years without necessarily being qualified social workers.  
(27) Another noteworthy development was the extent to which the autonomy and independence of social welfare as a State department was canvassed and addressed. In a conference of the Cape and Transkei Social Workers held at the Ncambedlana Lay Ecumenical Centre in June 1967, one of the resolutions was to 'request

the self-governing Transkei to establish a separate department of Social Welfare.' (28)

#### 1.4 THE EARLY 1970s

On 1 May 1970 the first Senior Welfare Officer for Transkei was appointed at the Head Office. His main task was "to co-ordinate the social welfare activities, the functions of welfare organisations throughout Transkei and also to supervise and guide the welfare officers in the various regional areas". (29) In essence his work entailed departure from Umtata Head Office by car on a Tuesday morning to visit all the district offices including those which had no welfare officers because these were stationed only at regional headquarters. The purpose behind this was the realisation by the time-pressed Senior Welfare Officer that the districts lacking a permanent welfare officer experienced welfare problems. Therefore it was essential that the senior social welfare officer should at least introduce himself to the resident magistrate, listen to the local welfare problems and then refer these to the regional welfare officer for attention when she or he visited the area. The Senior Welfare Officer

also visited doctors, especially district surgeons' surgeries, to get to know what social problems were experienced by patients who visited the surgeries and what contact or co-operation the district surgeons had with the few welfare officers. (30) The Senior Welfare Officer also visited schools, particularly high schools, in some areas. One objective was to enlist the assistance of the school population - teachers and students in detecting social problems and refer these to social workers. Another reason was to make staff and pupils conscious of the existence of the service as a possible career choice and addresses on social work were often given to and seemingly appreciated by high school students. (31) The success of this venture can be measured by the growing interest displayed by some school inspectors who started encouraging the teachers to detect and report disabled children in schools. (32).

Since the broad function included co-ordination of the function of the welfare organisations, key office bearers of known welfare organisations were visited, spoken to and encouraged. (33) The Transkei hospitals and clinics were visited

whenever possible. Although social welfare work was vaguely known in Transkei then the doctors, mostly missionaries from overseas countries, and nurses, many of whom had had theoretical training about working with a social worker or in a few cases had had practical experience in South Africa, became excited about the idea of a "roving social worker" who promised that a local (regional) social worker would one day visit the hospital as there was at least one in each region. (34)

In many instances, the Senior Welfare Officer found himself and enjoyed operating as a social worker for a district or hospital for a day or two and giving some indication of what the local (regional) social worker would be doing. In some cases the senior social worker was actually invited to the area or institution. The St Elizabeth Hospital in Lusikisiki is a case in point because the hospital management and staff did not want to let the senior social worker go and they referred many hospital problems for his attention.

In keeping with the strategies and customs of the Transkeian people the senior welfare

officer did not ignore the administrative areas where the traditional leaders - the chiefs and headmen stayed. In some areas he visited the Tribal Authority offices, explained his role and again mentioned that the local social worker was stationed in the respective regional offices. In the usual manner most people required to know his clan and the closer the clan the more acceptable he was. In some areas he was offered accommodation for the night instead of driving to the town to put up at a boarding house because many hotels did not accept blacks prior to independence in 1976.

As a result of this process the senior social worker had to cover the whole of Transkei within a month as he still had to hold discussions, inspections and guiding sessions with the respective regional social workers. (35) On average, this routine took about four years despite the senior social worker continually motivating for the creation of both more senior posts for the regions and for more social workers, preferably one per district. The position and understanding of social work was such that it received very little consideration and was still not seen as a priority in the

general civil service. Gradually however the Transkeian community became conscientised and convinced of the need for more social workers.

#### 1.5 RELATIONSHIP BETWEEN THE SENIOR SOCIAL WORKER AND HEAD OFFICE

The responsibilities of the senior welfare officer were far greater than could be anticipated. Being the link between the social welfare officials and the members of the welfare organisations on the one hand and the departmental senior officials who had no training in social work on the other, was no easy task. (36) The rights of the social worker in given situations required clarification, for instance use of an official vehicle for meetings related to fund-raising for a registered social welfare organisation. However it was also important to see that social workers did not misuse or widen the definition of social welfare to use their time and official vehicles for purely social or personal purposes, distinctions which were sometimes difficult to make. (37)

1.6 THE FIRST TRANSKEIAN CONFERENCE OF THE SOUTH AFRICAN BANTU SOCIAL WORKERS' ASSOCIATION

In an attempt to foster community understanding of and involvement in social welfare the Senior Social Worker agreed to host the National Conference of the South African Bantu Social Workers' Association in the Transkei in September, 1971. This particular official had been involved as a member of both the Cape and Transkei Social Workers' Association as well as the South African Bantu Social Workers' Association. Hence his perception of the need to increase awareness of social welfare. The Transkeian social workers in government service and private organisations rallied together and the Conference was a successful project. Among the notable speakers was Professor Hydenrych from Fort Hare University. The theme was "Co-ordination - An Indispensable Approach to Social Work in Developing Territories". (38) The Minister of the Interior, the Hon Chief Jeremiah Moshesh, officially opened the Conference. (39) It was at this Conference with assistance from officials from the South African Department of the Interior that the

name of the association, was changed to the South African Black Social Workers' Association, commonly known as SABSWA today.

#### 1.7 POST UPGRADING AND PROFESSIONAL INTERACTION

From the point of view of post upgrading and professional interaction the years 1972-1975 were specially eventful. In 1974 the Senior Social Worker was promoted to the newly created post of Chief Social Worker.

In July 1974 the Chief Social Worker was elected by the South African Black Social Workers Association to lead their delegation to the International Federation of Social Workers. On request from and subsidised by the Social Welfare Commission of the Catholic Church he was also able to attend the International Conference on Social Welfare - a fortnight later in the same venue - the Kenyatta Conference Centre in Nairobi, Kenya. (40) This gave the Transkeian representative significant exposure to current international social welfare ideology. (41)

1.8 SOCIAL WELFARE BECOMES PART OF THE DEPARTMENT  
OF HEALTH AND WELFARE

In October 1976, the social welfare services became part of the Department of Health and Welfare.(42) This was hailed as an appropriate forward move in the development of the health and social welfare services which are closely related and dependent on one another. (43)

One of the most important outcomes was the formation of the Policy Council of the Department of Health and Welfare, a non-statutory but very important body which was advisory to the Secretary for Health and Welfare. (44) Another significant development was the establishment of the Transkeian Health Education Association which handled Health Education throughout Transkei. (45)

From a functional and professional point of view the amalgamation of the two disciplines seemed the accomplishment of a long felt need.

The Department of Health instituted in all hospitals an office for a social worker. This was seen as a positive move in the promotion

of the then newly established community-based health service with its emphasis on health education. (46)

The generally accepted concept was that the new Department of Health and Welfare would competently promote health and welfare throughout the Transkei. The post structure was reviewed. The post of Assistant Secretary Professional was created and the incumbent required to head the social welfare services, with the assistance of the Chief Social Worker. (47)

1.8.1 THE MOVE TOWARDS THE ESTABLISHMENT OF A SEPARATE DEPARTMENT DEALING WITH SOCIAL WELFARE MATTERS AND THE ULTIMATE FORMAL ESTABLISHMENT OF THE DEPARTMENT OF WELFARE AND PENSIONS

The move towards the establishment of a separate department whose priority was social welfare matters developed over the period 1978 to 1982. This development was characterized by a number of controversies, disagreements and, in some cases, serious misunderstandings within the given relevant mother department and among various relevant departments. Whichever department was acting as mother department

for social welfare was reluctant to relinquish the welfare branch to form the newly proposed department. The Public Service Commission as the final decision-making department in most cases merely announced or directed changes without taking heed of any points raised.

Serious moves towards autonomy started when in April 1978, the professional Head Office staff of the Welfare Branch of the Department of Health and Welfare was verbally informed by a senior official of the Department of Health and Welfare that a decision had been taken to return Welfare to the Department of the Interior. This new Department would be known as the Department of Interior and Social Services. (48) The source could not be revealed at that stage. This move was very disturbing to both the senior staff of the Welfare Branch and to some other officers of the Department of Health.

The Assistant Secretary Professional (Welfare) together with the Chief Social Worker were reluctant to accept the situation without understanding the rationale which unfortunately could not be explained by their senior officers

except that it was a Cabinet decision. (49)

The Secretary for the Department of Health, from which Welfare was being excised, was also dissatisfied with the move. Nevertheless, he felt there was nothing he could do since the matter had been resolved by Cabinet.

The Assistant Secretary Professional (Welfare) requested a discussion of the position with the Secretary for the Public Service Commission and the senior officials of the Department of the Public Service Commission. The Secretary for the Public Service Commission decided (as the correct procedure) to involve all the parties concerned including the Secretary for Health and Welfare, the Assistant Secretary Professional and the Chief Social Worker. The Secretary for the Department of Interior (the new proposed mother department for Welfare Services) and his staff were also invited to attend.

After outlining the purpose of the meeting, the Secretary for the Public Service Commission gave the Assistant Secretary Professional a chance to table his views. The Assistant Secretary Professional made it clear that the

situation whereby social welfare services were shifted from department to department, sometimes without any clear motivation, was disturbing to the social welfare personnel. The Chief Social Worker supported this view.

The Secretary for Health also expressed his concern for the situation and stated that although Cabinet decisions could not be challenged, it was his hope that eventually social work would stop being the "Cinderella" of other departments and be independent, and he as head of the former mother department would support such a move.

The Secretary for the Public Service Commission asked the Assistant Secretary Professional what his desire regarding welfare would be. The Assistant Secretary replied and stated that it was time social welfare became a department of its own.

The Secretary for the Public Service Commission summarized the Commission's stand on the issue by making reference to the position of the State departments in South Africa. He referred to a Sunday Times article which stated that

South Africa had decided to reduce her State departments from about 44 to 22. (50) The Secretary for the Public Service Commission then concluded by stating that in the then foreseeable future, the Commission could not see its way to creating another State department.

This decision shattered all hopes that the Welfare Branch would remain with the Department of Health (and Welfare), and from that moment there was no alternative for the social welfare personnel but to accept that they were part and parcel of the newly restructured and enlarged Department of Interior and Social Services.

The results of this move which was unacceptable to the professional social workers and regrettably to the health professionals, can only be imagined by understanding its implications. Among other aspects morale naturally deteriorated. The Social Welfare personnel the developments difficult to accept and unfortunately, as many senior officials realised, in the new department the stage was set for disagreement, conflict and even confrontation, as will be seen later in the chapter.

### 1.8.2 ROUTINE DELIVERY OF SOCIAL WELFARE SERVICES

The routine delivery of social welfare services in the district offices was greatly affected and disrupted. As is procedural in the government departments the Department of Health soon issued a circular requesting all medical superintendents to have social workers vacate the hospital social workers' offices since from then social workers fell under another department - Interior and Social Services.

(51)

While negotiating for social workers to continue using Health Department office accommodation both at Head Office and in the districts, the Department of Interior and Social Services quickly took an inventory of the official vehicles allocated to social workers. It then took physical control of these vehicles for re-allocation in accordance with the transport policy of the new mother department. The damage done to the innocent clients was extensive as many visited offices only to be advised that social workers were no longer in the Health Department. As many home visits and community meetings could not be attended to because of

the disruption, there was delay and confusion. This state of affairs was to be expected in inter-departmental changes but it was aggravated by the fact that within the department itself there was no consensus regarding the new move.

### 1.8.3 THE WELFARE BRANCH PRESSES FOR AUTONOMY

Although the service delivery later became fairly normalised, the Welfare Branch at Head Office did not stop motivating for the establishment of a separate department of Social Welfare. (52)

The argument was based not just on the desire for autonomy for the sake of autonomy. Being part of the Department of Interior (and Social Services) had many limitations, drawbacks and serious dysfunctional results. From the staff development point of view for instance, although it had long been an accepted view that the Transkei needed at least one social worker for each of her then 28 districts, with the inclusion after independence of Glen Grey and Herschel the reality of the situation was that the ultimate success of the motivation to the Commission and Treasury depended on the

conviction of the wisdom of this by the Head of the department. Unfortunately he was not a social worker by profession, and had administrative staff as his priority. In practice, whatever departmental budget cuts had to be made according to Treasury instructions, naturally affected the less important services in the Head's opinion social welfare services. The most affected items were staff recruitment and appointments, training subsidies to welfare institutions etc. (53)

Although naturally the motivations were made at various levels from district social workers' offices through the Assistant Secretary Professional's office up to the Assistant Secretary Administration then Deputy and ultimately the Secretary they did not elicit much positive reaction. A dramatic example is when after many years of granting bursaries to social work students, the Secretary for Interior advised the commission, without the knowledge of the Welfare Branch, that the department needed no social work bursaries. Fortunately the matter was corrected in time. (54)

Unfortunately, according to the government departmental organisation, the political head of the department, the Minister even the head of the government (Prime Minister or State President) can only deal with matters referred by the Secretary of the department to the higher authority according to correct channels. Further penetration is virtually impossible as the final authority can regard as closed any matter with which he is not in agreement. However, at the risk of occasional charges for misconduct it became essential for the Welfare Branch to submit some of the motivations direct to the Prime Minister. He would then note the contents and direct that the motivations be processed. However when the secretary received these motivations priority was given, as an administration control measure to cases of violation of misconduct. These cases dragged on until mid-1979, as they had to be presided over by senior officers in other departments. In practice the presiding officers were officially or unofficially knowledgeable of the causes of the conflict or might have been previously involved. Their objectivity was therefore questionable. Naturally, on completion, these cases had the temporary effect

of discouraging any further moves.

#### 1.8.4 SURVEY ON TRANSKEI'S SOCIAL WELFARE

In 1979, the Welfare Branch of the Department of Interior motivated for the appointment of an independent consultant to study the Transkei social welfare system (55). The main idea was to have an independent scientist look at the situation and present scientific, unbiased views. The Secretary for the department reluctantly accepted the idea and the consultant, Prof S N Gilbert of the University of Guelph in Canada, made the study which he completed in December 1980. (56) The two major recommendations of the study were :

- (a) Social Welfare Services should be removed from the Department of Interior and be made part of the Department of Health (and Welfare) with a social work professional in the rank of a Deputy Secretary Professional heading the Branch Social Welfare, as a direct adviser to the Secretary for Health and Welfare. He stressed that this should be an interim measure.

- (b) Preparations should be made for the eventual establishment of an autonomous Department of Social Welfare to be known as Department of Social Welfare and Community Development or Social Welfare and Pensions. (57)

There were many subsidiary functional recommendations which have nothing to do with the status of the Social Welfare services and would automatically be easy to implement on realisation of the main recommendations.

As soon as the report was presented, the Secretary for Interior and Social Services rejected the report and decided that the so-called Gilbert Report should be ignored. However, the Assistant Secretary Professional, together with senior officers of his and other relevant departments, pressed for the tabling of the report. The Department of Commerce Industry and Tourism's consultant, the Chairman of the National Planning Committee and the Head of the Department of Social Work, Fort Hare University and pressurised for the tabling of the report.

Eventually, on 23 April 1981, the report was discussed by the representatives of the Department of Interior and Social Services, with the Secretary for Interior and Social Services in the Chair. Also present were the Chairman of the National Planning Committee, the Head of the Fort Hare Department of Social Work, a senior lecturer from Fort Hare Department of Social Work, and representatives of the University of Transkei's Departments of Sociology and Economics. The Department of the Public Service Commission was unfortunately not represented. The consultant who had drawn up the report had returned to Canada and was not there to defend or explain some of his recommendations as would have been appropriate.

The discussion developed into a tussle. There were two main opposing parties viz. the then Secretary for Interior and Social Services on the one hand, and the members of the Welfare Branch supported by the representatives of the Fort Hare Department of Social Work on the other. The representatives of the University of Transkei, though making some points from the academic point of view, did not take a clear stand for or against the move. The

disagreement between the Secretary for Interior and Social Services as Administrative Control Officer for the Department of Interior and Social Services and the Welfare Branch personnel, ie. professional social workers, was so intense that the meeting proposed the Chairman of the Technical Committee should chair the meeting instead of the secretary for the Interior and Social Services who had a vested interest. Despite strong views for the adoption and implementation of the so-called Gilbert Report by the majority opposition by the Head of the Department and the powerlessness of the meeting to make such far-reaching decisions led to its closure before the matter had been resolved. (58) Because scientific studies had been undertaken and matters discussed, the need remained for the matter to be convincingly finalised. Discussions variously continued and even in conferences and symposia about social welfare attitudes could be detected. Although never officially confirmed most political figures concerned with the social welfare services were aware that the matter had not been resolved.

On 8 June 1981 an unusual development took

place. The Assistant Secretary Professional was on leave but not out of town. He was suddenly called back to duty by the Secretary for Interior and Social Services who informed him that from that moment onwards, according to the wishes of the Welfare Branch, Social Welfare Services were excised from Interior and were part of Health. He thereafter immediately sent circulars to all government departments and district offices for the Department of Interior (and Social Services) outlining the change and giving instructions that social workers be required to hand over official vehicles to the District Commissioners as the vehicles belonged to the Department of Interior, which had nothing to do with social workers. (59) This produced greater confusion than previously when Welfare became part of Interior because of the drastic nature of the move with its elements of unpleasantness and compulsion.

The Head Office of the Welfare Branch accordingly presented themselves to the Department of Health. These officials explained they would investigate the matter although it was, in their opinion, so drastic and abrupt as to cause confusion.

For instance, the Department of Health foresaw serious problems in taking over a Social Welfare service which did not have a single official vehicle. The crisis was resolved by the Prime Minister's instructions, that the Welfare Branch should remain with Interior until further notice because obviously there had been premature and hasty reactions to the developments on the part of the Secretary for the Interior. The Secretary for Interior and Social Services complied, contacted the senior Welfare Branch staff and informed them he was 'reluctantly accepting the Social Welfare Services' in his department. The Welfare Branch did not react.

Once more Welfare Branch was part of the Interior although obviously matters could not return to normal from both the administrative control and service delivery points of view. All those aware of the developments expected a proper, more calculated and scientifically-based move at the appropriate time.

Immediately after the election of the members of the second post-independence parliament in 1981, one Minister was designated Minister of Interior and Social Welfare, instead of

Social Services. This sounded a pointer at a new development. In other words, behind the Ministerial designation was the question of two departments under one Ministry. There was no doubt in the minds of all who followed and understood the developments that the autonomy of Social Welfare was imminent.

In the Department of Education another development had been taking place. The need to pay more attention to sport as a national priority, like Welfare long under-estimated, had been realised.

As far as the Public Service Commission was concerned, both these relevant branches from the two separate departments of Interior and Social Services and Education were too small to form separate departments. (60) As a result, three branches of Welfare, Sport and Culture were joined as the Department of Welfare, Sport and Cultural Affairs established on 1 April 1982. The Department of Interior and Social Welfare, Sport and Culture fell under one Ministry but within a month each had its own Minister.

DEPARTMENTAL RESTRUCTURING LEADING TO THE  
FORMATION OF THE DEPARTMENT OF WELFARE AND  
PENSIONS

The combination of Social Welfare, Sport and Culture as three branches of one department was without precedent. Expediency had dictated it and the Public Service Commission's decision had been that since Welfare had to move out of Interior and Sport out of Education, the two should or could ideally form a department with Culture.

Despite serious attempts by all concerned viz. the Minister of Social Welfare, the Secretary for Social Welfare and the various branches with the Public Service Commission to make the combination work, the priorities for the various branches were so different that it became clear that the department could not stand as it was. Social Welfare was perceived and presented as broad enough to form a single department, and Sport and Culture also felt it was time their whole area broadened. Their combination was not ideal.

Ultimately the Public Service Commission, on

the instructions of the Executive Council, dissolved the year-old Department of Welfare, Sport and Cultural Affairs and established instead the Department of Social Welfare and Pensions with effect from September 1983.

The implications of this move were that the branches Sport and Culture once more became part of the Department of Education with the new development that the Pensions Branch was excised from the Department of Interior to become part of the new Department of Welfare and Pensions. This plan fitted with the recommendations of the Gilbert Report and was quite acceptable to both the Secretary for Social Welfare and the Pensions Branch of the Department of Interior. (61)

At present the separate Departments of Interior and Welfare and Pensions are again under one Minister purely for political purposes. It would be incorrect to say that the department is now as it should be as there are many relevant branches which are still handled by other departments. (62) However, the present development is considered sound and appropriate and in keeping with developments in neighbouring

countries. Although the Republic of South Africa now has the Department of Health and Welfare, with Pensions as part of that department, previously it had the Department of Social Welfare and Pensions. It is also interesting to note that whereas the other newly independent and self-governing states also initially had social welfare under Interior, they later regrouped it under Health. The Ciskei has recently formed a separate Department of Welfare and Pensions whereas self-governing Kwazulu has also established a separate department for Welfare and Pensions from 1985.

Although there are always inter-departmental differences and claims for various services considered relevant to one department instead of another, the development of the Transkeian Social Welfare Department towards an autonomous department seems to have been more involved than normal. The department as it stands has been in existence for two years. With this historical background, this study will review the history and aspects relevant to the training and education of social workers both in the Transkei as well as in other South African universities.

## CHAPTER V

### 1. THE TRAINING OF SOCIAL WORKERS WITH PARTICULAR FOCUS UPON THE UNIVERSITY OF TRANSKEI

The training of social workers for social welfare services in the Third World in general and the Transkei in particular has aroused interest on the part of social work writers. James Midgley demonstrates this in his book: "Social Work in the Third World"

The general members of the community continually assess the manner in which social workers approach their work. The training of social workers has given rise to a number of controversies

and differences of opinion. Any Third World country has its own peculiarities, aspirations, needs and goals. Therefore emphasis is given to the training of social workers at an institution of higher learning in the country concerned encouraged by various factors including financial commitments by both the Department of Education and the department offering the bursaries. (1)

#### 1.1 SOCIAL WORK AS A CAREER AND PROFESSION

Social Work as a career came to the attention of the Transkeians during the days of the Jan Hofmeyr School of Social Work. Many Transkeians completed their social work courses in the Jan Hofmeyr School of Social Work until it closed in the late 50s. Prior to that the careers and professions known were teaching, ministry, nursing and the few who could afford medicine and law. Agriculture was undermined. The most common alternative for those who could not do post-matric studies was a clerical job which was also not easy to get.

## THE JAN HOFMEYR SOCIAL WORKERS

In chapter 4 it was mentioned that some Jan Hofmeyr trained social workers at the Ncora Social Centre became involved in community work dealing with various types of social work mainly socio-cultural. Their approach shaped the Transkei's understanding of the role of a social worker. They were active and outgoing involved in community life and were automatically socially absorbed and integrated into the community life. (2)

This became the yardstick of many senior members of the community the approach of all social workers. For example any social worker unable to organise sports or mini gatherings and officiate at these was not considered capable. Whether or not it was the difference in approach, it was a fact that the Jan Hofmeyr trained social workers were far more community oriented than those trained elsewhere.

### 1.2 THE BLACK UNIVERSITY TRAINED SOCIAL WORKER

From the mid-1960s the Black universities produced social workers for areas such as the

Transkei. The basic orientation and emphasis was casework and to some extent, group work. The result was that the social workers were not as outgoing as those trained at the former Jan Hofmeyr School of Social Work. Supervision visits to various offices revealed that social workers tended to wait for clients to come to their offices with problems and the social workers did not on their own take the initiative of approaching the community to make their presence felt. Community work had not been tackled. This basically distinguished the social workers trained at the Jan Hofmeyr School of Social Work from those trained at the South African Black Colleges or Universities. Fortunately the situation has changed slightly over the last decade. Many social workers are community social work oriented and have the initiative to go to the community, as a result of the emphasis on community work at the universities. In the field in general and in the Transkei in particular special in-service training courses have been regularly held, at least annually, with emphasis on community work. In the past the University of Fort Hare was kind enough to help and the Department is busy negotiating for co-operation

with Unitra in this regard. It is an indisputable fact that success in social work training and social welfare delivery completely depends on (if possible) daily, weekly, fortnightly or at least half-yearly contact between a given university and local practitioners. (4)

### 1.3 SOUTH AFRICAN WHITE UNIVERSITIES

As was mentioned earlier, the first social worker for the Transkei government trained at the University of Cape Town. At the time she was the only student and managed to make progress until the other social workers from the Black universities and one from the then Pius XII University College in Lesotho joined the Transkei government service. This woman subsequently left during the early days of the development of social welfare services in the government and worked for private organisations in Queenstown in South Africa. Her pioneering work has however left its impact. (5)

Recently white South African Universities have begun training social workers, some of whom not only come from the Transkei, but who actually

have bursary contracts with the Transkei government. This means that they will be expected to work for the Transkei government when they complete their training for at least the number of years equal to the tenure of the bursary. It will be interesting to see their approach and ability to render their services. It is exciting to notice the distribution of professional officers in various universities of Southern Africa. Their growing numbers are encouraging. (6)

#### 1.4 THE TRAINING OF SOCIAL WORKERS OVERSEAS

Another development is the training of social workers in overseas universities. Many social workers, especially those lecturing at universities, take up scholarship at American universities where they do a Master's Degree. A few have even done Doctorates. Fortunately for the region and in keeping with the sponsors of the overseas bursaries most have returned and are serving their local communities in various ways. (7)

Another programme is the Council for International Programmes (CIP) which runs for

initially for 8 months, and in some instances students proceed to do a Master's Degree in Social Work. So far, two social workers from the Transkei have been to the CIP programme. One continued to complete her Master's Degree whereas the other returned after the 8 months' course. Both rejoined the Transkei government on return and in general their experiences have been beneficial to the government. (8)

It remains to be seen how many will take advantage of this course. There remains, however, uncertainty acceptance of the fact that even on completion of a Master's Degree a senior post is not automatically given. Unfortunately the procedure in the Public Service is that one does not automatically get promotion to a senior post although improvement by way of salary is attended to according to the relative value of the qualification.

The unfortunate impression gained is that after acquiring a Master's Degree overseas, it is not easy to accept working in the small, sometimes dusty, rural areas where one is sometimes stationed, especially if his/her post is in the area. (9) The employer is

not in a position automatically to create a senior post at Head Office simply because one candidate has acquired a Master's Degree. The new Master's Course in Social Planning and Administration at the University of Cape Town is more promising. Hopefully the course will accept primarily high calibre students for post graduate study, because returning to the former fairly junior post will be as frustrating as for the district social workers with American Masters' Degrees. Despite all good intentions, special posts cannot be created for them although functionally and financially the officers are assessed for proper placement.

2. ESTABLISHMENT OF THE DEPARTMENT OF SOCIAL WORK AT THE UNIVERSITY OF TRANSKEI AND THE TRAINING OF SOCIAL WORKERS AT THAT UNIVERSITY

The establishment of the Department of Social Work at the University of Transkei was realised in 1984.

As soon as the University was started, social workers in the Transkei spared no effort in making representation for the training of social workers at the University of Transkei.

At the time, the University was temporarily housed in the prefabricated structures near the Technical College. In 1979 a delegation of social workers from the then Department of Interior, led by the Director of Social Services, made a verbal proposal to the principal for the training of social workers. (10) The Principal's response was that at that stage the University was sorting out its priorities and it would go into the question of whether the training of social workers was one of the priorities or not. The delegation accepted the decision at the time and was grateful for the audience at least. (11)

A feeling developed that matters needed to be taken up more formally and between 1979 and 1982, there was written communication between the Department of Interior and the University regarding this proposal. Views were expressed as to whether the School of Social Work or Department of Social Work should be established. (12)

The University took the idea so seriously at that stage that they arranged for interviews with various interested and knowledgeable

personalities in the field of social welfare. Interviewees included professors from both South Africa and overseas as well as social work practitioners and other social welfare oriented people and the social workers in the Transkei.

The final result was that in the middle of 1983 the University decided to start the training of social workers by the year 1984. (13) A post of Professor and/or Head of the Social Work Department was advertised and in November of 1983, the Director of Social Services in the Transkei Department of Welfare and Pensions was appointed to the post.

As early as April 1984, the Dean of the Faculty of Arts requested the Secretary for Welfare and Pensions for his comments and suggestions on the Social Work curriculum of Unitra. (14) Although not an academician, from his 18 years professional social work experience in the field, and as one holding an Honours Degree in Social Work from the University of South Africa, and studying for a Master's Degree in Social Work under the University of Cape Town, the Secretary for Welfare and Pensions

gladly made the comments and referred them back to the Dean. Unfortunately unrest at the University occurred and the then Dean of Arts left before he or the Head of the Department of Social Work had had a chance to discuss the comments with the Secretariat, as the Secretary had suggested. The Secretary for Welfare, however, reliably learnt from the Acting Dean of Arts at Unitra that the comments were actually passed on to the Dean's office, and subsequently to the office of the Head of the Department.

Unfortunately the Transkei state department of Welfare and Pensions has twice unsuccessfully requested the Head of the Department of Social Work at Unitra to give an outline of the nature of the training of Social Workers at Unitra. It is, however, still hoped that when the Head of Social Work at Unitra has established herself the State Department of Welfare and Pensions and the University Department of Social Work will work hand in hand for the benefit of social work training and practice in the Transkei. Now that the development of the Transkei's social welfare policy and service as well as the training of social workers for the service

have been dealt with the next chapter will focus on the current trends and developments in the social welfare field of the Transkei.

## CHAPTER VI

### CURRENT TRENDS AND DEVELOPMENTS IN THE SOCIAL WELFARE FIELD IN GENERAL

This chapter examines current trends in the social welfare field in general providing interesting insights into these.

Comprehensive and all-inclusive the study includes:

- 1) The role of the Private Organisations
- 2) The role of the Mutual Benefit Societies
- 3) The role of the Department of Welfare and Pensions

- 4) The role of Local Authorities
- 5) The role of Professional Associations
- 6) The Inter-disciplinary approach to Social Welfare with special reference to state and quasi state bodies.

(a) THE ROLE OF THE PRIVATE ORGANISATIONS

The Private organisations in Transkei operate in terms of the Welfare Act No 44 of 1978.

1) These organisations are currently divided into two main categories; the purely welfare organisations, whose purpose it is to assist indigent people who cannot help themselves at all due to disability, either as institutions or organisations, and the community development bodies which promote self-help among the communities. Various skills such as sewing, gardening and farming, are taught with a view to developing complete independence from handouts and benefits.

1.1 PURELY PRIVATE ORGANISATIONS

Under the first category the private organisations helping those who cannot help themselves are the following:

1.1.1 The Transkei Association for Handicapped among whose aims and objects are:

- i) To promote and support measures and schemes for the early detection and the prompt and efficient treatment of disabling conditions and for the care, education, training, employment and general welfare of all disabled persons.
- ii) To educate the public to accept the handicapped person as one capable of habilitation and rehabilitation, and of making a contribution to the community.
- iii) To be the official channel of communication in matters of general policy for the care and welfare of the handicapped.(2)

Most organisations and institutions who deal with the disabled and therefore relate to the TAH are affiliated to it. To deal with each individually is beyond the scope of this study so they are listed in the annexure in the appendix. They will however be briefly discussed.

### 1.1.2 EMPILWENI HOME FOR THE AGED

The Empilweni Home for the Aged has been referred to under the discussion of the role of the Transkei Council of Churches' Social Welfare Division. The Council's inability to establish the home was previously discussed. The Murray Trust pursued the idea with the government because Mrs Murray retained the money in trust in compliance with her husband's wish to establish an old age home for Transkei as a token of appreciation for the work done by Transkeians in the building firm of Murray and Stewart.

After several, protracted negotiations which included the Medical Scholarship Group, an association of Transkeian doctors, permission was given by the Transkeian Government for the establishment of the home. This was officially opened by the Minister of Posts and Telecommunications, the Honourable S N Sigcau, on behalf of the Minister of Welfare and Pensions, the Honourable Chief D D P Ndamase, on the 16 May 1984. At present the home caters for 40 inmates and the aim is to transfer

Transkeian aged people at present in the Ciskeian Old Aged Home in Peddie. The home is run by a Management Committee representative of the Department of Welfare and Pensions, the Medical Scholarship Group, who give medical care, and the Order of the Holy Cross Sisters who provide the senior staff.

#### 1.1.3 HOLY CROSS CHILDREN'S HOME

The Holy Cross Children's Home in Cala developed from a project of the Roman Catholic Church with a view to caring for children in need of care when referred by courts on social workers' recommendations. The home caters for approximately 200 children, including safety and committed children. The Holy Cross Sisters of the Roman Catholic Church run the home and the government subsidises the running expenses on a 75% basis, the other 25% raised by the Church from donations. These come mainly from overseas benefactors although organisations and business houses in Transkei now help a great deal. Among the changes since the home was established in the mid-sixties is the care of children over the age of admission and detention because they are either orphaned

or belong to homes which are still not suitable. The most recent development, therefore, is the establishment of an after care home. Children have already been moved to a building for this purpose and arrangements are being made to establish another such home near the capital city Umtata as some children work at the Head Office in Umtata or study at the University of Transkei there. (3)

#### 1.1.4 CAMAMA PARAPLEGIC HOME

The Camama Paraplegic Home in Cofimvaba dates back from the time of the operations of the East London and Border Society for the Care of Cripples. In an attempt to have Transkeian cripples cared for in an institution, the Society bought an old trading station in the Cofimvaba district, a few kilometres from the village. A few cripples were sent there and there was a social worker who took them to the clinic in East London on a regular basis. (4) Occupational therapy was also provided. Skills such as making bible covers, belts and many other activities that would not tax their limbs were taught. The passing of the Fund Raising Act, which prohibited the sending of money

from South Africa to outside areas, and the political independence of Transkei obliged the East London and Border Society for the Care of Cripples to pull out of Transkei. The Camama Paraplegic Home automatically became the responsibility of the Transkei Government under an autonomous committee. This Committee has achieved little but the Transkei Association for the Handicapped, the mother body, is due to take over Camama. In the meantime the department finances the running costs and the department's social workers render social welfare assistance.

#### 1.1.5 NHYWEBA REHABILITATION SOCIETY

Nhyweba Rehabilitation Society differs only slightly in organisation and project from the Camama Paraplegic Society. It was founded by an individual who made wicker baskets and who decided that he could rehabilitate the paraplegics by teaching them basket making so that they could earn their living through the sale of such baskets. The institution is situated on the turn-off to Ngqeleni on the Port St Johns road. The inmates come from all over Transkei but mainly Western Pondoland.

The organisation is run by the Management Committee composed of the Manager assisted by his wife and two instructors as well as labourers who take care of the inmate, doing the cooking for instance. The committee for the organisation has not proved capable enough and although the activities are autonomous, the Department of Welfare and Pensions still bears the financial responsibility with an annual grant.

Because the place does not as yet have a capable committee to run its affairs a permanent subsidy has not been approved. The department's social workers liaise between the department and the institution and the Transkei Association for Handicapped renders help where necessary.

#### 1.1.6 KHANYISA HOME FOR MENTALLY RETARDED

The Khanyisa Home for Mentally Retarded Children was established by concerned private individuals in the premises of an old Anglican Church building in Cala in the north-western part of Transkei. The children are assessed by doctors and referred to the social workers. The professional organisation most concerned

with this institution is the Transkei Homecraft Teacher's Association, who annually organise a conference and raise funds for assisting the institution. This institution should be regarded as a special school under the Department of Education. So far the founders of the institution have not succeeded in having the Department of Education accept the full running costs, although it pays the teaching staff. The Department of Welfare and Pensions also has not seen its way to accepting the institution as an organisation exclusively relevant to the department's functions since it is to all intents and purposes a school. Nevertheless, financial assistance by way of annual grants from the Christmas Cheer Fund is given. The Transkei Association for the Handicapped gives all the support possible.

#### 1.1.7 TEMBISA HOME FOR MENTALLY RETARDED

Tembisa Home for Mentally Retarded has similar aims and objects as the Khanyisa Home except that as Tembisa is in the urban area children go home every day to return the following day. It is therefore a day care centre. Tembisa was founded by another group of concerned women,

in this case nurses co-operating with the Child Welfare Society. The problems confronting Khanyisa also confront Tembisa as it is the same type of institution. Although the Transkei Child Welfare Society itself has its own organisational problems, clearly Tembisa has more because it has children who need attention every day. In the same manner as Khanyisa, Tembisa committee was advised to seek registration with the Department of Education as a special school. They are not yet registered although the Department of Welfare and Pensions provides an annual grant for running costs from the Christmas Cheer Fund as this covers all indigent bodies. The Transkei Association for the Handicapped, as an umbrella body, assists whenever possible.

#### 1.1.8 EFATA SCHOOL FOR BLIND AND DEAF CHILDREN

The Efata School for Blind, Deaf and Dumb Children is situated just outside Umtata, on the Umtata/Queenstown road. At present it is the biggest of its kind in Southern Africa. It specialises in teaching blind, deaf and dumb African children, as yet only up to Std VII. The school was established through the

initiative of the Dutch Reformed Church on whose premises it was built. It accepts children from all over Southern Africa. The Department of Education runs the school, paying the teaching staff and catering for the various needs of the children. The school has an annual enrolment of over 300 children a year in both sections of Blind and Deaf and Dumb.

Children who pass Std VII at this school are referred to the After Care Section of the institution, a completely different organisation. The Efata Welfare Organisation is subsidised by the Department of Welfare and Pensions. Some of the blind ex-Efata pupils do very well as switchboard operators and many businesses in Transkei find them very capable, in many instances more so than the sighted.

The deaf pupils prove apt learners in skills such as building, carpentry, and weaving. The school is affiliated to the Transkei Association for the Handicapped.

#### 1.1.9 EFATA WELFARE ORGANISATION

The Efata Welfare Association has been referred

to above in connection with Efata School for Blind, Deaf and Dumb children. It developed as the after-care section of Efata School. The need arose for ex-Efata inmates which a basic education to be taught skills which would later help them in life. The Efata Welfare Organisation was then established by a committee composed mainly of the members of the Dutch Reformed Church.

It is run by a Management Board which sees to the smooth running of its affairs. The Department of Welfare and Pensions subsidises the running costs of Efata Welfare Organisation on a 75% basis and the Trustees of the Dutch Reformed Church raise the balance of 25% from various donations including their church benefactors and tourists. The organisation engages in various projects like building, carpentry, sewing and weaving. In all these skills the quality of the work is so high that many who know the organisation actually have their entire houses built by Efata. In addition a large collection of woven and sewn articles is exported from Transkei. After completing their training the inmates obtain work outside Efata.

1.1.10 IKWEZI LOKUSA SCHOOL FOR CEREBRAL PALSIED CHILDREN

The Ikwezi Lokusa School for Cerebral Palsied Children was founded by the Sisters of the Roman Catholic Church at a farm mission station called Glen Avent.

During the days of the East London and Border Society for the Care of Cripples, and during the time when Transkei was still politically part of South Africa, the Society guided the Roman Catholic Church in the establishment of this institution. Then it was funded by the church authorities, together with Easter Stamp Fund collections made under the auspices of the East London and Border Society for the Care of Cripples. The Department of Education soon became involved so that this became a government-run institution in the usual sense although it was church property. It is regarded and run as a special school.

The school caters for about 300 cerebral palsied children. Besides schooling up to Std VII the institute attends to the clinical and medical needs of the children with a number of

specialists, like physiotherapists, who are on the staff of the school. The Roman Catholic Church Trustees draw much overseas expertise from church volunteers.

The school accepts children from all over South Africa. When the children outgrow the school academically or according to age, the age limit is 18 years, they are referred to the After Care Section of the adjacent Ikwezi Sheltered Employment Society.

#### 1.1.11. IKWEZI LOKUSA SHELTERED EMPLOYMENT SOCIETY

The Ikwezi Lokusa Sheltered Employment Society developed as the After Care Section of the Ikwezi Lokusa School for Cerebral Palsied Children. As in similar organisations the need arose for an after-care section to cater for older children who had completed their education in the school or who exceeded the age limit. This section is a separate organisation registered with the Department of Welfare and Pensions and subsidised by the department on a 75% basis of the running costs. The church authorities provide the 25% balance through donations and other forms of fund raising

available to them. The organisation teaches the children - many of whom do not necessarily need to be graduates of Ikwezi School, skills like tailoring, pottery, carpentry and dress-making in order to equip them in some way for the outside world.

The organisation releases them onto the employment market on the recommendation of the social worker in its employ, and on the understanding that their disabilities will be taken into account. Supervision on how they fare is maintained. Many inmates are encouraged to return to their home districts and establish small industries there.

#### 1.1.12. TRANSKEI CRIPPLE CARE SOCIETY

The Transkei Cripple Care Society was a direct outcome of the involvement of the East London and Border Society for the Care of Cripples and was actually a branch of the Society.

After Independence, once many Transkeians had gained experience in the running of the Society, the local Society was established as an autonomous body.

The Society is run by a Management Committee of enthusiastic individuals. It employs a qualified social worker. The main task of the social worker is the education of the entire community on the dangers of road accidents and the importance of attending clinics immediately after injury. The social worker also teaches about polio, its symptoms, the importance of polio vaccines for safeguarding children, and the referral of those affected to the clinics.

The Transkei Cripple Care Society has branches in many parts of Transkei and the local committees, supported by social workers employed by the Department of Welfare and Pensions, assist in guiding the public throughout Transkei.

The Department of Welfare and Pensions gives a grant-in-aid to the Society from the Christmas Cheer Fund from Radio Transkei.

#### 1.1.13. TRANSKEI CHILD WELFARE SOCIETY

The Transkei Child Welfare Society is one of the organisations established immediately after the appointment of the first social worker

of the Transkei Self Governing State in 1963.

At the time the Transkeians had no experience in running such an organisation and naturally some South Africans assisted them until the Transkeians became capable.

The Society is run by a Management Committee and has branches in parts of Transkei such as Port St Johns, Tsomo and many other districts. It was partly through the efforts of the Society that Tembisa School for the Mentally Retarded Children was established.

Although the Society does not have a social worker of its own, it is assisted by government social workers, stationed in the various magistrates' offices, in handling Child Welfare problems of the different areas concerned. The Department of Welfare and Pensions gives an ad hoc grant to this organisation because most of the material assistance expenses are paid for or borne by the Department directly through the recommendation of the social workers. The society is being encouraged to appoint its own social worker and to open branches all over Transkei.

1.1.14. TRANSKEI INSTITUTE FOR CRIME PREVENTION AND REHABILITATION OF OFFENDERS

The Transkei Institute for Crime Prevention and Rehabilitation of Offenders developed from what is known as National Institute for Crime Prevention and Rehabilitation of Offenders in South Africa, generally abbreviated as NICRO.  
(5)

The Transkei, then being part of South Africa, was part and parcel of this body. Towards independence however, it became necessary to have a separate Transkeian organisation and therefore the Transkei Institute for Crime Prevention and Rehabilitation of Offenders was established. (6)

The Institute's aims and objects are to fight for the prevention of crime through community education, to assist arrested persons through bail arrangements, to liaise with and assist the dependants of the prisoner or accused during the prisoner's absence, to visit prisoners during their terms of imprisonment and help to find employment on discharge, all with a view to effecting rehabilitation.

The Institute employs a social worker and has branches in some parts of Transkei. The Department of Welfare and Pensions gives grants-in-aid from the Christmas Cheer Fund and the organisation has over the past few years benefited from the proceeds of the Ford Choir Competition.

#### 1.1.15. TRANSKEI RED CROSS SOCIETY

The Transkei Red Cross is a registered welfare organisation. It used to be part of the Eastern Cape and Border Region of the South African Red Cross Society until shortly before independence when it became autonomous.

Its role is the promotion of first aid throughout Transkei. It conducts courses throughout the country on first aid. Red Cross is run by a Management Committee and the actual administration is done by field organisers and their assistants who train teachers and school children in first aid.

On national occasions and at big sports events, the Transkei Red Cross is always present at the venue, usually the Independence Stadium,

to offer assistance relating to first aid. Recently, the Red Cross has been involved in projects to assist in the distribution of Drought Relief. This assistance usually takes the form of food and blankets for the needy people throughout Transkei.

The power of Red Cross as a Society lies in the fact that, irrespective of political considerations among countries, it is an internationally recognised body, and Red Cross International becomes involved all over the world.

This involvement was recently demonstrated during a Lesotho refugee crisis. A contingency of Lesotho nationals fled into the Transkei and settled along the Lesotho/Transkei border in the north-western Transkei mountain areas of the Maluti and Matatiele/Mount Fletcher.. The Transkei Red Cross, supported by Red Cross International, ferried supplies. The departments of Welfare and Pensions and Defence-Transkei assisted by distributing food and providing tent accommodation. With new hope given by the coming elections the Lesotho refugees somehow disappeared to an unknown destination.

## 1.2 THE COMMUNITY DEVELOPMENT ORGANISATIONS

These fall into the second category of private welfare organisations and include some of the following:

- (i) Women's Organisations - the most important of which are:
  - i) Zenzele Women's Organisation
  - ii) Young Women's Christian Association
  - iii) National Council of African Women
  - iv) Transkei United Women's Organisation(7)

The broad aims and objects of these organisations have not moved away from their original ones. As can be seen all are interested in the promotion of the welfare of the people in Transkei starting with their own population, the women. The multiplicity of the organisations does cause some people concern because their activities and views overlap. When they approach the community it is under different names but basically with the same objectives. Even among themselves there are always moves towards amalgamation but human nature, with the desire for self-assertion recognition to display one's leadership, has so far not allowed such amalgamation despite

some outside influence and advice from for instance, social workers. In my view, the idea that it is better to overlap than to overlook holds good for these organisations. The fact that despite their failure to amalgamate they make use of available expertise from among one another, and from outside their ranks, to promote their goals should not be lamented. Occasionally, they do have joint gatherings and recently formed a joint delegation to a Women's Conference in Canada.

(ii) Other Community Development Organisations

From the middle of the seventies there developed a move towards self help community development activities. The present trend, therefore, is to promote community development through the various community development bodies.

The community development bodies do, however, include some of the church bodies because the church also followed the trend towards community development as opposed to handouts. Consequently, the churches established various projects, some of which have been referred to, and also co-operate with non-church organisations. For

purposes of clarity the community development bodies are listed in the appendix.

## 2 THE ROLES OF THE MUTUAL BENEFIT SOCIETIES

Social Welfare in Transkei is characterised by self-help, mutual and help to those who cannot help themselves. Self-help is that type of social welfare promoted through community development by organisations that inculcate and promote the idea of standing on one's own feet in preference to dependence. Help to others is basically that welfare work rendered to others by those who can help themselves. The traditional method of self-help and help to one another could be defined as a form of co-operative action. Because of the importance now of an economy based on money, naturally the form has shifted from ilima or ibhoxo, (7) where people came together, brewed beer and worked on somebody's land or built his house, to the collection of money in a variety of ways. This has given rise to what will be referred to as Mutual Benefit Societies. Of various types and descriptions they share common basic principles and features. At the same time Transkei is so big, and the people who introduce these societies differ so much in levels of

education, general common sense, purpose and approach, that it is not easy to know and understand all of the societies nor recall the principles involved. They are listed below and briefly described where possible.

1. Masakhane
2. Masingwabane
3. Cash Benefit Societies like the anonymous 'Get Rich Quick' Scheme
4. Siyenyuka, Siyamkelisana, Masingqishe
5. Other Mutual Benefit societies
6. Rotating Mutual Financial Support Schemes, Imigalelo and Interest Loan Schemes

#### 2.1. **Masakhane**

Transkei-wide Masakhane is a mutual benefit society founded in the mid-seventies. It originated in Cape Town and spread to the Transkei. Its basic approach is mutual help, mutual respect and mutual character moulding. A governing committee is in charge of the running of its affairs. There are no subscription fees. Those interested join the organisation for amounts ranging from R20 - R200 or much more. The actual procedure is that every fortnight the members

gather in a municipal or church hall and contribute money for the benefit of a long standing member who has contributed for over 3, to even 10 years to other's benefit. If the contribution was the minimum amount of about R20,00, everybody is required to contribute roughly the same or a little more, especially those who have already benefited from the contributions. Relatives or members or other organisations who so wish are also welcome, and in fact invited, by the person whose function it is and they donate whatever they wish to give. Depending on the member's past contributions the total of the proceeds can range between a few thousand rand to R60 000. Presents vary from dishes to furniture, and even an automobile in some instances.

Before and after the contributions, the proceedings involve a short religious service. A re-explanation of the principles, privileges and obligations follows for the benefit of visitors, undecided or half committed members as well as the member who has just been privileged.

The obligations and requirements include attendance and contributions by members whenever death of

a member or dependant of a member occurs. The members even serve meals after the funeral and, in most cases, they explain their organisation during funeral proceedings. This means that a member should do his or her best to attend all functions of the organisation held fortnightly on Sunday afternoons to allow for people who live nearby to attend their own church services. Other obligations include abstinence from liquor consumption before and during the function and the commitment not to leave the organisation after one has benefitted from others contributions. Unfortunately, as can be expected, it is not easy to have total co-operation so that already there are two organisations of the same type. A new development is that R500,00 of the amount is withheld for 6 months as some form of insurance to force the member to stay on. By the end of 6 months it is estimated that at most of the recipient's former contributors have benefited and the money is given to him with the risk and option of his quitting the organisation. (8)

## 2.2 **Masingwabane**

Masingwabane is a mutual burial organisation

whose objectives are to ease the burial expenses for members and their closest relatives throughout or in various parts of Transkei. There are certain principles involved. Some of the stipulations involve a financial contribution of about R2,00 per member and R1,00 per relative. All those included in the scheme should be regularly paid for whenever a member dies, the members hire public transport and make lump-sum contributions to the deceased member's family from part of the individuals' contributions.

The organisation also contributes a beast or sheep as well as groceries towards catering expenses. In some instances they explain their procedure during the funeral service and assist in serving the people after the funeral. Just as in Masakhane differences between members, particularly leaders, lead to splits so that other organisations are born. Fortunately the group that breaks away, while unhappy about the contributions made and now lost without any benefits drawn, always becomes equally strong and recruits new members. There are two such main bodies in Transkei but several smaller ones, which keep small deliberately to avoid clashes. This scheme also originated in Cape Town and

spread to other cities. (9)

### 2.3. Cash Benefit Societies

The desperate need for money is such that there are many organisations that can be called cash benefit societies springing up at various times under different names and various approaches. (10)

These schemes have been operating for just over 2 years in Transkei and have spread to many districts, notably Umtata, Butterworth, Idutywa and the adjacent towns and rural areas.

#### (i) Anonymous Get Rich Quick Scheme

A well known anonymous scheme started in the Transkei about 1980 with no name given to it. Briefly, a man from neighbouring Lesotho stationed himself at one of the hotels in the city and word went around that for any amount given to him on an average of R250,00 upwards, the donor would get double that amount in two weeks' time. On re-depositing the amount the same process would occur and so on, until a person received thousands of rands. Many people went

in for the scheme taking loans wherever they could get them, including financial institutions, employer bodies, and individuals, in order to take the money to this man for quick multiplication. He recommended what vehicle one should buy as he himself had a fleet of vehicles which maintained his reputation. He visited several modest houses and excited the people with the idea that through his scheme they would improve their lot in general.

One of the stipulations and requirements was that on the night when the money was deposited with the "magic man" the married couples involved would have to abstain from sex. The people had to be patient as the "supernatural people" who handled the scheme would hear of discontent and refuse to implement the multiplication scheme for those concerned if they became impatient and made negative comments expressing their concern and dissatisfaction with the delay. The scheme was taken advantage of by Transkeians of virtually all walks of life. (11)

Another stipulation was that at the end of the fortnight when one was expected to re-invest the first double amount received, he or she would

hold a party, slaughter a sheep and have all the meat eaten with little reference as to the reason for the party. It is noteworthy that such a stipulation in itself is foreign to African tradition, as one is required to state publicly the purpose of whatever party is held, but Transkeians and the neighbours did not see through that. People who took advantage of the scheme during its early months received doubled or quadrupled money, and some got as much as R20 000 - R80 000. But the people who joined about six months later suffered because they neither got the R10,00 for the party, nor the doubled money. Some actually lost everything. The "magic man" disappeared with the money. Some people traced him and received the doubled amounts, others got only what they had paid but many absolutely nothing. The scheme moved to other areas of Southern Africa and occasionally the "magic man", who could not even be convicted though once taken to court is said to be "around", or in a neighbouring state.

#### 2.4 Siyenyuka, Siyamkelisana, Masingqishe and other similar societies

Similar schemes later developed occasionally

but dwindled without having been as powerful as the previous one. Even now there are schemes called 'Siyenyuka', which means "we are going up", "push-push" or Siyamkelisana, which means "we remunerate one another". Few can tell who the originator is and the basic principles and original source of the funds are never explained. It is almost impossible for the culprits to be convicted, because the schemes are voluntary and nobody is ever forced to pay his money, although people excite one another in order to be "pushed up" until they receive the benefits, with the promise that the "pusher" will be "pushed up" in the same way to get the money, provided he recruits his "pushers", who have to do the same in turn. However, a few months ago in Umtata two young men were convicted in contravention of the Bank Act as a result of the scheme. (12)

## 2.5 OTHER MUTUAL BENEFIT SOCIETIES

### Mutual Support Scheme : Imigalelo

Recently mutual financial support schemes have developed. A group usually women, from young adults to elderly women, get together and organise monthly, mutual financial support schemes. Each

person contributes as much as she can, the minimum amount on average R20,00 to about R200,00, towards the fund, to be given to a designated member on a rotating basis. The function is characterised by prayer and church music, especially common choruses, and there are refreshments, even sumptuous meals, served afterwards. The member numbers range on average from 10 - 20 so that each person is likely to have her turn at least once in 10 - 18 months, at most, 24 months, at which time she is able to settle most accounts and perhaps buy a car or a house. The catch here is that should she use all the money she will run into difficulties and may have to resort to interest loans because every month she is expected to contribute towards a member's amount substantially higher than that given to her.

(ii) Money Lending Societies

Some societies or organisations collect money among the members for the express purpose of giving loans to members who need the money or to outsiders either at the same or different interest rates. Some of the organisations actually ask the members to take out the money and either use it and refund it with interest over a month's

period, or give it to others to do the same. The interest rate ranges from 20 - 25% for outsiders, less for members in most organisations. Outsiders deal with individual members at the member's own risk.

The various organisations wind up their yearly business at the end of the year, usually October, November or December. The spoils are divided proportionately among the members on the understanding that any member who is either owing money by way of a loan on the capital amount or the recurring interest, or who failed to recover an amount borrowed through him/her by an outsider, receives his/her benefit minus the amount involved. This can mean R1 000,00, R2 000,00 or more. Some people end up with nothing, partly due to the non-refund of money by outsiders. (14)

### 3. THE ROLE OF THE DEPARTMENT OF WELFARE AND PENSIONS

The Department of Welfare and Pensions is a pivot around which the entire social welfare activity revolves.

#### 3.1 STAFF

The professional staff of the department consists

of about 50 qualified social workers distributed all over the country from Head Office to regions and districts of Transkei. The Department boasts of having as its administrative head a qualified social worker graduate assisted by the Deputy Secretary. Then there is the Director of Social Services, Assistant Director of Social Services, Chief Social Workers in the regions one for each of the 28 districts and one for each of the urban areas of Umtata, Butterworth and Ezibeleni. All those are university graduates, some with post-graduate qualifications. There is also the Pensions Branch under the Director of Pensions and the Administration Branch under its own director.

### 3.2 THE ACTIVITIES

#### (i) Community Development

The main thrust of the department is to make social welfare services respond to the needs and aspirations of the Transkeian Society. To achieve these objectives it has been decided to emphasise community development.

(ii) Welfare Work

Emphasis on community development has not led to the neglect of social casework which refers to the care of the community members with specific, individual disability problems. This care starts with the individual, through the family to the school and the community, Social workers handle casework as well as community work.

(iii) Research

The department is engaged in small scale research through surveys of various phenomena as required and requested for by some private organisations. An example was when the Transkei Council of Churches wanted some idea on the need for an old age home, or the extent of child vagrancy as required by the Salvation Army with a view to establishing a Youth Centre. In particular the department works hand in hand with the Transkei and Ciskei Research Society, a multi-disciplinary research society which promotes research applied and pure in Transkei and Ciskei.

(iv) Communication with Other Departments and Disciplines

The department is engaged in varied communication

with other departments, disciplines and agencies. The interdepartmental policy is always to consult and co-operate with the sister departments in interdepartmental matters. An example is the drought relief programme which is handled by the Department of Welfare and Pensions but which touches most government departments such as Health and Education. The department continues to hold conferences, courses and seminars on social welfare and to send representatives to the neighbouring conferences as well as conferences abroad, for instance the Social Development conference recently held in Canada.

(v) Subsidisation of Welfare Organisations and Welfare Institutions

Although the department exercises caution and resists being a welfare state, it is nevertheless conscious of the need to give financial support to welfare institutions and organisations according to their merits.

At present the department subsidises about a third of the total number of welfare organisations on a 75% basis, and also gives grants-in-aid to another third of the organisations. It will

be appreciated that besides the shortage of funds which limits subsidisation of all deserving organisations, the department has to be convinced that the community is doing its best in promoting welfare work and not relying on the government. In order to promote the socio-cultural development of the community and to guide the donors regarding the needy organisations, the department works hand in hand with Radio Transkei in the collection and distribution of the Christmas Cheer Fund. For the same reason the department works closely with the Ford Choir Competition Committee.

### 3.3 THE PROCESSING AND PAYMENT OF PENSIONS

From the time the department was re-structured in September 1983, the payment of various types of pensions became the responsibility of the department. The various types of pensions include: Old Aged Pension, payable to males over 65 years of age and females over 60; Disability Grants, payable to sick and disabled adults from 18 years of age; War Veteran Pension, payable to persons who fought in the First and Second World Wars and who, naturally, are over 65 years of age; and Pneumoconeosis which is pension payable to persons who became sick having worked on the

mines.

The processing and approval of the various types of pensions is another example of the involvement and co-operation between or among various departments. The pension applicant has to approach the local headman, who, if satisfied on the eligibility, forwards the application in the presence of the applicant to the Tribal Authority. From here the application is referred to the Magistrate's office which will then refer the application to the Department of Welfare and Pensions for final approval.

Payments on a bi-monthly basis are made at the nearest pay centre which may be a school or a shop. The department's role therefore, starts with the assessment of the thousands of applications forwarded from the various magisterial districts, budgeting for the amounts required and the authorisation.

The department also handles Civil Pensions, which are pensions for government servants who contribute a certain percentage of their salaries to the government and the government contributes another portion to the fund for the benefit of the officer.

If an officer resigns he/she has her contributions returned, but on retirement or death the government pays the full amount that has accrued, including interest.

In view of the importance of this function and role and especially because of the financial climate, the department is continually inundated with requests for Old Aged and Disability Grants. While sympathetic, it has to carefully screen these requests as some are found to be not as deserving as described.

#### 3.4 TRAINING OF SOCIAL WORKERS

The department concerns itself with the training of social workers for manning the service in future.

Until the beginning of 1984 the department not only issued bursaries for a number of social work students to study at various universities but also accepted students for practical work from the various universities, whether or not they came from Transkei and had Transkei bursaries.

Since the establishment of the Social Work

Department at the University of Transkei the department has associated itself more with the training of social workers at that university. It is the department's belief that the training of social workers at the University of Transkei will prove to be most beneficial to Transkei, provided the staff of the University Social Work Department and the Department of Social Welfare and Pensions work together. The department is, therefore, doing all it can to liaise with the University over the training of social workers.

### 3.5 PARTICIPATION IN THE MULTI-LATERAL COMMITTEE OF THE SATBVC STATES ON HEALTH AND WELFARE MATTERS

From May 1983 the neighbouring independent states of South Africa, Transkei, Bophuthatswana, Venda and Ciskei, established a body called The Multi-lateral Committee on Health and Welfare. The aims and objects of this Committee are to discuss common problems of Health and Welfare in the various states. Among the aspects dealt with and discussed is to strive for uniformity and co-operation regarding:

- (i) Legislation regulating the relevant professions of medicine, nursing and social welfare.

(ii) Pension payment rates: this matter is being discussed. Population development. Recently, the whole question of population development as a key to solving most of the socio-economic problems was discussed. The Department of Welfare and Pensions (Transkei) participates in these matters and has two permanent representatives who attend the bi-annual meetings which rotate among the different states. In between, there are working groups composed of member states who work on specific problems.

#### 4. THE ROLE OF THE LOCAL (RURAL AND URBAN) AUTHORITIES

4.1 The Local Authorities can be divided into rural and urban. Rural Local Authorities are those which are in charge of affairs in the rural areas. This refers to the ward committees under a ward head, the local administrative area under a sub-headman and the Tribal Authority under a Senior Chief and, in many instances, a Paramount Chief. Their role in social welfare emanates from the powers they possess. They liaise with social workers stationed in the various district offices.

#### 4.2 THE URBAN LOCAL AUTHORITY

The urban local authority is held by a town mayor, together with the town clerk. All social welfare affairs are under their charge. Not much has been done as far as social welfare is concerned, however because Transkeians took over recently. The responsibility for social welfare activities has nevertheless been clearly noticeable as far as the City Council of Umtata and the Municipality of Butterworth are concerned. The Umtata City Council has in its employ the services of a social worker who co-ordinates all the social welfare activities of the city. She co-operates well with the social workers stationed at the District Commissioner's office over local problems like squatting in the Umtata City. The Butterworth Municipality has also recently appointed a social worker who, it is hoped, will operate like the Umtata employee.

Butterworth is fortunate to have as its present town clerk a qualified social worker who is keen on social welfare. (15)

In general indigent people are the responsibility of the locality. The drought relief schemes

handled over the past two years have been promoted with the complete co-operation of the local authority. From this the involvement of the local authorities in all aspects of social welfare in their areas is clear.

## 5. THE ROLE OF PROFESSIONAL ASSOCIATIONS

The various professional associations play a very important part in social welfare in Transkei. In the definition it was stated that social welfare is inter-disciplinary in outlook.

The role of Professional Associations will be dealt with by examination of the following:

1. The Medical Scholarship Group
2. The Nurses' Association
3. The Teachers' Association
4. The Legal Scholarship Group
5. The Social Workers' Association

### 5.1 The Medical Scholarship Group

The Medical Scholarship Group, is an association of Transkeian doctors who have a concern for their fellowmen from the medical and social welfare

point of view. Besides establishing a medical scholarship to help educate student doctors who are without the means to pay university fees, they have also decided to become directly involved in welfare work.

The Empilweni Home for the Aged was established with the fresh efforts of the Medical Scholarship Group. They felt that the Aged and Chronic Sick needed an institution. Despite previous opposition to this idea the project was eventually approved.

Presently the association is represented on both the Board of Directors and the Management Committee of Empilweni Home and the doctors take turns in visiting the home to render medical services free of charge. In addition, the association makes donations to various welfare projects and organisations.

## 5.2 The Nursing Association

The Transkei Nursing Association is an association of nursing personnel from all over Transkei. It has many branches throughout the country.

In connection with the social welfare of the

members the role of the association is most noticeable when one of their colleagues dies. Nurses from the hospital where the nurse worked spread the news and, if necessary, the nurses nearest the home of the deceased go to check on the family situation and the condition of the house or huts so that on the day of the funeral everything is in order. Thereafter donations come from all over the Transkei hospitals to the home of the deceased via the hospital. Every nurse in hospital has to contribute a fixed amount so that the otherwise expensive funerals of the black people become manageable for the family, no matter how poor. In most cases a reasonable amount of money is left over for the deceased's dependants or survivors. The Nurses' Association's contribution to social welfare in general takes the form of involvement in various welfare organisations like Transkei National Anti-Tuberculosis Organisation and Transkei Health Education Association as well as the various inter-departmental and inter-agency activities. The association make regular donations to welfare institutions.

### 5.3 The Teachers' Association

The Transkei Masakhane Homecraft Teachers'

Association - an association of Homecraft Teachers in Transkei - is involved in social welfare work to such an extent that the Khanyisa Home for the Mentally Retarded in Cala was initiated by them. The association meets yearly at conferences in different parts of the country. Although they deliberate on the various problems relating to their work as Homecraft Teachers their prime social welfare concern is to help Khanyisa. As a result there is always a substantial sum of money sent to the home. In addition to this project, their main concern, the Masakhane Homecraft Teachers' Association occasionally makes donations to other welfare institutions the Holy Cross Children's Home in Cala, as well as the Efata School for Blind, Deaf and Dumb Children. As individuals the members of the association serve on the management committees of various welfare organisations.

#### 5.4 The Legal Scholarship Group

Like the Medical Scholarship Group the Association of Transkeian Lawyers has formed a Legal Scholarship Group whereby they give assistance to the education of those whom, financial reasons prevent from studying law at the university.

In addition to this role, the association affords legal aid to people who cannot afford legal fees when they need legal representation in court. Individual lawyers are involved in various social welfare projects and institutions as members of the management committees.

#### 5.5 The Social Workers' Association

The Social Workers' Association in Transkei has been on the move from the time the first government social worker was appointed in 1963 during the self-government period. A brief outline on the development is important.

In 1966 the Transkei social workers, together with those of the Border, Eastern and Western Cape, formed what was known as Cape and Transkei Social Workers' Association, affiliated to the then South African Non-European Social Workers' Association with headquarters in Johannesburg.

(16)

In 1971 the Transkei Social Workers' Association hosted the National Conference of the South African Bantu Social Workers' Association in Umtata. The theme was, appropriately, "Co-ordination

- an indispensable approach to Social Work in Developing Territories". This was a move towards emphasising co-ordination. At this conference the name of the association was changed from the "South African Bantu Social Workers' Association" to the "South African Black Social Workers' Association". (17)

The Transkei social workers became very active both in working with the private organisations and in the general promotion of the social work profession until the mid 1970's when Transkei opted for independence. The South African Black Social Workers' Association expressed its condemnation of the independence and in the meantime broke ties with Transkei. The Transkei Social Workers' Association, while still linking up with the South African Black Social Workers' Association purely for broader, professional mutual enrichment, is an autonomous body with branches in various parts of Transkei.

The activities of the association centre around the general promotion of social welfare activities in conjunction with the members of the committees. In this connection they have engaged in various projects.

In 1980 a big symposium, the theme of which was 'Social Welfare - and Interdisciplinary Approach', was held in Umtata and a wide representation of various bodies and organisations, were represented. Included among these were state departments such as the Prisons Department, the Public Service Commission and the Department of Health, all involved in social welfare work and actually social workers on their staff. (18)

The main trend at the moment is to emphasise the importance of an interdepartmental and interdisciplinary approach to social welfare by getting involved with and involving other departments and disciplines in social welfare. This matter will be dealt with at length in the next sub-heading with reference to governmental and quasi governmental bodies.

On its own the Association is set to strengthen its existence as an autonomous body and to play its role in the development of social welfare in Transkei.

6. THE INTERDISCIPLINARY APPROACH TO SOCIAL WELFARE  
WITH SPECIAL REFERENCE TO STATE AND QUASI STATE  
BODIES

In chapter 3, in the definition of social welfare, the extent to which social welfare is all inclusive and all embracing was indicated. It was also stated that most social institutions are relevant to some extent in the promotion of social welfare.

6.1 THE GOVERNMENT DEPARTMENTS

The Transkei Government delegates the handling and promotion of social welfare to various state departments whose roles must inter-twine and whose activities must be co-ordinated for the ultimate promotion of social welfare. The role of the relevant government departments will be briefly discussed. They will also be listed in the appendix.

(i) The Department of Education

The role of the Department of Education has been referred to in connection with the special schools such as Efata School and Ikwezi School which are completely government run. In addition,

at Head Office the department has a section called 'Pupil Welfare', which caters for the needs of indigent children by providing bursaries for school fees, uniforms, books and other expenses.

**(ii)** The Department of Health

It is common knowledge that Health and Welfare are intertwined. The Department of Health promotes broader welfare from the health point of view.

(19) The Health Education section is particularly significant as it has actually formed a Transkei Society for Health Education, registered as a welfare organisation.

**(iii)** The Department of Commerce, Industry and Tourism

The Department of Commerce, Industry and Tourism, though basically a Commerce and Industry orientated department, promotes social welfare in so far as it assists organisations to promote self-help through grants to bodies such as the Women's Organisations. (20)

**(iv)** The Department of Prisons

The Department of Prisons, contrary to the popular

belief that it concentrates on punitive measures, assists greatly in the rehabilitation of offenders. Prisoners are taught skills like painting and gardening, in addition to opportunities for academic advancement so that when they leave prison they can adjust in society as they have something to offer. (21)

**(v)** The Department of Justice

Besides the administration of justice, the Department of Justice promotes social welfare through the Statutory Laws, for example the Children's Act and the Legal Aid Act. It is fully involved in the attempts to rehabilitate prisoners, sometimes placing youths in the custody of relatives for rehabilitation purposes.

**(vi)** The Department of Defence

The Department of Defence does contribute to social welfare. Various drought relief programmes such as water cartage and food distribution, are done with the assistance of Defence personnel as part of their contribution to social welfare. (22)

(vii) The Department of the Public Service Commission

The Department of the Public Service Commission, as the employing department, concerns itself with the welfare of the government employees. Applications referred to the department are considered according to merit as far as ability and indigency are concerned. The department maintains what is known as 'the green list' which is the priority list according to indigence.

(23)

The department also has a Counselling Division which handles cases of officers who have drinking problems. This is done in consultation with employer-government departments and the Alcoholic Clinic at the National Hospital. The recent employment of social workers by the department for such purposes is an enlightened development.

(24)

(ix) The Department of the Interior

At present the Department of the Interior's involvement in social welfare is the administration of labour disputes as well as the Workmen's Compensation and Unemployment Insurance. Through

these they help injured parties or people out of work to get their financial compensation.

(25)

**(x)** The Department of Foreign Affairs

The role of the Department of Foreign Affairs' in social welfare is noticeable more in the foreign missions which link up locally with the Head Office.

The problems encountered by Transkeians in South Africa range from victimisation by employers, sickness, injury at work, lack of accommodation and lack of work opportunities. The offices of government representatives in the various cities handle all these problems through liaison with all the involved parties and communication with the Home offices. Some of the missions, for example Consulates, have even considered the appointment of Welfare Consuls in their offices because they find the problems too many and complicated for officers who have lack of social welfare training. It is a matter worth consideration. (26)

**(xi)** The Department of Police

The involvement of the Department of Police nowadays in social welfare cannot be underestimated. The department is concerned not only with arresting wrongdoers but with extensive rehabilitation, along the same lines as the Department of Justice and the Department of Prisons. (27)

**(xii)** The Department of Agriculture and Forestry

The Department of Agriculture and Forestry broadly promotes social welfare through its extension programme of educating people to self-help through the better use of the soil and improved farming including stock farming, and the establishment of co-operatives for bulk buying. In particular, it works closely not only with women's organisations, but with all welfare organisations whose projects are related to the department. (28)

**(xiii)** The Department of Local Government and Land Tenure is in charge of the land and buildings and therefore has a very important role to play. As far as accommodation for various social welfare

projects is concerned, the department grants accommodation on a nominal, long lease basis to welfare bodies. In residential areas sites are earmarked and reserved for welfare purposes, as requested by the Department of Welfare or local authorities. House allocation is also considered according to indigency. (29)

**(xiv)** The Department of the Prime Minister

The Department of the Prime Minister is the most important department because all the local rural authorities and leaders like Paramount Chiefs, Chiefs and Headmen operate under the department and it is only through its co-operation that rural social welfare can be promoted. (30)

The above activities briefly indicate the extent to which most departments deal with social welfare matters. These state departments variously engage in social welfare in consultation and co-operation with the Department of Welfare and Pensions according to the needs realised as well as requests from the department itself or from the various agencies.

## 6.2 QUASI-GOVERNMENT BODIES

The quasi-government bodies which will be briefly dealt with are those bodies or organisation which are neither part of government departments nor, strictly speaking, welfare organisations. They are however established under law and under certain state departmental control, and operate along the same principles as welfare bodies because they promote social welfare. The full list will be given in the appendix. A brief discussion of the role of each one of them follows.

### i. The Transkei Development Corporation (TDC)

The Transkei Development Corporation was established in terms of the Corporations Act to promote the economic development of Transkei.  
(31)

Because of the inter-relationships which exists between the fields of economics and social welfare the Corporation is necessarily involved in social welfare activities.

Various subsections or subdivisions have been established, some of which are independent

corporations, such as Transkei Agricultural Corporation and Transkei Small Industries Development Organisation which will be dealt with separately. The Transkei Development Corporation also provides housing for Transkeians considering merit and indigence. It also gives donations to welfare institutions on an ad hoc basis.

The important aspect from the welfare point of view is the fact that through its promotion of economic development the Transkei Development Corporation inculcates a sense of self-help among Transkeians.

ii. Africa Co-operative Action Trust (ACAT)

ACAT, as the trust is called, was established as a welfare organisation in terms of the National Welfare Act No 44 of 1978 for facilitating fund raising. (32)

This organisation promotes community development with an emphasis on savings clubs for agricultural purposes. It is very Christian orientated. Branches have been opened in many parts of Transkei and projects include bulk seed buying by clubs

and guidance on agricultural activities. These programmes are fully co-ordinated with other agencies and the Board of Trustees consists of 12 members drawn from both public and private bodies.

iii. Transkei Small Industries Development Organisation  
(TRANSIDO)

The Transkei Small Industries Development Organisation - generally known as TRANSIDO - came about as a branch of the Transkei Development Corporation. (33)

Its prime objective is to inculcate and promote self-help among people.

TRANSIDO has some business or commercial orientation, as people are assisted to establish small businesses according to their financial means. However the idea is to help people become self-reliant for day-to-day living, and in the process not only earn a living but also help other people earn a living, thus reducing unemployment. Among some of the projects of Transido are sale of equipment like a simple brick macking machine, sewing, carpentry machines

at subsidized prices. This assistance is decentralised in the rural areas of Transkei.

Transido has branches in many Transkeian districts and social workers work closely with Transido.

iv. The Transkei Appropriate Technological Unit;  
TATU

TATU, as it is generally called, was established in terms of the Corporations Act.

According to a publication called "TATU", its mission "is to explore those technologies, techniques, materials, products and organisational approaches which:

- (i) save money by using simple technology, local materials and indigenous skills
- (ii) create as many jobs as possible for the lowest cost, and
- (iii) in general, benefit the greatest number of Transkeians within the shortest possible period of time." (34)

"The broad view expressed is that TATU is committed to affordable and practical development. The broad objective is to help Transkeians prepare for modest affluence in the 21st century through the introduction of an appropriate combination of improved traditional and modern solar age technologies. With the appropriate tools to hand, it is hoped that the people of Transkei will be able to translate their labour into new forms of wealth. (34) Projects include wire making, mud stove making, brick making, candle making and general care of water resources in rural areas.

v. The Transkei Broadcasting Corporation (TBC)

The Transkei Broadcasting Corporation, a radio station known as TBC, is also a corporation, a semi-government body. (35)

Besides being part of the media the corporation plays a very important part in promoting social welfare. Special attention has been paid to news items relating to social welfare over the last two years and the corporation has also undertaken the task of appealing for donations towards the needy. In this TBC works with the

co-operation of the Department of Welfare and Pensions.

In 1983 the total net proceeds amounted to approximately R30 000 and the funds were distributed among the various welfare institutions on the recommendation of the Department of Welfare and Pensions.

The benefits were so appreciated and the enthusiasm was such that the corporation already has standing donors and some welfare institutions are likely to be permanent beneficiaries. This helps ease the financial burden on the department as in some cases the subsidies will decrease.

vi. The Community Development Foundation (CDF)

The Rural Development Foundation is the highest co-ordinating body for all private community development and social welfare bodies in Transkei.

The aims and objects of this organisation, to which all the organisations are affiliated, are to co-ordinate fund-raising and local funding resources.

The various organisations affiliated retain their autonomy and identity, but, with particular reference to overseas donations, the appeals will come from one source and the allocation will be done by the Board of Trustees according to merit. The foundation is autonomous. (36)

vii The Adult and Non-formal Education Association  
(ANFEA)

The Adult and Non-formal Education Association, known briefly as ANFEA, has as its aims and objects the co-ordination of all adult and non-formal education activities which relate to general education aimed at self-help. The Department of Education, and the University of Transkei in particular, as well as various organisations work very closely in this respect. (37)

viii. The Institute for Management and Development Studies; (IMDS)

The Institute for Management and Development Studies of the University of Transkei may be defined as the social development arm of the university.

The institute seeks involvement in community

development issues in Transkei through the provision of academic expertise where necessary.

Many community development bodies, including the Rural Development Foundation, work hand in hand with the institute. It renders scientific assistance in relation to research or surveys regarding social development.

The institute has had extensive practical involvement in social welfare work, particularly during the drought relief campaigns. Local community water schemes were established, and the institute's role is much appreciated by all agencies with which it works. (38)

ix. The Transkei and Ciskei Research Society (TACRESOC)

The Transkei and Ciskei Research Society is a private research society which originated from Transkei and Ciskei Missionaries in the 1970's. Its aims and objects are multi-disciplinary research, which helps indicate the extent of phenomena to the relevant bodies on request, or on its own. (39)

There are many quasi or semi-government bodies

involved in social welfare in a general sense. Many were started as corporations to cater for specific areas in the development functions, others registered as welfare organisations for purposes of facilitating fund raising from the members of the public.

Most of these organisations quickly realised that their main concern was the improvement of the quality of life - social welfare in its broad sense. Therefore they have linked up with the Department of Welfare and Pensions for purposes of co-ordination. It is important to realise that if a corporation receives an application for funding by a private registered welfare organisation, the corporation has neither the time nor the skilled personnel to assess the neediness and authenticity of the organisation so the Department of Welfare is essential for recommendations and guidance in the interests of both parties is concerned.

The next chapter is the summary, a few recommendations and the conclusion.

In the second chapter a brief background definition and exposition of social welfare and related

concepts was dealt with. Brief reference was made to the international definition of social welfare. The western approach as exemplified by Richard Titmus in his book 'Social Policy', as well as the Third World approach as dealt with by Arthur Livingstone in his book, 'Social Policy in Developing Countries' were focussed on. James Midgely's exposition of the problems related to the training of Social Workers for the Third World in western countries in his book 'Professional Imperialism, Social Work in the Third World' was dealt with.

The third chapter presented the Transkei demographically. The fourth chapter dealt with the foundations and developments of Transkei's social welfare practices from traditional times up to when an autonomous state department dealing with social welfare was established. The next chapter dealt with the general training of social workers with special focus on the training offered by the University of Transkei.

Chapter Six dealt with the current trends in social welfare in the Transkei including various methods of attempting to improve the quality of life through use of conventional and what

may be considered unorthodox methods. The role of the various agencies state and quasi state bodies professional associations and private organisations in promoting social welfare been highlighted. The lists of all the state departments, personalities, private organisations interviewed and dealt which will appear at the back of the document.

## CHAPTER VII

### SUMMARY RECOMMENDATIONS AND CONCLUSIONS

#### 1. SUMMARY

This study has attempted to provide an overview of the development of Transkei Social Welfare Services from 1963 to 1983. (1)

It is hoped that the reader will have a fair idea of developments over the period in question.

Certainly both positive and negative aspects emerged as is to be expected and typical of

any young underdeveloped, developing or even developed state because life is dynamic not static. Much has been learnt and much more still to be done. As in any related field there is no limit. An obvious recognisable fact is that far more improvement is necessary although much has been done. These improvements will be dealt with under recommendations. (2)

Relatively short visits, from two days to three weeks' duration, to some Third World as well as First World countries indicate that in certain aspects the Transkei is ahead but there remain many areas where Transkei must advance and effectively emphasise and accelerate the Social Welfare development of the people, a sine qua non in all types of development. The extent to which a government cares for its people is measured by the value it places on its social services. (31)

Despite pressure of work and sporadic office status prohibitions and commitments the author has tried to get involved in social welfare activities as much as possible and therefore acquainted with all bodies involved in social welfare work, be they state departments,

university schools of social work/private welfare organisations social welfare institutions and professional associations at local, regional, national and international levels. This involvement has not only promoted interest in the study but provided informed parameters in the research.

## 2. RECOMMENDATIONS

Recommendations in this study can be classified in many forms, according to their order of importance.

1. Structural or organisational
2. Academic or educational
3. Functional or operational
4. Interdepartmental and interdisciplinary
5. General

## 3. GENERAL COMMENTS

For structural organisation purposes the introduction given in the Gilbert Report is still considered relevant and needs to be quoted as follows:-

" In accordance with the traditions and aspirations of the Transkeian people the terms of reference for this commission of inquiry became:-

- i. To suggest a definition of social welfare services together with an indication of who should provide and finance such services.
- ii. To specify the duties and responsibilities of the social work branch and the organisational structures necessary to effectively discharge these duties.
- iii. To indicate the expected contribution of private organisations and their relationship to the state.
- iv. To suggest whether any measures should be taken to enhance the status of professional social workers.
- v. To consider the adequacy of existing legislation and the feasibility of new social welfare structures<sup>(5)</sup>

According to the Public Service Commission a social work or social science junior degree, B.A., B.A. Social Science or B.A. Social Work

are the stipulation. Ironically the fact remains that the degrees referred to are both inadequate for senior social work at administrative and professional control levels yet generally superior to the grassroots needs of the rural communities who need people as near to their level as possible. The academic requirements therefore need to be diversified. For senior posts from Chief Social Worker to Secretary General a Masters and even a Doctor's degree is a recognisable requirement as this officer is required and expected to liaise with highly qualified people from local to international levels.

A junior four year basic degree is more than adequate for relating to the middle man in the community, the local member of parliament, other professionals and the various members of other departments. This is the district social worker. (6) General community service delivery does not require the social worker to be highly qualified academically. Experience has shown that the higher the educational qualifications with a greater degree of sophistication regrettably the less the social worker's ability to relate to simple people

on their terms.

A positive recommendation in this respect is to follow the procedure adopted by other professionals and fields like Agriculture and Health. For a start a resident social worker in charge of or covering a number of administrative areas and liaising with the district social worker is imperative. Neither a university degree or diploma nor a Matric Certificate are necessary for this work. The social worker needs to be able to reside in a given administrative area in a hut or flat ranging from one-roomed if single right up to four-roomed. This is the person to work with Tribal Authorities, Chiefs and Headman and the people. He will reach them and they will reach him.

This does not deny the need for training. On the contrary training needs in respect of this key person will be dealt with under training and educational needs. With basic or rudimentary guidance a person of this calibre can produce useful data for use by the professionals right up to top management of the service.

The importance of research at all levels of operation cannot be over emphasised. In order to plan the nature of the service it is essential for the nation to know the needs and aspirations of the people as well as the extent of the phenomenon.

One recommendation therefore is to create within the top management structure a Research and Statistic Section specifically to collate all types of information from grassroots to the highest level so that the delivery of the service is planned and executed on scientific principles and not on an ad hoc basis or as a given authoritative or professional person so feels.

#### 4. STRUCTURAL OR ORGANISATIONAL RECOMMENDATIONS

The structural or organisational recommendations are bound to lean partly on what occurs elsewhere in Southern Africa although there will be specific references to and recommendations for the Transkei.

##### 4.1 Incorporation of Rural Development into Welfare.

As far as the scope of activity is concerned, the Department of Welfare and Pensions should be expanded according to the demands and dictates of the functions. The Branch Rural Development, at present officially under Commerce and part under the Department of Agriculture as Extension Work, should form part of the department of Welfare and Pensions. This could possibly be re-designated the Department of Social Welfare Community Development and Pensions. (6) The present name could remain as long as the understanding and scope cover the Community Development aspect in the form of a branch. Ideally the Counselling Services in the Department of the Public Service Commission should be part of the Department of Welfare and Pensions. Counselling in its broad sense is a function of qualified social workers with advanced studies in Psychology, an alternative major with Social Work in some universities. Significantly the Department of the PSC stipulates that it needs persons qualified in Social Work for these counselling posts, proof that the function is purely social work.

#### 4.2 Incorporation of the PSC Counselling Services

into the Department of Welfare and Pensions.

The limitations as far as the Public Service Commission Counselling Services are concerned are that they are limited to civil servants or to those families related to or dependent on civil servants as bread winners. This therefore means that two sets of social workers from two different departments must do counselling under different circumstances. For example if two male neighbours have drinking problems, the PSC social workers could handle A who happens to be a civil servant and not bother about B if unfortunately he was not a civil servant. Inter-family counselling or group counselling is not then possible because B is not catered for by PSC. The result is that when B learns of the assistance given to A he may feel neglected or unwanted by social workers who he may consider prejudiced. The need for complete and carefully planned merging of the counselling services under the Department of Welfare and Pensions cannot be denied.

#### 4.3 Incorporation of the Professional Social Workers working in other departments <sup>into</sup> Welfare and Pensions

For proper professional control and ethical

reasons all Transkeian Social Workers working in state departments should be under the direct and administrative control of the Department of Welfare and Pensions. Those under Health are. It is a known fact that nurses in all departments are controlled by and responsible to the Department of Health, whether they are in the Prisons Department or the Department of Defence. It is not the case with social workers. Social Workers in the Prisons Department are directly and exclusively under the administrative control of their prison department superiors. In other words they are controlled by officers who have very little or no idea about their professional standards and ethics. In addition the public is at the mercy of these social workers as they can flout professional and ethical standards without fear of professional repercussions from their seniors in the Department of Social Welfare because they are not subject to disciplinary action by the Department in charge of Welfare Services. (7)

#### 4.4 Subsidisation of Social Workers employed by Private Welfare Organisations.

Much of the argument regarding the social workers

employed by other state departments applies to those employed by private bodies. Unfortunately the social workers employed by private bodies cannot be regarded as civil servants as their employing bodies are private. However, a measure of control can be applied whereby the employing organisations are subsidised in such a manner that not only are they able to employ social workers but the social workers can be professionally controlled and disciplined by the profession. Some private bodies do receive subsidies for part of general running expenses. However no specific reference to the employment of social workers is made although those who do employ social workers claim the equivalent amount as subsidies for social workers' salaries, reflected on the financial statements and budgets. The matter merely needs to be spelt out more clearly with the emphasis on subsidisation and control.

(8)

#### 4.5 Revision and promulgation of relevant legislation

(9)

Presently the only legislation controlling the practice of social work and the establishment

of welfare organisations is Act No 44 of 1978. The Act is inadequate as it neither provides for punitive measures for social workers nor does it refer to the Associated Workers. Since volunteers who can be regarded as Associated Workers will be involved in social welfare for at least another two decades, provision for their legal incorporation and recognition is essential.

5. ACADEMIC RECOMMENDATIONS

At the time of writing, the academic requirements for professional social work qualifications at the University of Transkei regrettably not clear. The prospectus does not give enough clarity and there has so far not been any meaningful contact between the two departments, viz. the Department of Social Work at the University of Transkei and the Transkeian Department of Social Welfare and Pensions. Liaison between practitioners and theoreticians requires attention. From the point of view of this study, it is recommended and will be presented to the university that:

- i. In accordance with the views expressed at various

local, regional, national and international forums, as well as professional associations, the two departments in Transkei should maintain the good relationships set up between the Social Welfare Branch of various departments and the Department of Social Work of Fort Hare University. They should consider the training of social workers their joint responsibility. Ignoring this fact can only be to the detriment of social work training at the University and service delivery in the field. Failure to co-operate would be no less than a tragedy to social work training and a mockery of teaching in general. It will be detrimental to social work practice.

- ii. Practical work placement of students is essential. The present day social worker in the Transkei, like elsewhere in the Third World, needs intensive in-service training to co-ordinate theory with practice. The fact remains however that training of social workers in the Third World in general and in the Transkei in particular necessarily means that the student s.worker in Transkei must be afforded the opportunity not only to acquaint himself with government social work but should also

be assigned for the usual practical work period to work in the Transkeian setting where he or she is likely to work. This is even more essential for the students who hold government study bursaries as they will in terms of the contract have to render service for a period equal to the period for which they had the bursary. Even for those who do not hold bursaries the fact that the government is the biggest employer logically means that they should be equipped with the knowledge of how the Transkeian government social welfare services operate. It is a requirement that a trainee social worker should be supervised by a qualified social worker. Since there are very few private agencies employing social workers in the Transkei it is therefore logical that much more use must be made of the departmental social workers.

- iii. Curriculum for social work needs revision. From the academic point of view the purpose of a university is to train and produce graduates. However from a pragmatic and practical Transkeian point of view, the reality of the situation is that many of the people who assisted in motivating for the establishment of Social Work at the University of Transkei

had as a priority community service over high academic achievements. In the event of a choice it must be emphasised that high academic achievements by themselves are not the ultimate goal but a means to an end. They are highly appreciated if they mean improved service to the people. The point made here is that social sciences can pride themselves on being broad and inclusive of many courses including humanities and languages. A school or department of Social Work needs however to place service considerations first and take care not to overload the social work curriculum with many courses which from the service point of view may be non-essential ancillaries, to the detriment of the basic requirements for social work service.

iv            Grading of Professionals. Social work professionals must be graded in terms of training, staffing and remuneration. Experience has proved and it has been indicated elsewhere in this study that a degree in Social Work is not the best for community service. Indeed in some cases it can become a disadvantage when a university graduate by virtue of his/her academic qualifications and social standing

is unable to come to the level of the people. It has been proved that some graduates are unable to address gatherings in the local language even if it is their own because western approach and social elevation have negatively influenced them. A social worker in a certain district of the Transkei kept making reference to H.H. Stroup : Group Work "when addressing a gathering in a tribal authority courtyard when he was expected to state how he could assist the people to help themselves. Another, American trained one, addressing a mixed gathering of educated and illiterate people spoke with an American accent. Although the youth, to whom the occasion was primarily social, were impressed the professional nurses and numbers of other professions were annoyed by the artificial nature of this accent and did not appreciate the address. Incidentally the style was highly professional to social work in addition to being highly academic and typical of a graduate addressing other graduates. To guard against similar embarrassing and detrimental situations those serving at grassroots level should remain close to the people from both the social class and academic point of view despite their training. Without lowering

standards social welfare needs to look at what some other helping professions do. Teachers in the Transkei rank junior primary school teachers in a different category until high school. No-one qualified to be a lecturer or professor is found teaching Std VII at a Junior Secondary School because either he will be frustrated or he will be far above the pupils he is supposed to teach and the community he is supposed to serve in the parent-teacher relationship situation. In social work therefore it is recommended that:

- (a) at the grassroot level of Tribal Authority for example the training of local women and men along the lines of the women trained as Home Welfare Officers "Oonomakhaya" in the Mbuto administrative area of Tsolo should be received. (11)

At a regional authority level a person with the minimum qualification of a higher primary teacher's or school leaving certificate could be trained as a social worker to co-ordinate the work of the tribal authority and liaise with the departmental social worker at head office.

The departmental social worker at Head Office is then the person to acquire a university degree. His or her task will be general supervision and professional guidance of lower rank social workers. At the urban regional authority headquarters the Chief Social Workers could be charged with control of the District Social Workers.

In practice the work will be done by the two lowest categories assisted by still lesser qualified people of lower social status so that the simple members of the community can trust the person they work with.

Training thorough discussion and assessment by both theoreticians and practitioners but the general advantages would be the ability of the simple man to respond to the needs and aspirations of his fellow peasant or tribesman.

#### 6. FUNCTIONAL RECOMMENDATIONS

Functional recommendations will be dealt with according to certain categories viz. social welfare service delivery at local (administrative area) level, tribal authority level, regional

level and national level.

#### 6.1. Local Level.

At the local grassroot (administrative area) level, dealings with the community should be at the most rudimentary level with the local leadership contacted and consulted. The headman of the area, who is the government's representative and appointed under the Department of the Prime Minister, should be harnessed to accept the ideas of the social welfare delivery team. All existing leaders in the locality, be they office <sup>holders</sup>, of the Church Unions, Women's Organisations such as Tuwo- Transkei United Women's Organisation, Transkei Women's Zenzele Association, Young Women's Christian Association and the National Council of African Women, should be contacted and the social worker should introduce himself/herself to all these people. From there, a community study of the needs should be done and then the community guided to proper action through the use of the leaders referred to. (12)

#### 6.2. Tribal Authority Level

At this level, the members of the communities

at the lower levels join together and promote social welfare on a broader base. Basically the same approach as the one previously stated is taken except that now the social welfare functions are rendered and negotiated for under a Chief or Senior Chief whose social status is higher than that of a headman because he is also a traditional chief ruling the area that belonged to or used to be ruled by his ancestors up to his father or even mother or uncle at one stage or another (if for instance there was a regent acting for him when he was still young and/or at school.)

### 6.3 District Level

The District level is where the qualified social worker with a degree or diploma should be. His/her function is to co-ordinate the activities of the various Tribal Authority Chiefs and liaise with the Magistrate's office regarding statutory matters. Here District Welfare Organisations can be formed. (13)

### 6.4 The Regional Level

The next level is the Regional Authority level

whereby a Principal Social Worker should co-ordinate the functions of the district social workers. This should lead to the establishment of Regional Welfare Organisations where these are deemed necessary.

#### 6.5 The National Level

At the national level all the activities of the regional areas are co-ordinated by the Chief Social Workers, who are stationed at Head Office. This is where actual registration of a body as a welfare organisation takes place. At the national level the various acts are piloted and passed according to the recommendations of the various boards. (14) Welfare boards are needed at many levels in order to generate more interest and involvement in social welfare. It is important to realise that the local tribal, district, regional and national social welfare boards also need to meet and co-ordinate their roles in order to influence social welfare policy. The hierarchical, functional structure starts from the local social welfare worker with tribal authority to the social welfare worker, both employed locally, then to the district and

regional (Principal) social worker employed by the central government. The highest body is of Chief Social Workers at Head Office who are responsible to the Directorate of Social Services. This in turn is responsible to the Secretariat - the Secretary General for Social Welfare and Pensions, together with his deputy. These senior officers give the final go-ahead regarding submission of policy matters to the political level, ie. the Minister of Welfare and Pensions and, where necessary, the Cabinet.

7. INTER-DEPARTMENTAL INTERDISCIPLINARY INTER-AGENCY CO-OPERATION

Reference must be made to the waste of resources by both departments and private welfare organisations in an attempt to realise the "I did it alone" sentiment. In the process much damage is done to the work but, more seriously, the scarce resources are wasted. Consideration should be given to a meeting called by a social worker from the Department of Welfare and Pensions social worker to discuss self help through a savings club, as promoted by TATU. The Department of Agriculture could call its own meeting the following day for

the same people to speak on how to buy cheap seed from seed distributors as recommended by the government or even ACAT. It is not uncommon to hear on the radio that in a given administrative area the Transkei United Women's Organisation will give a candle-making demonstration: the following day the Transkei Women's Zenzele Association will do much the same, perhaps demonstrate soap making, in the adjacent administrative area. Inter-departmental, inter-disciplinary co-operation will not undermine any one organisation but instead will increase support for them within the community.

A start was made on this process by various Transkei state departments under the guidance of Professor H. Ferrinho, Associate Professor in the then Department of Applied Sociology in Social Work at the University of Cape Town. The project failed to take off because government departments and quasi-government bodies posed questions as to who and what department would be in control. (15)

It is common knowledge that women's organisations have tried throughout the period covered by

the study to amalgamate or form a federation. This has not materialised because the idea of leadership, unimportant from a service point of view is vital to the prospective member organisations.

Although the situation has problems as outlined above, the inter-departmental, inter-disciplinary and inter-agency co-operation is not only necessary but vital. Meaningful community development and social welfare progress of the people of the Third World relies on extremely scarce resources which they can ill afford to waste.

## 8. GENERAL RECOMMENDATIONS

### 8.1 Maintenance of the high value placed on social welfare

It is further recommended that since the government of the Transkei elevated the image and standard of the Social Welfare services to the status of a state department, this should be maintained. For almost two decades social welfare services suffered lack of development due to attachment and subservience to other

departments. One important aspect~~s~~ is to strive to have <sup>the</sup> political head of the department, the Minister, a qualified professional social worker. More than that the administrative head of the department must be a qualified, professional social worker as the contrary can prove not only frustrating to the professional staff but also detrimental to the service. Social welfare is not just a human or consumer service but a professional requiring guidance by a person qualified in the helping profession of social work and related courses. The service calls for more than just administrative experience and ability. The efforts and frictions of the department testify (see chapter IV).

8.2 The status of Social Welfare and staffing of the department at the University of Transkei or any Third World University.

As an interim measure the establishment of the Department of Social Work at the University of Transkei fulfilled an appreciable need. However it would be more appropriate to establish a school of social work concentrating on the training of social work professionals. As

a department in the Faculty of Arts the training of social workers is bound to suffer from academic and practical constraints. Experience in some neighbouring universities has proved that the emphasis for the Dean of the Arts Faculty is bound to be the promotion of Arts. An example of this is a university where the Head of a Department of Sociology and Social Work, a Sociologist not a professional social worker, considered his speciality, Sociology, more important than social work. He actually prevailed upon social workers to do Honours in Sociology, a non-professional social work course, rather than social work. Positive progress in the School of Social Work approach can be found at the Universities of the Witwatersrand and Cape Town where the Faculty embraces Social Science and the School of Social Work is an independent entity.

### 8.3 Staffing of a Social Work Department or School.

Staffing in the School of Social Work and even in the Department of Social Work as it exists in the University of Transkei must be as follows if success is to be achieved:

- i. The school, or department, as an interim measure needs to be headed by someone with reasonably high academic qualifications coupled with experience. At least five years' teaching in a school or department of social work or a minimum of 10 years in fairly top level administration of social welfare services in a government or quasi-state department in a Third World country constitute valuable experience. Lack of both teaching and practical experience is bound to subject the candidate to feelings of inadequacy resulting in continuous defensive activities.
- ii. It needs to be clearly spelt out that today Transkei social welfare is in the spotlight and the one in charge has to be sufficiently armed and prepared to liaise with maximum confidence and flexibility not only with the state department of Welfare and Pensions but with all the public and private agencies interested and engaged in the social welfare field.

#### 8.4 Review of the Pension Situation

Although the Transkei is not a Welfare state,

through the Social Pension Scheme a very high proportion of the people who might once have contributed something but now certainly contribute little or nothing are supported by the state. Yet the fact that these people may be in some way responsible for whatever the Transkei has achieved, possibly educating their children and paying their taxes, cannot be negated. However, they now are now a very heavy burden on the state and member numbers soar daily.

Conversation with an educational planner revealed that whereas he feels that expenditure for building schools should not be curtailed because the young have a future and have to go to school, the Secretary General for Welfare was of the opinion that unfortunately it is politically explosive to curtail the vote for Social Pensions because the Pensioners are voters. Prospective and serving members of parliament justifiably and jealously guard against anything which will jeopardise the priviledges of their voters in the respective constituencies.

A possible long term solution to this problem would be that all present and future employers,

even of labourers, introduce a provident scheme so that the employee can draw the money on retirement or the estate will devolve on his dependants. This would improve the situation up to a point because at present each applies for social pension as a right even before they reach the stipulated age. They do not see this as a privilege, but as a right because it is money given to them by their government, understandably<sup>as</sup> politicians use the scheme as a means of winning votes. (16) Although aware of the usual budget limitations, especially during these years of recession, politicians do not hesitate to claim that social pensions for their voters will be guaranteed when in fact outstanding applications are presently in the vicinity of 40 000. This sorry state of affairs must be remedied in future.

#### 8.5 DEFERRED PAY FOR LABOURERS IN SOUTH AFRICAN CITIES

The family life of families of migrant labourers who work in South Africa is very disorganised. Not only husbands as heads of the families, and sometimes wives, are away for long periods but there is little or no money to be sent

home to the family.

The trend can be perceived from many angles. An occasional visit to the country reveals dire poverty which leads to malnutrition and disease. Lengthy descriptions of the state of health of rural people centre around the fact of their perpetual struggle for survival. Even for those wise or fortunate enough to plant the summer crop - maize, beans and pumpkins - in time, any prosperity brings only a temporary relief. By August of any year for instance, the number of bags numbering about 10 - 20 on the average are already finished because a few are sold to buy food for the infants and coffee, sugar and other basic foodstuffs, for the adults.

Among the big cities, Cape Town is a typical example. Remittance of part a wage is very unsatisfactory.

Firstly, in the so-called single quarters one finds a large number of females who illegally but indefinitely or permantly, reside with the males especially in the old and new Langa flats. These women, mostly unmarried, are

virtually unofficial wives of the migrant labourers who naturally buy the groceries and in other ways provide for them.

Another significant feature is that these women frequently establish their own businesses as they sell either beef, chicken and, in most cases, liquor to the same men who accommodate them free, or to other customers who may be relatives of these men. It is common knowledge that whereas the men claim to be unable to meet the educational requirements of their children in rural areas, the women they stay with generally manage better to educate their own children.

One of the consequences of this situation is the impoverishment of the wives in the rural areas. Virtually penniless and unable to buy the household necessities they then decide to go to Cape Town to try and 'chase the girlfriends away' and have the husband save money to send home.

In some instances, even where the husband has enough conscience to terminate the affair or dismiss the girl and the girlfriend has enough

self pride to move out, the situation does not necessarily improve. Husband and wife start more serious quarrels. The girlfriend is likely to have secret support from the man, therefore his pay packet is never the same by the time the money is shown to the wife. The husband's understandable argument is that the cost of living necessarily increases with the presence of the wife in the urban area but the result is that the children starve and struggle more with both parents absent.

Although detailed evidence is lacking that this situation exists wherever migrant Transkeians work casual visits to South African cities indicate that the position is the same, differing only in nature and degree.

It does seem that the seriousness of this situation requires top government attention and co-operation from the employer bodies. At a meeting of District Commissioners in the then Department of Interior and Social Services, the idea of deferred pay was raised. The general feeling on the part of the employers was that the administrative problems involved were too many and it might be considered interference

in a man's domestic and family affairs. It is assumed, unfortunately incorrectly, that every man has his family's welfare at heart and will work for such.

The Director of Labour in the Department of Interior informed the author that a voluntary scheme is offered by some mining companies such as the Transkei Bureau of Employment of South Africa, (Teba), Acro Hanise, Natal Coal Owners' Labour Association, (Ncola), as well as the Sugar Industry and many others. In this scheme each mine worker can choose to have part of his wages deferred and posted to the company's Transkei branch nearest to his home so that he can draw the money when he returns. It is recommended that the Transkei Government investigate the feasibility of the scheme with regard to other employers.

8.6. COMPULSORY FAMILY MAINTENANCE BY BREADWINNER  
OR REPUTED FATHER OF ILLEGITIMATE CHILDREN  
OR DEPENDENT CHILDREN OF DIVORCED PARENTS

The complete dependence on the state's pauper relief scheme on the part of many families is something taken for granted in the Transkei.

No government can afford to support all families neglected by their breadwinners and children neglected or wished away by their divorced or separated parents, especially their fathers yet many people place the blame on the government.

The processing of the non-support complaints between district offices and the respective towns and cities where the husbands and fathers work has not up to now achieved the success desired. In fact any success is minimal. Many cases fall by the wayside and the files are practically or virtually closed. Consequently poor, starving families and stranded, illegitimate children become the burden of the state, with no certainty that the father, or reputed father, ever bothers to even pay tax for the services rendered.

Although admittedly not easy, a different approach to the scheme is worth consideration. It is common knowledge that the various Transkei Foreign missions are occasionally confronted by welfare problems with which they cannot cope due both to lack of time and background training. It is recommended that support of

wife and children, whether the husband is the guilty party or not, should be legally enforced. In order to cope with the social welfare problems confronting the various offices in South Africa the government would do wisely to consider the appointment of a social worker (Counsellor) attached to the missions with a view to having the social workers practically approaching the man. This would not only relieve the missions of this work for which they are untrained, but it would avoid time-wasteful liaison.

### 3. CONCLUSIONS

The study has been justified by the information gained on the following:

#### 3.1 Availability of Resources

Despite many references to the lack of resources in the Transkei, the study has proved the contrary. The fact that the local resources are not the same as those in the western countries does not mean the resources are lacking. The main social welfare resource identified is the people themselves, their

goodwill, enthusiasm and willingness to be involved provided they are given direction.

### 3.2 Comparison with Neighbouring Countries

The Transkei was the first of the former South African homelands to be granted self-government, and subsequently independence. Although the pace of development of social welfare services has sometimes been considered slow, the study shows that the developments compare favourably or even better with some of the neighbouring countries including the BLS countries - Botswana, Lesotho and Swaziland. The services in these countries are far from superior to Transkei's. The Transkei was the first of the TVBC states to establish a separate department of Social Welfare, followed by the Ciskei. It is understood that the Kwazulu national or self-governing state has from the beginning of the 1985 financial year opted for autonomy of the Social Welfare Services as a separate department.

The significant point is that although political appointments and civil service changes the Transkei did take what is considered a sound step by having the first Cabinet Minister and

the first Secretary of the Department Social Workers. Whatever and whenever changes take place, it is hoped that at least a sound foundation has been laid as the Secretary has been left in the department for at least the first three years.

### 3.3 Private/Public Body Partnership

The partnership between the state department of Welfare and Pensions and the various private and church bodies with regard to the running and functioning of welfare institutions argues well for the Transkei. The future is being watched with interest and the recommendations must be followed up.

## NOTES

## CHAPTER I

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3. The Gilbert Report p 63.

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3. Richard M Titmus, Social Policy, An Introduction (London: George Allen and Unwin, Ltd) 1974 p. 23.
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6. Ibid. p. 30
7. Op cit p. 30
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10. Ibid. p. 48
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9. Op cit p. 11
10. Op cit p. 11
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12. Transkei Profile, p. 3

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17. Ibid. pp. 15-16
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19. Transkei Profile p. 1
20. Ibid. p. 4
21. Ibid. p. 5
22. Ibid. p. 6
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30. Ibid. p. 10
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51. I D Sawula, Senior Social Worker: The Role of a Social Worker in Combating Alcoholism: Paper Read at the First Transkeian Conference on Alcoholism and Drug Addiction, (Tsolo: Transkei and Ciskei Mission Hospital Society, Tsolo, 1970)

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55. Transkei Association for Handicapped, Constitution of the Transkei Association for Handicapped, (Umtata: Transkei Association for Handicapped, 1979).
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69. I D Sawula: Secretary General for Welfare and Pensions: Community Development Strategies in Transkei: Address given on the occasion of the In-Service Training for Social Workers: (Umtata: Department of Welfare and Pensions 1984)
70. D D P Ndamase (Chief), Minister of Welfare and Pensions, Policy Speech for 1984: (Umtata: Department of Welfare and Pensions 1984) p. 1
71. Hall, p. 2
72. D D P Ndamase (Chief), Minister of Welfare and Pensions, Policy Speech for 1984. Umtata : Department of Welfare and Pensions, 1984) p. 2
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74. C E Mazwi: Social Worker; Duties of Welfare Officers (Umtata, Department of Interior, 1963)
75. D D P Ndamase (Chief), Minister of Social Welfare and Pensions. Policy Speech 1984, (Umtata, Department of Welfare and Pensions 1984) p. 4
76. D D P Ndamase, (Chief) Minister of Social Welfare and Pensions, Address delivered during district tours (Umtata: Department of Welfare and Pensions 1984) p. 1
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## CHAPTER IV

1. An example is Paramount Chief Kaiser Daliwonga Matanzima, the present State President of Transkei who started off as a headman then was installed Chief Paramount Chief until he became the Chief Minister of the self-governing Transkei in 1963.
2. Single Care grants are state cash grants given to persons who keep disabled children at their private homes. The children may be theirs or orphaned or abandoned
3. Whenever a child was found abandoned the first step in tracing the relatives was to enquire about his or her clan after which any known member of the clan would be contacted through the local headman.
4. The present tendency of street begging was unknown because the disabled people got assistance in their localities.
5. 'Amalima' is a Xhosa word for traditional co-operative working parties to accomplish urgent or difficult jobs either for individual families eg. hoeing or community eg. communal road making or communal garden tilling
6. The spirit of community co-operation was demonstrated in this manner
7. Possibly, through realisation of the spirit of compassion and brotherly love, many people converted to the faith of those churches which donated. Even now the tendency is for the Anglican and Roman Catholic Churches which are famous for handouts to have bigger numbers of adherents from the poorer classes than other denominations which do not give handouts. The Methodist Church is one such example of the latter
8. The Jan Hofmeyr School of Social Work was the first institution to train Black South Africans and their neighbours as social workers until the government closed it in the late 1950's
9. With more powers granted to chiefs and headmen, Paramount Chiefs and Senior Chiefs became heads of Regional and Tribal Authorities

10. E F Nicksh, Secretary for the Interior, Memo to the Minister of the Interior: Training of Home Welfare Officers, (Umtata: Department of Interior, 1968). 'Oonomakhaya' is a Xhosa word for 'Home Welfare Officers'
11. The community development orientation had been emphasised at the Jan Hofmeyr School of Social Work
12. In keeping with the idea of identifying with community interests the social workers encouraged traditional sport like stick playing. Gradually they introduced modern sport, especially indoor games, soccer and rugby which are now predominant
13. This can be interpreted as the beginning of inter-disciplinary co-operation in social welfare
14. The interdisciplinary co-operation became noticeable even between social welfare and health
15. This was in keeping with the policy of separate education for the 'Bantu'
16. The Ncora Agricultural project with its irrigation facilities can be seen as an indirect result of the activities engaged in by the social workers in the 1960's
17. This officer was appointed with the hope and understanding that her activities would help promote social welfare work in the whole of the Transkei
18. Most of these organisations were established within a few years after the appointment of the first Transkei Government social worker
19. The establishment of the organisations at district, regional and territorial level was encouraged by the talks the social worker gave throughout the Transkei
20. The Southern Transkeian districts especially Willowvale and Centane had very few socio-cultural activities going on - the only after-hour 'hobby' being liquor consumption under trees next to the local hotels as Blacks were not allowed in bars before independence, 1976. Today the districts are teeming with socio-

cultural activities like sport, music and dancing, enthusiasm for parties. The enthusiasm to participate in the Ford Choir Competitions and various beauty contests which donate funds to welfare developed from these efforts.

21. The moves to establish Women's organisations grew stronger throughout the Transkei and the government registered some as Transkeian bodies whereas others chose to remain branches of the South African organisations
22. The Department of Interior, one of the seven departments under the self-governing Transkei, became in charge of Social Welfare Services
23. Resulting from the closure of the Jan Hofmeyr School of Social Work, the various 'Bantu Colleagues' started a course in Social Work. Pius XII University College in 'Basutoland' also offered the course in social work and the writer attended that college. Pius XII was a college of the University of South Africa and present Lesotho was 'Basutoland'
24. The Transkei Social Workers' Association (TRASWA) was formed in 1966 as a branch affiliate of the Cape and Transkei Regional Social Workers Association (CATRASWA) and the National Association then known as the South African Non-European Social Workers Association (SANESWA)
25. By the time the first group of Transkeian social work students completed their course the need for more social workers was already being felt
26. Social workers attended and addressed meetings at various chiefs, and headmen's places as well as institutions like hospitals and high schools
27. Persons not qualified in social work but who had been involved in some kind of welfare work became full members of the association. This idea was canvassed at a conference of the Cape and Transkei Social Workers Association held at Umtata in 1966
28. For confirmation please see Minutes of the first conference of the Cape and Transkei Social Workers Association held at Ncambedlana Social Centre, Umtata, 1966

29. The list of these duties can be found in the Duty Sheet of the Senior Welfare Officer: Department of Interior, Umtata, 1970
30. As a pioneer the Senior Welfare Officer tried as much as possible to establish the nature of welfare services needed throughout the community
31. The Senior Social Worker's visits to the high schools fulfilled a very great need because most high school children knew very little about social work as a career. It is interesting to know that today Transkei has over 50 social workers and over 200 social work students registered at various universities - a third on Transkei grant bursary.
32. The co-operation of the staff of the Department of Education was enlisted from the inspectorate downwards to the most junior teacher in the country
33. Various members of registered and even unregistered welfare organisations were interviewed
34. It seemed strategic for the Senior Welfare Officer to start from the knowing eg. the hospital authorities to the unknowing eg. the teachers in rural areas.
35. The Senior Welfare Officer operated at various levels and in different roles, ie. as Welfare Officer, Senior Welfare Officer, Administrator, Advisor and Vocational Guidance Officer
36. The task was both challenging and exerting as it was virtually a question of interacting with everybody who knew either very little or nothing about social work. There never seemed to be enough time for all the work
37. The social workers themselves needed clarification or demarcation of their scope because some of the community members understood mere demonstration of sociability like playing the role of a Master of Ceremonies in socio-cultural functions as the exclusive core of social work whereas many people emphasised casework as the core of social work. Incidentally the universities had emphasised

- casework more than any other method
38. The idea of the theme was to highlight the importance of co-ordination in social welfare work
  39. Chief J D Moshesh: Minister of the Interior, Official Opening of the Annual Conference of the South African Bantu Social Workers Associations (Umtata, Transkei: SABSWA) 1971
  40. The conferences were actually one in three viz the International Federation of Social Workers IFSW, International Schools of Social Work ISSW and the International Conference on Social Welfare (ICSW). The first 2 ran concurrently so that the writer could only attend the IFSW and ICSW
  41. The exposure was advantageous and an eye-opener indeed with regard the international social welfare trends
  42. The move was seen to be in keeping with the rest of the modern developments regarding social welfare.
  43. The relationships between Health and Social Welfare was emphasised
  44. Secretary for Health, Policy Rulings and Circulars: Goals on Health Education (Umtata, Department of Health 1977) p. 1
  45. The Transkei Health Education Association was multi-disciplinary in nature and it included social workers
  46. The physical integration of social work services into the health services was fully demonstrated by the provision of office accommodation for social workers
  47. The improvement of the post-structure was made so that social workers could liaise at higher level both administratively and professionally
  48. The rumour evidently caused concern because it came from reliable sources - senior officials in the department
  49. Despite serious concern with the proposed move, the Assistant Secretary could not do anything

at that stage

50. The Sunday Times article referred to the 'rationalisation' (cutting down) of the number of South Africa's state departments
51. Circular No 1 of 1979, Secretary for Health, Vacation of the Department of Health Offices occupied by social workers (Umtata: Department of Health 1979)
52. I D Sawula: Assistant Secretary Professional, memo to the Secretary for the Interior: Proposed Establishment of a Separate Department of Welfare and Community Development: (Umtata: Department of Interior 1979)
53. During the usual budget discussions in the absence of the Welfare Branch it was decided that in order to effect the 10% savings stipulated by the Department of Finance, cuts should be made in the training of social workers - considered least essential in the public service
54. I D Sawula, Assistant Secretary Professional, Memo to the Secretary: Request for clarification of the reasons behind the freezing of social work bursaries for 1980, (Umtata, Department of Interior, 1979)
55. I D Sawula, Assistant Secretary Professional, Memo to the Secretary: Review and Reassessment of the Social Service Policy of Transkei (Umtata, Department of Interior, 1979)
56. The Secretary for the Interior evidently did not like the study to be undertaken for fear of confirmation of the views which had been advanced by the Welfare Branch over the years
57. The Gilbert Report, p. 56
58. The Secretary for the Interior entrusted the recording of the proceedings to an Assistant Secretary of the Department of Interior (who he knew owed allegiance to him). On circulation of the record, it was found to be biased towards the Secretary for the Interior and was unacceptable to most people who had attended the meeting. There was however no point in challenging it nor was there any opportunity

as no follow-up meeting was called. However, for purposes of bringing the situation into its correct perspective, the Director of Social Services prepared his 'personal' record, circulated it to all members of the meeting and the members expressed satisfaction with it as a true record of the proceedings.

59. Secretary for the Interior: Unnumbered circular dated 8 June 1981: Excision of the Welfare Branch from the Department of Interior from the Department of Health and Welfare, (Umtata, Department of Interior) 1981
60. The Department of the Public Service Commission recommended the formation of a new Department of Welfare, Sport and Cultural Affairs
61. The Gilbert Report p. 63
62. The Branches Rural Development under the Department of Commerce, Industry and Tourism and the Counselling Services under the Department of the Public Service Commission should ideally be part of the Department of Social Welfare, however designated

#### CHAPTER V

1. The Department of Welfare and Pensions in consultation with the Department of the Public Serviced Commission offer bursaries for the training of social workers
2. The Jan Hofmeyr trained social worker modelled the Transkei's understanding of a social worker's job
3. Many senior political figures and government officials who knew the calibre of the Jan Hofmeyr social worker have blamed the other social workers for lack of initiative
4. The idea has been canvassed at length in various social work forums
5. The social worker was the very first to be trained in a white university in South Africa
6. Today the professional officers - about 50 of them are distributed throughout most Southern African universities

7. Most Transkeian students who have studied social work abroad have returned home to serve their communities
8. Unfortunately so far the course has not been recognised yet by the Public Service Commission for credit purposes. The Department of Welfare and Pensions should attend to this
9. The high academic qualifications seem to be incompatible with working among the simple small town or rural people as far as some social workers are concerned
10. The Social Services Branch of the Department of Interior and Social Services initiated the negotiations for this move by making verbal and written negotiations to the University authorities
11. The delegation from Social Services visited the University Principal in this connection
12. M Titus, Secretary for the Interior and Social Services: File No 10/9/P.: Establishment of Social Work at the University of Transkei (Umtata, Departemnt of Interior and Social Services 1980)
13. D D P Ndamase (Chief) Minister of Welfare and Pensions. Policy Speech, 1984. (Umtata, Department of Welfare and Pensions 1984)
14. I D Sawula, Secretary General for Welfare and Pensions, File No 10/9/P.: Suggestions on the Social Work Curriculum (Umtata, Department of Welfare and Pensions 1984)
15. I D Sawula, Secretary General for Welfare and Pensions, File No 10/9/P.: Request to the Head, Department of Social Work, Unitra for an address on the training of social workers. (Umtata, Department of Welfare and Pensions, 1984)

#### CHAPTER VI

1. Republic of Transkei. The National Welfare Act No 44 of 1978 (Umtata, Elata Printers, 1979)
2. Transkei Association for Handicapped,

Constitution of the Transkei Association for Handicapped (Umtata 1979)

3. The older children who are over the age of admission have either to work or attend school elsewhere
4. The social worker took the inmates to the paraplegic clinic weekly
5. The Transkei Institute for Crime Prevention and Rehabilitation of offenders developed from the South African National Institute for Crime Prevention and Rehabilitation of offenders
6. This was a logical step as a result of the independence of Transkei in 1976
7. The broad aim of the Women's Organisations is the promotion of self help and community development
8. 'Masakhane' is a Xhosa word meaning 'let us uplift one another', and that is meant to be done financially, morally and religiously, hence the share of money, prayer and inculcation of moral values like discouragement of liquor consumption. A lawyer recently got R160 000 cash and R20 000 worth of presents like furniture, television sets and other valuables
9. 'Masingcwabane' is a Xhosa word which means 'let us bury one another'. In traditional Xhosa culture the bereavement is the most trying period when one needs friends and money as there is a lot of expenses incurred. In a way, Masingcwabane is some form of insurance for benefits when one is bereaved
10. In general, cash being the most essential item in life today, there are many ways and means devised to have cash benefits at one time or another
11. According to this scheme, the investor gets rich quickly because his/her investment doubles over a fortnight or so (for as long as he/she is still lucky) and the scheme operates until the person who introduced it disappeared or says no more about it. The actual man behind it is never quite known nor has it even been established what ever happens to the money

before the supposed multiplication. It is suspected that many people get paid from new investors', money until the trick comes out unfortunately for the new investors who are usually unable to trace the 'Big Brain'

12. The Xhosa words, 'Siyenyuka', 'Siyamkelisana' and 'Masingqishe' mean 'We are going (moving up) the social ladder' (as we make money) 'we pay out one another' or 'remunerate one another' or 'let us put our feet firm on the ground' respectively. All these are sensational expressions to invite people to join in the gamble hoping for the best. Many people succeed but more lose their money along the same lines as the first scheme mentioned above. In some respects, it means that if one recruits say five people to join and each one of them recruits another five more totalling twenty five, he or she gets thousands of rands. It is some form of 'push me up' and 'see that you are pushed up'. Of course each person pays in about R5 - R20 depending on the scheme.
13. 'Umgalelo' singular, 'Imigalelo' plural, literally means a session or sessions whereby members give one another money - a fixed amount by rotation on a weekly or monthly basis depending on whether they are paid monthly or weekly
14. Some money lending societies do have reasonable success provided the money circulates among members but many people have made enemies with people who have 'bitten off more than they could chew', ie. borrowed far more than they could afford to refund. Some borrowers just do not refund the money on the grounds that 'it is illegal after all'
15. The Butterworth Town Clerk is one of the two Transkeian social workers who attended the C I P Programme referred to in Chapter V. The department has seconded him to the Municipality of Butterworth
16. At the time most social workers were products of the Jan Hofmeyr School of Social Work and the majority were those employed by the Johannesburg City Council
17. It was at the time the reference 'Bantu' began not only to be hated by Blacks but was being

rejected. The Transkei was a suitable venue for this as it could not have easily been done anywhere in South African. South African Police in private uniform (in disguise) attended most social work meetings in South Africa Transkei.

18. Papers read at the Symposium of Social Welfare - a Multi-disciplinary Approach: (Umtata: Department of Interior and Social Services, 1980)
19. Ibid. pp. 47-57
20. The Department of Commerce Industry and Tourism actually has a Rural Development Section promoting rural developments in general
21. Papers read at the Symposium on 'Social Welfare: A Multi-disciplinary Approach', Ibid. pp. 68-73
22. Ibid. pp. 30-36
23. The Public Service Commission is really involved in the general social welfare of the community
24. This is done through its social workers generally designated counselling officers. The social workers in the department take active interest in social work in general and are more involved in the Ford Choir Competitions and TICRO
25. The Department of Interior being in charge of home affairs and having been a mother department for Social Welfare services still becomes involved in many welfare matters
26. The idea of Counselor 'Social Welfare' in the Transkei Consulate in South Africa would go a long way in alleviating the problems of Transkeians in South Africa
27. Paper read at the Symposium on Social Welfare: (Umtata 1980. Paper was not published unfortunately)
28. Paper read at the Symposium on Social Welfare a Multi-disciplinary approach. The Role of Agriculture. (Umtata 1980) pp. 74-77
29. As the custodian of the land, the Department of Local Government plays a vital role in

allocating land for welfare projects

30. The Department of the Prime Minister gives most of its support through its tribal authorities and regional authorities
31. The Transkei Development Corporation developed from the 'Xhosa Development Corporation' which was the development corporation for the Transkei and Ciskei before Transkei independence
32. 'ACAT' is a new Africa-wide Christian orientated community development organisation. It has recently opened branches in Zambia, South Africa, Kwazulu, Ciskei and Swaziland
33. 'TRANSIDO' promotes small industries especially in rural areas. It is business orientated but promotes welfare also
34. 'TATU' is a publication by the organisation itself outlining its objectives
35. The TBC has recently been enthusiastic in assisting in the collection of the Christmas Cheer Fund and takes special interest in broadcasting welfare work
36. Although at one stage some organisations were sceptical of CDF's aims, they later accepted it as the umbrella body for fund-raising purposes
37. ANFEA was also viewed with suspicion by some women's organisations who felt it sought to usurp their influence in the community but it has since been accepted
38. The IMDS can be considered the community development arm of UNITRA
39. 'TACRESOC' is a multi-disciplinary research organisation founded in 1970 to promote research in both Ciskei and Transkei

#### CHAPTER VII

1. The study has revealed that there is much research that needs documentation as regards social welfare in the Transkei
2. The study has also revealed that much more still needs to be done for the improvement of social welfare in the Transkei

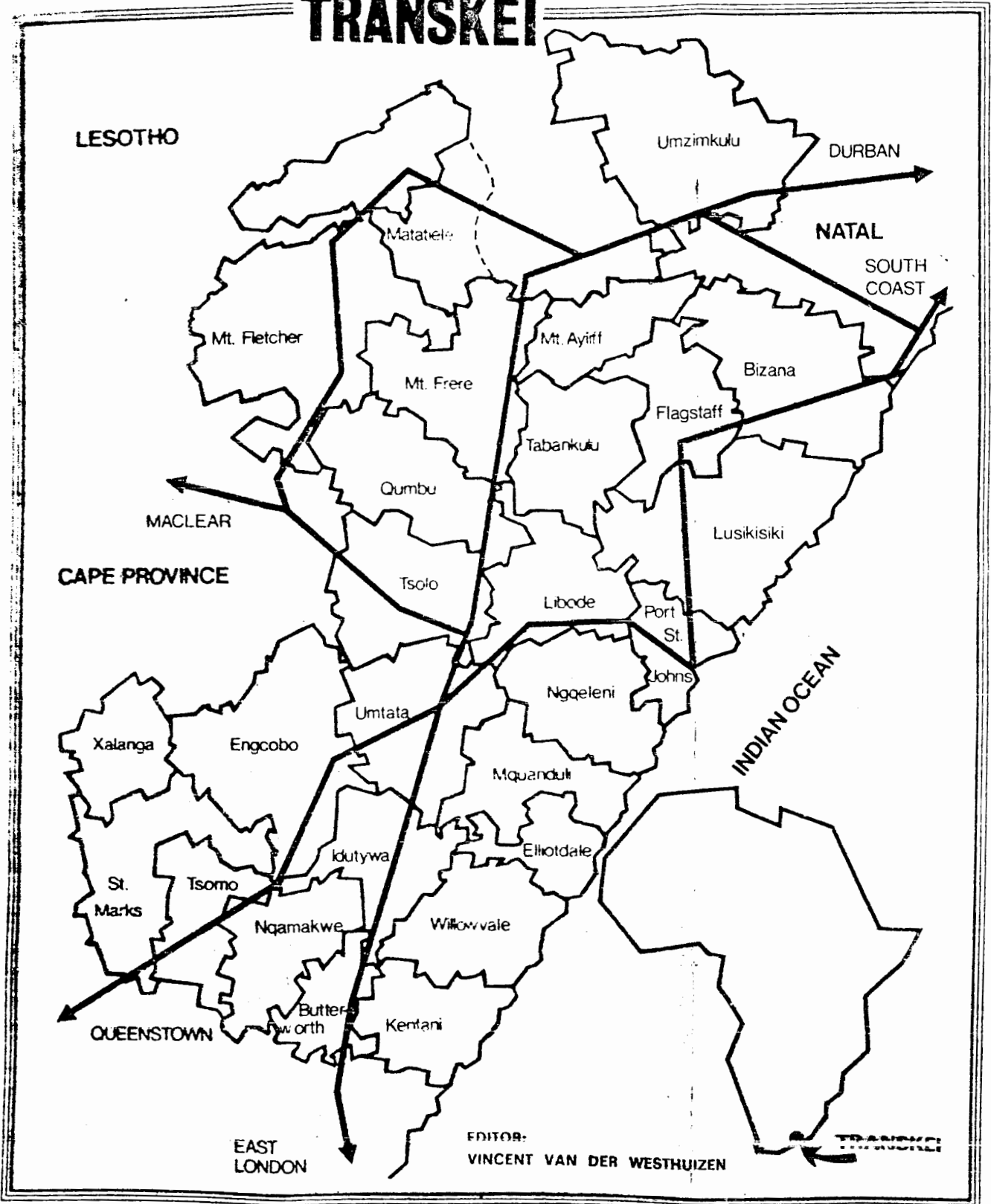
3. Social Welfare is of very great importance in any country although many Third World countries consider it of secondary importance
4. The involvement has assisted in the study a great deal
5. The Gilbert Report p. 1
6. This type of person will easily be accessible to the members of the community
7. For better professional service and ethical reasons, all social work professionals should fall under the Department of Social Welfare and Pensions. This is standard procedure with regard to sister professions
8. The subsidisation policy is undergoing thorough review as it is realised that there are many inconsistencies
9. Social Work Legislation as affecting the Transkei in particular is receiving attention
10. Constant contact between a given university Department of Social Work or School of Social Work and a State Social Work Department or branch are essential for social welfare progress
11. 'Oonomakhaya' 'Home' or 'Grassroots' welfare officers were once trained by Transkei in the mid 60's but were subsequently rejected by both the social work graduates and the Public Service Commission on the grounds that they were of lower academic calibre as they were not matriculated. This idea needs to be reconsidered in view of the shortcomings of the better educated social workers to cope with the lowest members of the community
12. Community leaders of various types, traditional, educated, formal and informal should be made use of
13. Most welfare organisations are at district level. There are few at regional and national level
14. Welfare Boards are very essential and the Transkei Social Welfare System needs them for purposes of involving all sectors of the population

15. A meeting convened to discuss the project was called and Professor Ferrinho came all the way from the University of Cape Town
16. Most prospective or elected members of parliament specially engage in following up the progress regarding their former or prospective voters' applications for pensions so that they can tell their constituencies that they have taken care of their interests in this respect, as this gives them credibility for future success in the elections.

**LIST OF ANNEXURES**

1. Map of the Transkei
2. List of Transkeian Districts
3. List of Paramount Chief interviewed
4. List of other political figures interviewed
5. List of organisations whose main office bearers were interviewed
6. List of relevant government departments
7. List of quasi-state bodies and corporations

# TRANSKEI



## 2. LIST OF TRANSKEIAN DISTRICTS

Bizana

Butterworth

Cala

Cofimvaba

Elliotdate

Engcobo

Flagstaff

Gatyana

Idutywa

Kentane

Lady Frere

Libode

Lusikisiki

Maluti

Mount Ayliff

Mount Fletcher

Mount Frere

Mqanduli

Nggeleni

Nqamakwe

Port St Johns

Qumbu

Sterkspruit

Tabankulu

Tsolo

Tsomo

Umtata

Umzimkulu

### 3. LIST OF PARAMOUNT CHIEFS & CHIEFS INTERVIEWED

1. Paramount Chief K D Matanzima - Cofimvaba
2. Paramount Chief B Mtirara - Umtata
3. Paramount Chief Sigcau - Lusikisiki
4. Paramount Chief X Sigcau - (Willowvale) - Gatyana
5. Paramount Chief T Ndamase - Libode
6. Chief C L Bikitsha - Gcuwa (Butterworth)
7. Chief D D Mlindazwe - Bizana
8. Chief N Nkwenkwezi - Tsomo
9. Chief D D P Ndamase - Nggeleni
10. Chief Dondashe - Centane
11. Chieftainess N Gwebindlala - Xhora (Elliotdale)
12. Chieftainess M Moshesh - Maluti
13. Chief H H Zibi - Mount Fletcher
14. Chieftainess N Nomtshenketshe - (Mt Frere) KwaBhaca
15. Chief B Dlamini - Umzimkulu

#### 4. LIST OF OTHER POLITICAL FIGURES INTERVIEWED

##### 4 (a) CABINET MINISTERS IN RESPECT OF CERTAIN DEPARTMENTS

The Hon E Z Booi - Minister of Agriculture & Forestry  
- from Cacadu (Lady Frere)

Chief D D P Ndamase - Minister of Interior and Social  
Welfare and Pensions from Ngqeleni district

The Hon J M Lujabe - The Hon Minister of Foreign Affairs  
- from Cofimvaba

The Hon T T Letlaka - Minister of Justice & Pensions  
- from Cofimvaba district

The Hon R S Madikizela - Minister of Commerce, Industry  
& Tourism from Ngqeleni

The Hon Miss S N Sigcau - Minister of Posts and  
Telecommunications - former minister of Interior and  
Social Welfare Services from Lusikisiki

The Hon H A Mlonyeni, Minister of Welfare, Sport and  
Cultural Affairs

The Hon S M Qaba - Minister of Finance from Ngamakwe

The Hon Rev G T Vika - Minister of Works and Energy  
from Tsolo

The Hon H T Bubu - Minister of Education from Lusikisiki

## 4 (b) MEMBERS OF PARLIAMENT

The Hon T T Katshunungwa of Lady Frere District

The Hon M Mazwana of Umtata

The Hon D Spambo of Mt Fletcher

The Hon N Nkosiyanane of Mqanduli

The Hon Mrs W Mabude of Bizana

The Hon V Qotongo of Elliotdale

The Hon D Komsana of Engcobo

The Hon M Mbutuma of Engcobo

The Hon D D Mlilindazwe of Bizana

The Hon G Nojikela of Flagstaff

The Hon K W Tamsanga of Butterworth

The Hon N C Silo of Engcobo

5. LIST OF ORGANISATIONS WHOSE MAIN OFFICE BEARERS WERE INTERVIEWED

5 A CHURCHES

Anglican Church - Diocese of St Johns

Apostolic Faith Mission

Dutch Reformed Church

Salvation Army

Roman Catholic Church

Transkei Council of Churches

5 B PRIVATE WELFARE & COMMUNITY DEVELOPMENT ORGANISATIONS

i) Women's Organisations

National Council of African Women : Transkei  
Branch

Transkei United Women's Organisation

Transkei Zenzele Women's Association

Young Women's Christian Association: Transkei  
Branch

ii) Mixed Private Welfare Organisations: General

Africa Co-operative Action Trust

Efata Welfare Organisation

Ikwezi Sheltered Employment Society

Transkei Agricultural Corporation  
 Transkei Institute for Crime Prevention and  
 Rehabilitation of offenders  
 Transkei Health Education Association  
 Transkei Child Welfare Society  
 Transkei Cripple Care Society  
 Transkei Masakhane Homecraft Association  
 Transkei Music and Drama Society  
 Transkei Red Cross Society

iii) Welfare Institutions and Special Schools

- (1) Camama Paraplegic Home
- (2) Nyweba Rehabilitation Society
- (3) Khanyisa Home for Mentally Retarded  
children
- (4) Tembisa Home for Mentally Retarded children
- (5) Efata School for Blind and Deaf Children
- (6) Ikwezi Lokusa School for Cerebral Palsied  
Children
- (7) Empilweni Home for the Aged
- (8) Apostolic Faith Mission Home for the  
Aged
- (9) Efata Welfare Organisation
- (10) Ikwezi Sheltered Employment Society

iv) Community Development Organisations

Qambelaville Educational Projects

IsiNamva Community Development Organisation  
Phutha-Mahae Welfare Organisation  
Umzimkulu Child Welfare Society  
NGKA Madwaleni - Mfesane  
Vusisizwe Community Development Programmes  
Zone 3 Community Development Projects  
Bizana Vukuzenzele Welfare Organisation  
Compassion Transkei  
Nonkqubela Community Development Organisation  
Transkei National Anti-Tuberculosis Organisation  
Friends of Ibika Projects  
Ikwezi Lokusa Rehabilitation and Sheltered  
Employment Society  
Efata Welfare Organisation  
Association for the Handicapped in Transkei  
Peterville Community Development Organisation  
Transkei and Ciskei Research Society  
Transkei Health Education Society  
Adult and Nonformal Education Society  
Rural Development Foundation  
Institute of Management and Development Studies

**6. LIST OF RELEVANT GOVERNMENT DEPARTMENTS**

Department of Education

Department of Health

Department of Commerce, Industry and Tourism

Department of Prisons

Department of Justice

Department of Defence

Department of Prime Minister

Department of Public Service Commission

Department of Interior

Department of Foreign Affairs and Information

Department of Police

Department of Agriculture and Forestry

Department of Local Government and Land Tenure

**7. LIST OF QUASI-STATE BODIES AND CORPORATIONS**

Transkei Development Corporation

Africa Co-operative Action Trust

Transkei Small Industries Development Organisation

Transkei Appropriate Technological Unit

Transkei Broadcasting Corporation

Community Development Foundation

Adult and non-formal Education Association

The Institute for Management and Development Studies

The Transkeian Ciskei Research Society (TACRESOC)

Transkei Agricultural Corporation

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