

CITIZEN PARTICIPATION : A PROBLEM WHEN
BENEFICIARIES ARE NOT INVOLVED IN THE
ESTABLISHMENT OF A SERVICE

By

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ABSTRACT

There are problems concerning citizen participation in projects especially in the NICRO-Vaal Service. This study reviews participation of community residents in establishing a Welfare Service for crime prevention and rehabilitation of offenders in the Vaal-Triangle Area. Participation is reviewed with special reference to the beneficiaries of the service.

The study has also reviewed the history of citizen participation, as well as the different models and modes of participation in projects. Participation in the NICRO-Vaal Service is divided into two categories. There is participation by community residents who are interested in the project because there has never been a service that was specifically concentrating on prisoners, ex-prisoners, their families and crime-prevention programmes in the area. These community residents have been receiving guidance from the National Council for Crime Prevention and Rehabilitation of Offenders. They formed a committee which is still administering NICRO Services in the area. The second category of participation, is participation by the beneficiaries of the service. Service beneficiaries have been attending all meetings where they were invited by the committee. They endorsed the committee's activities, but they have never been actively involved in NICRO Services. This became clear when the transport services that were organized for the families of prisoners, were administered at a loss. This is indicating that there is "limited" participation from the beneficiaries' side. They are still not active in NICRO Services in general.

The hypothesis in this study is, "A Service that is established without the beneficiaries' involvement is consequently weakened".

Both primary and secondary resources of information are used. The information pertaining to the history of the project was obtained from the records of the National Council for Crime Prevention and Rehabilitation of Offenders (NICRO) and the Minutes of the NICRO-Vaal Services Committee. Information from the beneficiaries of the service was obtained by administering an interview schedule to families of prisoners.

The study's hypothesis has been confirmed. The study concludes by proposing an alternative model of participation.

Human service organizers will benefit from the study's findings by learning different strategies and modes of starting a project.

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CHAPTER I

DESCRIPTION OF THE VAAL-TRIANGLE COMMUNITY AND THE NICRO-VAAL SERVICE COMMITTEE PROJECT

1. INTRODUCTION

This chapter seeks to explore the Vaal-Triangle community and the services rendered by the NICRO-Vaal Service Committee. Specific attention will however, be paid to the transport project as it was the first one to be carried out by the committee. This project also took a considerable period of time and thus can be evaluated at its different stages in this time span.

It was hoped through this project that, among other things, participation of the community would be encouraged and thus channelled into other projects as well.

Despite the fact that the results of the project have not been outstanding to date and the number of people participating is nowhere near the expected turn out, there is still a strong intention of carrying on with the project.

A brief summary will then be given of the Vaal-Triangle community in terms of its structure, numbers, and the overall overview of the life of the inhabitants of the area. The role of the NICRO-Vaal Service Committee in relation to contributing to welfare services in this area, will be discussed in detail. Their intended aims, successes, problems, as well as weaknesses, will also be highlighted as to the effect where the project is at the moment.

The Vaal-Triangle Community is made up of three main towns. These towns form a triangle along the Vaal river, hence the name Vaal-Triangle. These towns are, namely, Sasolburg on the southern side of the river; Vanderbijlpark on the eastern side, and Vereeniging on the Western side of the river.

There are six townships which fall under the jurisdiction of these towns. They are Evaton, Sebokeng, Boipatong, Bophelong, Sharpville and Zamdela. The population figures are at the moment estimated to be as follows:⁽¹⁾

(i) Evaton	=	200 000 people
(ii) Sebokeng	=	100 000 people
(iii) Boipatong	=	25 000 people
(iv) Bophelong	=	50 000 people
(v) Sharpville	=	100 000 people
(vi) Zamdela	=	25 000 people

The people in these townships seem to share overall cultural values and political ideologies. Even though there are some traditionalists to whom ethnic values and customs are of utmost importance, like sending their children to circumcision schools; these do not create major distinctions. There is still unity of township life and the predicament in which they all find themselves. This is evident in the manner in which all the townships rose in unison to demand their rights in the issues of rents. It was not just one township that was causing unrest, but the whole Vaal-Triangle. They tend to identify with each other even though there are new townships like Sebokeng and Zamdela. These are not seen as clusters of strangers, but as offshoots of older townships like Evaton and Bophelong.

The Vaal-Triangle townships also share most facilities including health and educational facilities. For example, there is one hospital and one teacher training college for the whole area. In addition, there are public and private welfare organizations in this area. These are supportive to one another and above all supportive to committees and individuals that promote the welfare of the Vaal-Triangle residents. The Khutlo-Tharo Co-ordinated Welfare Board was inaugurated to facilitate and co-ordinate this process. It functions as a fundraising body; the receiver of donations, and a body that allocates these funds according to the organizations' needs. The NICRO-Vaal Service Committee is an affiliate of this body.

1,1 The NICRO-Vaal Service Committee

Most parts of South Africa have services rendered by the National Institute for Crime Prevention and Rehabilitation of Offenders (NICRO). This institute deals with crime-related problems and undertakes projects which are directed at rehabilitating ex-prisoners and parolees. Also as an organization that deals with problems related to crime, NICRO is an invaluable asset to the Prison Department. It handles enquiries on their behalf which range from cases of prisoners whose families do not visit or write to them, to prisoners who are about to be released, but have lost contact with their relatives.

The NICRO-Vaal Service Committee is the namesake, like, and offshoot of the National Council for Crime Prevention and Rehabilitation of Offenders. Being an affiliate of the National Council means that the affairs of the NICRO-Vaal Service Committee are governed by NICRO head office.

The National Council serves the national interests of its affiliates not just the day-to-day administration of each project like NICRO-Vaal. This is done by e.g. motivating for social work posts and undertaking research concerning crime-related problems and establishing programmes and projects which are aimed at promoting "crime-free" communities.

Some communities have initiated and established services for crime prevention, e.g. NICRO-Zululand. On the other hand, if communities have not managed to do so, the National Council in terms of Section 9A(a) of its Constitution, is empowered to establish branches and committees and to appoint representatives. The intention here is to facilitate the realization of the aims of the organization.

The NICRO-Vaal Service Committee is one such project of the National Council and interested community residents. "Interested community residents" in the sense that they took the initiative and are in a process of getting off the ground on private welfare organization that will cater specifically for the needs of prisoners and their families. Such a service did not exist in the area. Personal observations and experiences of crime in the area led to these people's interest in crime-prevention measures. How this interest was translated into a practical tangible measure will be discussed briefly here.

Firstly, it was realized that crime prevention would benefit the community as a starting point: After-care programmes would be established to rehabilitate ex-prisoners and parolees. Such programmes would benefit the prisoners as well in that more attention would be paid to them as persons

and employment programmes would be established in order to assist them. Secondly, preventative programmes would be initiated for the community to guard against crime and factors that encourage criminal activities. Finally, to welfare institutions that have been handling crime-related problems, such a project would alleviate their case load. All crime-related problems would be referred specifically to NICRO.

The public meeting in March 1986 where NICRO-Vaal was inaugurated marked the culmination of all the previous deliberations and plans of the National Council and the Committee. The meeting consisted of ordinary community members, representatives of public and private welfare organizations, and families of prisoners. The thirty-nine people who attended chose among themselves twelve members who form the present committee. Only one of the members in this committee had a relative in prison.

The Committee's first meeting was held on the 25th March 1986. A tentative plan of action for the year was discussed and it highlighted the following aspects:

- (i) Organizing transport for families of prisoners.
- (ii) Applying for an office where records would be kept.
- (iii) Fundraising schemes.
- (iv) Employing a social worker who would render professional services in the area.

Records will be kept and such a social worker will be a link to the National Office and the community at large.

Being an affiliate to the National Council, the committee adopted its Constitution. This states inter alia, its main aims as being:⁽²⁾

- (i) to promote and secure the welfare, rehabilitation and after-care of adult offenders and their dependants in South Africa;
- (ii) to determine and promote the most effective methods of treatment of offenders, to stimulate and secure public participation in the prevention of crime and to disseminate information relative to the incidence of crime and the prevention thereof; and
- (iii) to promote and secure the welfare of adult arrested persons awaiting trial and their dependants in the Republic of South Africa.

Earlier the National Council had conducted a fact-finding study with the help of welfare organizations and individuals. This was done as an assessment of the possibility of starting a NICRO service here. When adequate data had been put together the National Council reached a conclusion that such a service was a must and a necessity in the Vaal-Triangle area. For example, according to the Sebokeng South African Police, in 1986 the crime rate was estimated as follows:⁽³⁾

- (i) Crimes pertaining to greivous bodily harm were - 1 762 cases.
- (ii) Common assault where no instrument was used - 1 245 cases.
- (iii) Malicious damage to property (cars and windows) - 1 296 cases.
- (iv) Rape - 223 cases.
- (v) Murder - 280 cases.

There were no exact figures for theft, car theft, arson, reckless driving and culpable homicide cases. All crime figures are soaring with each day.

When the NICRO-Vaal Service Committee came into being in the end, the National Council continued then to give professional guidance to it and to assist it in every possible way to get off the ground. So this was a project of interested and concerned community members and to the National Council, an undertaking as part of its planning for the 80's in which the Vaal-Triangle was included.

As a starter the NICRO-Vaal Service Committee decided to embark on transport services for families of prisoners. This had to be the first step since the committee could not employ a social worker immediately to render intensive professional services in the area. Committee members realized that they needed enough funds to enable them to maintain an office in which a social worker would operate. They were also expected to motivate for a subsidy for a social work post. Both assignments normally take a long period before they can be processed and finalized.

The committee, however, realized the importance of having a social worker. The social worker would assist with casework, groupwork, general administration and planning, and community work programmes. In the absence of NICRO's own professionals, social workers from public agencies assisted the committee by rendering casework services to clients and their families. They also handled all prison enquiries which were beyond the committee's capabilities.

The social workers were relieved when a post-graduate student was placed for practical work with the committee in 1987. The student rendered all professional services to the community. She is still assisting the committee as a volunteer. However, public and private welfare organizations continued to assist the committee as pay points for the transport

project. They also supported the committee's fundraising efforts.

1.2 Services Offered by the NICRO-Vaal Service Committee

1.2.1 Transport Services

As mentioned earlier the transport project was the first one. Though the prisoners' families had not expressed the need for transport between the community and the different prisons, it was a fact that there was no regular and organized transport for the purpose.

The National Council on the other hand was aware of transport projects that were undertaken by NICRO branches in other parts of the country. For example, in Soweto, Daveyton, and in Durban. It indicated that the Vaal committee could also initiate such a service. The transport project was, therefore, used to address a comparative need.

The National Council and the committee also noted that residents were using more than one type of transport to reach the different prisons. Though no formal research was conducted, it was noted that some families could not afford to visit their relatives because transport was costly.

This project, when organized properly, would benefit the committee, the larger community in general, and the families of prisoners in particular. To prisoners it would solve their problems of worrying about home more often. Organized transport would benefit the families because it was reasonable and they would spend less time travelling. They would also spend more hours with the prisoners because NICRO would inform the prison authorities about their coming, as a result they would find prisoners being

prepared for their visit. They could also spend extended time discussing family and community issues.

The families' participation in the project would benefit the community because families of prisoners as clients themselves, would suggest ways and means of expanding NICRO services in the area and of improving the very service, thus developing the whole project of NICRO services and helping the committee into establishing a NICRO Branch. Such an organization would employ professionals who would be responsible for planning and administering professional welfare services in the whole Vaal area.

For the committee, the transport project was viewed as a priority that would yield funds, while the committee was assessing the possibility of renting an office and employing professional personnel. This was a fund-raising project in that if the families responded and used the service, the committee would make a profit of ± R140,00 per trip.

Transport services were organized by requesting a list of names of prisoners who came from the Vaal-Triangle area. Such a list was obtained in August 1986 from the Department of Prisons. A list of 272 prisoners who were serving sentences at Groenpunt prison, Kroonstad prison, and Leeuwkop prison was forwarded by Colonel Van Aswegen. The National Council received an additional list of ± 14 detainees who were at Moddabee prison.

Three transport services were organized by the National Council together with the Committee as follows:

- (1) There was a bus service to Groenpunt prison which is 20km from Vereeniging.

(ii) A Kombi service was organized to travel between Vereeniging and Leeuwkop prison. The distance between these two places is 150 kilometres one way.

(iii) Another kombi service was organized to Moddabee prison. This prison is 72 kilometres from Vereeniging.

Due to lack of manpower, the committee decided to suspend the Kroonstad bus service and experiment with the other services first. Unfortunately, the services that were undertaken had a lot of problems. As a result, the Kroonstad bus service never took place.

Although there were problems, the Groenpunt bus service is the only one that was organized over a longer period, namely, from April 1986 to March 1987. In February this year the committee decided to revive the Groenpunt bus service. The Leeuwkop service was organized in March only because there was no positive response for subsequent trips. The Moddabee trip was organized in November 1986 by the National Council alone. This was undertaken once only.

The National Council discovered that the families of detainees did not need transport services. They could afford to arrange their own transport. They only needed professional assistance in obtaining permission from the Chief of Security in Vereeniging. Such permission would enable them to visit the detainees.

Transport services were organized through letters that were sent to families of prisoners. Such letters were typed and posted by the NICRO head office in Pretoria. This was done because the committee did not have letterheads and a typist. The media was also used to advertise the

services. The offices of social workers who were employed by both private and public welfare organizations served as pay points for NICRO's transport services. These offices were opened from 07h45 to 16h00. They were not opened on week-ends. Other than these offices, there was no other pay point for the community after hours.

The Groenpunt service was organized over a longer period due to the fact that there were 188 families who could use the service. The bus was viewed as a reasonable means of transport in terms of capacity and cost. The committee was paying R100,00 for a return trip and the bus is a 60-seater. Tariffs were set at R4,00 per adult and R2,00 per child for a return trip. The bus was organized every first Sunday of the month. Departure time was arranged for 07h30, returning at 11h30.

Families of prisoners did not respond in large numbers and as a result the service ran at a loss. The poor response was measured in terms of the amount collected for the trips. This amount is reflected in the Annual Report which was presented at the Annual General Meeting by the Treasurer on the 20th March 1987. An average of R44,40 per trip was collected instead of R100,00 per trip. (See Appendix A).

Professional staff suggested that the services must be evaluated and a proper research study must be conducted concerning these services. The research would reveal why the families and the community in general were not participating in this project. Moreso, the transport project was undertaken in order to benefit them in terms of cost and availability.

1.2.2 Casework Services

When the committee was conceptualized, provision was also made for other

professional services such as casework and community work. In order to fulfill its wishes and as a means of having a link with the National Council and the community at large, the committee applied for an office from the local authority at the beginning of 1987. An office was allocated at the Sebokeng Community Centre. The office was open from Monday to Friday between 09h00 and 17h00.

Counselling and after-care services to ex-prisoners and parolees were offered at this office. After-care services included assisting the ex-prisoner or parolee in looking for accommodation and employment. Some clients lost their reference books before they were sentenced, some were having permit and influx control problems. All these problems were attended to by professional staff. The staff also attended to prison enquiries and problems that were being experienced by families of prisoners. These families were assisted with material help such as food rations and the application of maintenance grants on behalf of the family. The office had a caseload of 61 at the end of June this year.

1.2.3 Community Education

Community education was offered on a "limited" basis every fortnight. Community groups were addressed in order to teach and discuss with them the problems related to prisoners. Posters were done as a method of teaching the public how to become involved in NICRO activities. The media was used for publicizing the services to both the public and the families of prisoners.

Active recruitment of membership for the NICRO service was also done at schools, churches and clinics by professional staff and committee members.

In addition to the above tasks, letters were written specifically to families of prisoners, requesting them to use NICRO services. Only families with problems related to material assistance, e.g. maintenance grants and food rations responded. They were also very few in number. On the contrary, these families did not really want to be part of NICRO as far as planning of services was concerned.

1.3 The Aim of the Study

There are no measurable as well as major problems concerning casework and community education projects except that in the casework field families do not come up voluntarily for assistance. They are only known through the enquiries that are sent to the committee by the Prison Department. NICRO Vaal, therefore does not lose much with casework and community education services.

The committee's major problem is that the families of prisoners are not participating in the transport project in terms of paying for the bus services. They are also not coming forward with suggestions on how they intend to work with the committee in order for the services to be improved. Such services can only be viable if they are supported by these people.⁽⁴⁾

The transport project is the major focus of this study because it was also the first project that encouraged participation between the parties that are involved, namely, the National Council and the committee on the one hand, and the beneficiaries of the service on the other.⁽⁵⁾ Such beneficiaries are part and parcel of the Vaal-Triangle Community because of commonalities between them the larger community. They are, therefore, referred to as citizens in this study.

Lack of involvement on their part also retards the general growth of NICRO Services in the whole area. Poor response and participation in the whole project, i.e. establishment of the NICRO Service, is caused by lack of involvement on the part of the beneficiaries of the service at the planning stages.⁽⁶⁾

The main purpose of the study is to highlight the fact that involvement of beneficiaries results in support of the service. The second point is to inform the beneficiaries on a face-to-face basis about NICRO and the services that are offered.

Specifically, this study will investigate the following research questions, namely:

- (i) whether beneficiaries of a service must be involved in its establishment;
- (ii) whether people other than the beneficiaries of a service should be involved in its establishment;
- (iii) whether people will support a service which they did not establish;
- (iv) whether people are aware of the services that are offered by the NICRO-Vaal Service Committee;
- (v) whether people were involved in the establishment of NICRO Services, and
- (vi) the different methods of establishing services.

The study has the following limitations

- (i) The families of Leeuwkop and Moddabee prisons were not included because transport services for them were organized once only. Only families of the Groenpunt prisoners are included in this study.

- (ii) Although the professional staff was also handling cases for other prisons, namely, Vereeniging prison, Diepkloof prison, Barberton and Nelspruit prisons, the families of such prisoners are also not included in this study.
- (iii) The results of this study cannot be generalized to all NICRO Services in South Africa.

The study is divided into six chapters as follows:

The first chapter deals with the description of the Vaal-Triangle community and the NICRO-Vaal Service Committee project. The aim of this study is also included in this chapter.

Chapter Two is reviewing literature on citizen participation in projects and programmes. The historical development of citizen participation and the different models of participation are discussed in this chapter.

Chapter Three deals with the historical development of the NICRO-Vaal Service. This development is measured against what scholars view as participation.

Chapter Four handles information on how data was collected for the study. Sampling methods and instrument design are also discussed in this study.

Chapter Five is the analysis and interpretation of data.

Chapter Six gives the conclusion of the study. A model on participation is also suggested.

The present study will contribute different strategies and models of organizing, administering and evaluating projects without losing sight of the service consumers. Such skills are necessary in human service organizations because they enable organizations to plan and administer their projects effectively. Human service organizations will also learn the importance of conducting a formal research before undertaking a project.

CHAPTER II

LITERATURE REVIEW

2. INTRODUCTION

This study is dealing with citizen participation as being a problem when beneficiaries are not involved in the establishment of a service.⁽⁷⁾

It is difficult to conclude that this is actually the case when we do not have background information and knowledge about citizen participation itself.

Chapter one highlighted the services that are offered by the NICRO-Vaal Service Committee and some of the problems that were experienced. We cannot assume that the families of prisoners as citizens in the Vaal community did not support the transport project in particular and other NICRO services in general. Some did use the transport service, although it did not yield any profit for the committee. One would then ask what is actually meant by citizen participation.

This chapter reviews citizen participation as discussed by various authors. An understanding of participation is crucial to analyzing the nature and process of the type of participation that was adopted in the NICRO-Vaal experience. We must bear in mind that this is a difficult task. Such analysis can only be possible after the records of the NICRO-Vaal project have been studied chronologically.

This will be handled in the next chapter. However, at the end of this chapter an attempt will be made to assess whether, given the prisoners'

problems and circumstances, the community could be organized into participating in the project or other projects at all.

2.1 Beginning of Citizen Participation

The belief that citizens should be involved directly in the organizations and social processes which affect them is the essence of the democratic tradition. Accompanying this belief is the feeling that involvement in organizations should be as representative as possible. It should be organized in such a manner that all affected partners are encouraged to participate.

The spirit of participation has been manifested in a variety of ways. During the early twentieth century a broad spectrum of social-political movements had a strong impact on Sweden. The Free Church Movement wanted to save individuals from the harmful effects of alcohol and society from the problems engendered by intoxication of its citizens. The Labour Movement wanted to create tolerable living conditions for its members as well as to give them influence and power. It believed society should control the means of production.⁽⁸⁾

Although the movements had different aims they all agreed that society must be reshaped. In order to influence legislation, it was necessary for the movements to elect their own representatives. These would be elected to various governmental bodies. On this point, the movements found a basis for practical co-operation, since their different objectives could all benefit from universal and equal suffrage.

In 1911, 51 of the Second Chamber's 230 members were directly associated with the Free Church Movement. In the same year, there were 144

absolutists, those who advocated a total ban on alcohol consumption. The Labour Movement had 87 members.

The purposes and types of citizens' participation have also fluctuated during different periods of American history. In the 1950's, for example, the primary emphasis was on influencing the provision of direct services.

In 1964, the Economic Opportunity Act of 1964, authorized the creation of Community Action Programmes which were to be developed, conducted and administered with the maximum feasible participation of residents of the areas and members of the groups served.⁽⁹⁾

In Britain, from its inception in 1961, the National Institute for Social Work had been concerned with what was originally referred to as 'training for social work with communities'.

The need for social work at that time was argued against the background of the shift away from institutions of community care and the need to augment personal social services in deprived inner city neighbourhoods. There was also a need to strengthen the democratic process... 'by enabling people to articulate their needs to decide what they want for their communities and to bring this about by their own efforts'.⁽¹⁰⁾

From the above, we can deduce that in the case of America and Britain, there was more recognition on the part of organizations that given an opportunity, communities are able to participate in their own betterment. Whereas in the case of Sweden, the community had to organize itself in order to have an impact on government policies.

However, the impact of citizen participation in the 1960's and 1970's has been widely debated. Part of the disagreement arises from lack of systematic comparative research. Another part was based on differences in interpretation of the goals of participation.

On the question of interpretation of the goals and meaning of participation, Bryant, C. and White, L.G. state that by the 1970's the meaning of participation began to be redefined. Rather than being identified with political and electoral processes, it became associated with the administrative process. (11)

In Nigeria, between 1975 and 1979, the significance and impact of citizen participation was realized in self-help projects. These were undertaken in the Kwane State. Given the present poor state of Nigeria's economy, a fundamental factor in the promotion of rural development was the awareness and initiative of the rural community itself. This argument was based on the notion that the resources of the Federal Government were limited and could not provide everything for every community. Furthermore, people were willing to co-operate with one another to satisfy their mutual interests. (12)

Between 1981 and 1983 there were two main national health problems in Ghana. These problems were, namely, malnutrition and undernutrition. Children under five years, pregnant and lactating women, as well as the rural elderly were at risk. Since these health conditions were caused by a massive food shortage, the UN/FAO/WFP joint mission conducted a study on the food needs of Ghana. The United States Agency for International Development was requested both by Washington and Ghana to distribute about 6000 tons of food designed to reduce malnutrition and undernutrition among

the targeted groups in every region in Ghana.

The management used a strategy that involved government officials and local citizens participating in both the planning and implementing phases of the project concerning the distribution of food. This plan of action effectively involved citizens in making decisions about various aspects of the food distribution programme. In essence, the strategy was designed to achieve specific programme objectives and specific tasks, and build citizen commitment to and identification with their communities.⁽¹³⁾

However, the atmosphere in the 80's is quite different from the past. There is less concern with disadvantaged groups, and more concern with reducing government spending at all levels. A number of specific programmes in which traditions of, requirements for, or support for citizen involvement were high, have been eliminated or merged with other programmes.⁽¹⁴⁾

A different direction of citizen participation has been the formation of partnership between citizen groups and private industry. This actually means that citizens must no longer rely on the government to provide services freely. If they have not enough material resources, they must seek private sponsorship.

2.2 The Concept of Citizen Participation

Citizen participation always raises issues concerning who participates and how adequate participation is. Sometimes participation is organized at various levels such as community; regional or national levels.

The different modes of participation make it almost impossible to have a unique definition of participation. Sometimes participation is directed

at making government bureaucracies more responsive to citizens' preferences, whereas in other cases participation is seen as a process of consulting and involving the people in the affairs which affect them directly. This was observed when the Economic Opportunity Act of 1964 was passed in America. This type of involvement in community organizations is seen as a significant means of actualizing citizen participation, particularly for populations otherwise excluded from the political process. The project that was undertaken in Ghana between 1981 and 1983 is also a good example.

In this study, citizen participation must be viewed as direct involvement of beneficiaries of a service in its establishment and administration.

Tolkin, E. defines participation as referring to the direct involvement of residents of a community in research, decision-making and action regarding the welfare of their community. (15)

Cary, L.J. elaborates on that by adding that participation results from sufficient consensus concerning the desirability and direction of change. The consensus must be strong enough to initiate a programme of action that meets with the approval of a majority of those combined in action. The initial reason for joining together is the realization that most action taken together, by or on behalf of the group, is undertaken through organization. (16)

It is worth noting that both authors agree that it is necessary for participants to organize themselves first. After organizing themselves, they must agree on the desirability and direction of change. That is where decision-making and action regarding the welfare of their community

comes in.

There is another version of participation which is termed "government sponsored participation" by Peter Hain. The author is using this concept to explain the activities of residents' associations and community health councils that are encouraged by the government.

In 1968 the Seebohm Committee in Britain recommended the involvement of "consumers" of social services in local government committees, and in new advisory bodies to area offices of social services departments. In 1969, twelve Community Development Projects were launched, aiming to involve people living in areas of high deprivation "in community schemes flowing from their own perception of need and translated into action with their participation."⁽¹⁷⁾

Hain contends that this type of participation is variously described as "pseudo-participation", "dependent participation" or "co-option" and is far from redistributing power to the citizen. It is normally aimed at increasing the State's capacity for social control and regulation.

All three explanations of participation by the various authors, in one way or another, involve the people who are directly affected by the problems that are being tackled.

As a follow-up on Peter's opinion, Arnstein, S.R. views citizen participation as the redistribution of power that enables the have-not citizens presently excluded from political and economic processes, to be deliberately included in future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax

resources are allocated, programmes are operated, and benefits like contracts and patronage are parcelled out.⁽¹⁸⁾

Thomas, D.M. supports Arnstein's explanation by stating that collective action is seen as the means through which local residents develop skills and confidence to improve the contribution they make as human resources to the process of decision-making about material resources in and on behalf of their neighbourhood. All this is done as a human contribution towards the allocation and improvement of resources on behalf of their communities.⁽¹⁹⁾

Bryant, C. and White, L.G. when discussing how to manage participation, mention that participation is more than just including the public in one stage of the design process of evaluation of the project. Rather, participation informs the meaning and integrity of the entire process. It is an attitude of openness to the perceptions and feelings of others. It is a concern for what difference a project makes in people's lives. Lastly, it is an awareness of the contributions that others can bring to an activity.⁽²⁰⁾

Whatever nature of participation is adopted by the community, participation is considered important for the following reasons:⁽²¹⁾

i) It is a means of obtaining information about local conditions, needs and attitudes. Without these development programmes are likely to fail.

ii) People are more likely to be committed to a project if they are involved in its planning.

iii) Citizen participation must be encouraged because in most countries it is considered to be a basic democratic "right" that people should be involved.

Citizen participation, therefore, means collective efforts by individuals in establishing and influencing programmes that will be of benefit to them. It is direct involvement in the planning, policy-making and administration of a service.

2.3 Elements and Issues from the Definitions of Participation

Certain value assumptions underline the emphasis on extensive involvement and co-operative effort. These value assumptions include:

- i) That people in a community should actively participate in community change. Participation should be through democratic organization.
- ii) The group's mandate for participation must be clear and participation should be as inclusive as possible.
- iii) The group must have sufficient organizational power to command the right to participate.

This organizational power means that the group must have staff and technical resource persons who are accountable to it. The group must also have on-going access to information and decision-makers whilst options are developing. The group must also have an effective input into the budget process of the programme.

If these value assumptions are to be realized, three necessary conditions for participation must be present. There must be freedom to participate, ability to participate and willingness to participate.

Citizens must also have the ability to learn about problems and learn enough to reach a decision. This pre-condition includes the ability to utilize experts effectively. Lastly, citizens must have the ability to act effectively.

2.4 Strategies for Organizing Participation

Participation is organized for various reasons. The primary objective of an organizer is to build an organization that will wield power. The organization must be progressive and broadly based. There should be large numbers of active volunteer members from different constituencies within the community.

The organized group must take action and fight on issues defined by the organization. It must have leadership that goes beyond the immediate issue and find the basic causes of the problem.

According to Burghardt, S. a strategy is the creation of a plan that in some way challenges, debates, and acts to resolve differences in a group's favour. Such a strategy must emanate from the activities of people directly affected by the choices made. Whilst an organizer might be present in formulating a strategy for participation, he must understand the three levels on which every strategy functions, namely, its ideological level; its strategic level; and its tactical level.⁽²²⁾

2.4.1 The Ideological Level

This level relates to a general set of beliefs regarding how society is controlled and how does it function. It also deals with causes of social problems and who should participate and determine how those problems are dealt with. Most organizers fall into three ideological groups, namely, reformers; the social democrats; and the Marxists.

2.4.1.1 The Reformers

Reformers are usually new to organizing or are professionals who consciously

drop any ideologies/political issue from their overt strategic discussion. Instead they concentrate on the issue in terms of organizational strategy alone. The issue of a system-wide critique is never revised, even though a segment of the system may be attended.

2.4.1.2 The Social Democrats

Unlike reformers, social democrats incorporate a consistent systemic critique for our economic and political system into their organizational strategies. For instance, they view capitalism as a system that no longer works in its present form. They, therefore, seek not its overthrow, but its restructuring. Social democratic organizational strategies are consistently concerned with these issues of structural reform and work within institutions to improve them.

2.4.1.3 The Marxists

Like the Social Democrats, Marxists share a systematic critique of our various institutions. However, unlike Social Democrats, Marxists do not believe there is much long-term potential in the restructuring of our dominant institutions. Their strategic emphasis is on working with important institutions like trade unions. Their approach stresses "independent political organization."

The writer contends that it is important for an organizer to be clear about his ideologies. By becoming ideologically clear, the organizer's belief system guides him and helps him to spot others' basic beliefs more easily, and to draw from that insight a better understanding of whom one can and cannot work with over time.

2.4.2 The Strategic Level

The strategic level of a strategy is an overall plan of a group and organizational development that sees its eventual goals in terms of a means-ends process. Here each tactic is both an end and a means to achieve the larger goals of the group.

2.4.3 The Tactical Level

There are two tactics, namely, process- and task-oriented. At the tactical level, the organizer must be clear about the context in which the group is participating. The organizer needs to know the actual resources at hand in order for the group to achieve its objectives. Lastly, the organizer, together with the participants, must evaluate whether the tactics developed with and the risks taken are understood and shared by everyone involved.

In summary strategies include conducting research about the area, selection of issues, organizing around a specific issue and changing the capacities of people.

Before beginning to talk to people in a given community, the organizer must do some preliminary research. Four types of research can be conducted, namely, demographic, organizational, physical surrounding and patterns of interaction. The demographic characteristics of the population can be useful in planning various possible approaches because they include income, the age distribution and linguistic breakdown. A survey of organizations in the community can allow an organizer to anticipate possible resistance and support for his work. A study of the physical surroundings of the community enables the organizer anticipating these conditions and then they can be acted upon by a local committee. The fourth area involves

analyzing the amount of identification within the neighbourhood, and connections between local residents with outside decision-makers. (23)

After getting acquainted with the community, a specific population must be organized. This population will act on the issue at hand. It is important to be clear that the issue selected is not chosen simply because it appeals to the organizers and suits their values. It must be an issue relevant to more than just a few of the residents whom the organizers heppened to confront. (24)

The community must be assisted in organizing a specific issue - there are various methods of organizing around an issue. A petition can be used because it conveys views to decision-makers about the issue in question.

A petition also spreads information in the locality about the issue. It also helps to recruit interested people. A public meeting can also be organized where a committee can be established. Such a committee will be delegated to act on the specific issue.

If people have skills and are interested in a programme they need more education and training to develop their potential. Their programmes must, therefore, be simple and manageable. Programmes must be of small size and provide direct benefits to the community. (25)

2.5 Models of Citizen Participation

According to Cary, L.J. participation can be classified as inclusive organization which is direct participation; representative organization which is indirect participation; and non-representative organization

which is open participation.⁽²⁶⁾

The inclusive model is applicable in small towns and villages where all people know one another. All people can participate in a programme.

The representative model can be used in large communities where people cannot be involved face-to-face through simple organization. In order for people to be involved, organizations must identify important sub-groups in the community and their involvement in programmes. These groups must establish a representative organization which will be directly involved in the programme activity.

The non-representative model is the most frequently employed model. Organizing efforts frequently begin with a small number of individuals who have a particular interest or concern in a specific community issue, they then decide to meet to discuss it. They might also be invited to come together because they have been identified as interested community leaders.

The basic concern with the non-representative model is how well the participants reflect the major views of the community.

Chekki, D.A. provides three models of community development in the Third World countries. The first model deals with the restructuring of the traditional society, hard labour of the people, internal social planning and pooling of resources. This model in most countries was the result of an import, being bodily lifted from earlier experiences of community development of the United States.⁽²⁷⁾

The second model was concerned with the creation of client power in each

community in order to ensure that such power should force the planned distribution of goods of the welfare basket among the disadvantaged.

The third model projects an idea of a 'Community Society'. It does not provide an alternative to those described above. Its main thesis is three-fold, namely, the clients of welfare will also be the decision makers in the system. The producers of welfare, on the other hand, will also be its consumers. Lastly, the clients of welfare or of development, will not be the individual, but a conglomeration of individuals. In short, this model promulgates that all individuals must view participation as something that will benefit all of them in a particular community. (28)

2.6 Levels of Citizen Participation

Kramer, R.M. gives four levels at which people can participate in programmes, namely, participation in policy making as a governing board member; participation in an advisory capacity; social action and participation in the employment of the Community Action Programme as staff members. (29)

In order to implement some of the regulations of the Economic Opportunity Act of 1964, certain areas used participation in policy-making by the poor as a method in citizen participation. The poor were cast in the role of policy-makers as voting members of the governing board of directors.

If residents participate as advisors to providers of services, it is expected that their opinions would be helpful in generating new and more effective Social Services.

Social action in the case of Community Action Programmes was the most radical and controversial of all. For many persons, the possibility of increasing the power of the poor was either the most objectionable or the most encouraging feature of the programme. This model is similar to that of Chekki's second model of creating client power in each community in order to ensure that such power should force the planned distribution of goods to the disadvantaged.

If residents are employed in programmes within their community, they are better able to improve the community because they have an idea of how much the problems affect their community.

Arnstein, S.R. gives us her own ladder of citizen participation and levels at which citizens participate in programmes. Her ladder, however, does include some of the aspects that have already been discussed, namely, manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control. (30)

Group therapy, masked as citizen participation, is administered to people in the name of participation. Its administrators assume that powerlessness is synonymous with mental health. On this assumption, the experts subject the citizens to clinical group therapy.

Informing citizens of their rights, responsibilities and options can be the most important first step toward legitimate citizen participation.

However, too frequently the emphasis is placed on a one-way flow of information from official to citizens - with no channel provided for feedback and no power for negotiation. Under these conditions, particularly

when information is provided at a late stage in planning, people have little opportunity of influencing the programme designed "for their benefit".

Inviting citizens' opinions, like informing them, can be a legitimate step toward their full participation. If consulting them is not combined with other modes of participation, this rung offers no assurance that citizens' concerns and ideas will be taken into account.

Partnership is one of the most important levels of participation. At this level, power is redistributed through negotiation between citizens and powerholders. They agree to share planning and decision-making responsibilities, through such structures as joint policy boards and planning committees.

Citizen control is the highest ladder of participation. Here people are simply demanding that degrees of power or control which guarantees that participants can govern a programme and be in full charge of policy and managerial aspects.

2.7 Research on Citizen Participation

Research studies on citizen participation were reviewed. The first study was conducted by a field worker in Lenasia on behalf of the Johannesburg Indian Social Welfare Association (JISWA). JISWA is a private welfare organization whose professional staff is subsidized by the State.

Tolkin, E. was doing field practice at JISWA when a need was identified for gaining knowledge about and insight into Greyville Community and its residents. The aim was to plan for more effective services.

The aims of the study were:⁽³¹⁾

- i) To enable JISWA to embark on a self-help programme in the lower economic area of Lenasia, i.e. Greyville where the majority of its client group reside.
- ii) To focus on the dynamics of citizen participation at grass-root level, extending from the identification of community issues through to ongoing action designed to bring about community development at local level.
- iii) To demonstrate how a Social Worker attempted to do this by:
 - a) mobilizing a nucleus of community residents as a self-help team; and
 - b) by utilizing a type of action-research, i.e. a community self-survey where residents are helped to focus on a community issue which they identified as a priority problem within their community.

The results of the study reflected that Tolkin succeeded in forming a constituency which developed an identity as well as credibility and visibility in the community.

The members of the constituency were able to do so by effecting the tasks which they set for themselves, which included both fact-finding and tangible services. In so doing the author succeeded in stimulating the awareness of a few people in the community to their own responsibility and capacity to effect changes.

In this study, Tolkin used three levels of participation, namely, ...

informing, consultation and partnership. She informed the community about JISWA's problems, namely, to plan for more effective services. She also informed the community about issues that needed attention. Through this information the community was able to do a community-survey.

Through consultation, it became easy to mobilize the community and to form a self-help team. The team was able to focus on community issues and prioritize them.

Through the partnership that was formed between JISWA and the community, it became easy for the author to succeed in forming a constituency which developed an identity and credibility within the community. Such partnership enabled the group to accomplish its task and feel a part of JISWA.

The second study was conducted in Magaliesburg by Sham, I.J. in 1978. The aim of the study was to ascertain whether the process approach in community development would help in encouraging the members of a black rural Catholic community involve themselves in social life and thereby better themselves and improve their environment. (32)

According to the author, people were passively receiving services from the church. The church itself was to blame for not motivating people to do things for themselves.

People were, therefore, requested to list their needs and set out plans to satisfy them. They ended up by establishing an adult education centre at their parish and contributed towards the payment of teachers.

In this study citizens were given more decision-making power and the programme was accountable to them.

In both research studies, citizens were given more control and power in the projects. Citizens also realized that they are part of the major organization, namely, JISWA and the Catholic Church because the projects were not imposed on them.

This chapter then justifies why the writer chose citizen participation as an aspect for this research study. Participation was chosen because the whole exercise involved organizing people and encouraging them to solve problems pertaining to prisoners and themselves. This was done with a view of establishing a private welfare organization that will manage and inquire into crime-related issues.

Given the above exposition it is important therefore to highlight the following facts with regard to the NICRO-Vaal experience:

i) The Vaal-Triangle community has all the characteristics which could enable its citizens to be organized into undertaking projects for its betterment. The citizens of this area share overall cultural values and political ideologies. They also share health and educational facilities. The "failure" of the NICRO-Vaal transport project can be attributed to some of the following factors:

a) Organizers and Their Strategies

The organizers of this project, namely, the National Council and the Committee "overlooked" the families of prisoners as major participants. Tolkin in her discussion of participation refers to it as the direct involvement of residents of a community in research, decision-making and action regarding the welfare of their community. (33)

The organizers had good intentions in the sense that they wanted to eliminate the number of prison enquiries that were concerning prisoners who have lost contact with their relatives because of poor communication. They were also concerned about families who could not reach prison because of cost and transport problems. Having diagnosed the problem, they were supposed to give families enough information and time to conduct their own research and take initiative in solving the problem. However, it was important for the organizers to indicate that they were prepared to help concerning any solution that the families might decide.

In this instance, the organizers were more of reformers who were coming to "sell" the transport project because it is undertaken by other NICRO branches elsewhere in the country. They have never worried themselves about finding out the income of the group and whether the group was willing to participate.

b) Models

In this chapter six models of participation have been discussed. The NICRO-Vaal project would fall under the non-representative model. With this model only interested people initiate and administer a project. The only requirement is that the organizers must reflect the views of the community. Seemingly, the organizers of the NICRO-Vaal project did not reflect the views of the community, namely, that transport services for families of prisoners were needed.

c) Level of Participation

In the two research studies that were cited, both researchers informed the participants about the problems that they were facing.

In the first study, the community was informed that the organization was intending to plan for more effective services in the area in order to serve the residents fully. The community helped the organization in conducting a survey and later on in embarking on projects that were listed as a priority.

In the second study, the people listed their needs and set out plans to satisfy them. They ended up by establishing an adult education centre at their parish and contributed towards the payment of teachers.

In both studies there was active involvement on the part of the community and projects were not organized for them.

In the NICRO-Vaal project, at no stage does it come up that the people were at least allocated practical assignments. They were only expected to participate by paying for the service. Their role is depicted as that of non-participation.

On the basis of the above factors, the writer is still of the opinion that if people were given an opportunity to assess various factors at their disposal, they would have come with practical solutions. Such solutions would be binding to all. For instance, they might not have decided on transport services as the only solution for lack of contact between them and the prisoners. They might also have come up with other projects which they felt were of importance to them and which would eliminate the prisoners' worrying about their community and about themselves. This contribution would enable NICRO to flourish and be measured in terms of all its projects in the Vaal-Triangle area.

CHAPTER III

NICRO-VAAL AND CITIZEN PARTICIPATION

3. INTRODUCTION

As mentioned earlier the NICRO-Vaal project was initiated by interested community residents on the basis of their personal observations about problems that are experienced by families of prisoners and their experiences of crime in the area. The National Council for Crime Prevention and Rehabilitation of Offenders on the other hand, was undertaking the project as part of its planning for the 80's in which the Vaal-Triangle was included.

The transport project in particular, was undertaken not because there were no other projects, but it was hoped that through it the community's participation would be encouraged and thus channelled into other projects as well. Casework and fundraising schemes would have been offered if the committee had enough funds to employ professional personnel and to maintain an office. The transport project was also seen as a method of raising funds that would assist in the growth of NICRO services in the whole Vaal-Triangle area.

The project was undertaken with good intentions for the committee, the community, and the families of prisoners in particular. As this project was concerned with crime-related issues, firstly, it was realized that crime prevention would benefit the community because after-care programmes would be established to rehabilitate ex-prisoners and parolees. Such programmes would benefit the prisoners as well in that more attention would

be paid to them as persons because there was no organization that was specifically concerned about them. Secondly, preventative programmes would be initiated for the community to guard crime and factors that encourage criminal activities. Finally, it costs R6,00 and two types of transport for a return trip between the townships and Groenpunt prison. The committee was charging R4,00 for a return trip. The transport project was reasonable and families would spend less time travelling. That is why it was important for the families of prisoners to be involved from the inception of the project. Their involvement would automatically generate the whole community's interest and participation and thus introduce other NICRO programmes in the area.

3.1 The Development of NICRO-Vaal Service Committee and Its Activities

With the knowledge that has been gained from various authors and the explanation that shed light on the services of the present NICRO-Vaal Service Committee, this chapter highlights the development of the NICRO-Vaal Service with particular reference to citizen participation. It is important to note that the service cannot be separated from the establishment of the committee itself. They are intertwined.

In this project participation is divided into two categories. The first category deals with participation of interested community residents in establishing the service. The second category highlights how beneficiaries of the service were included in its development.

In order for us to understand the dynamics of this project, it is important to measure each category against what authors define as participation and the models that are used for encouraging participation.

At the end of this chapter the whole project will be evaluated. This evaluation will indicate whether participation did take place or not. If not, reasons for service beneficiaries not being involved will be dealt with.

The information concerning the events leading to the development of the NICRO-Vaal Service Committee and activities was obtained from records of the Development Division of the National Council and the minutes of the NICRO-Vaal Service Committee. In this section development is divided into three phases.

3.1.1 The First Phase (July 1981 - July 1983)

This is the organizational phase in which the Development Division was seeking information and assessing the possibility of establishing a service in the area. The Development Division was conducting a fact-finding process because in terms of its planning for the 80's, the area was included in its programme.

This phase consists of letters that were written to human service organizations and meetings that were held with professionals in the area.

These letters and meetings were supplemented by letters which were written to social workers and attorneys. The letters were requesting social workers and attorneys to become part of a panel of resources that will give guidance to the formation of NICRO.

3.1.1.1. Letters to Professionals

Several letters were written to social workers and attorneys as community

members. These letters requested them to serve on NICRO's panel of resource persons in order to guide NICRO's efforts to initiate a service in the area. One attorney replied that he was not in a position to accept the invitation. No formal replies were received from other people.

3.1.1.2 Meetings with Officials of Various Organizations

In 1983 the Deputy National Director of the Development Division of NICRO had a meeting with the Chief Commissioner, the Colonel-in-Charge of the police force, social workers of the Department of Co-operation and Development and social workers who were employed by the Orange-Vaal Administration Board.⁽³⁴⁾

The meetings were an informal needs assessment on the part of NICRO. The Deputy National Director explained NICRO's intention of expanding services in the area and to obtain views concerning such a project.

The outcome of the meeting was that most officials felt that there was a need for a NICRO service in the area. The Chief Commissioner felt that NICRO could play a vital role in serious crimes which are handled at the Magistrate's Court where there is scope for after-care work.

Colonel D. Mokapela explained that he was planning the establishment of crime prevention committees. He informed the Deputy Director that he would be launching the idea at a public meeting which was going to be held on the 21 July 1983. He invited the Director to be one of the speakers.

Social workers were of the opinion that they needed some form of training on how to handle cases concerning prisoners. They were handling prison

enquiries, but felt they were not well equipped to deal with prisoners, ex-prisoners and their families.

3.1.1.3 Meetings with Community Residents and the Formation of a Committee

Historical Background

Between her negotiations with organizations and professionals, the Deputy Director also held meetings with community residents who indicated an interest in establishing a NICRO service.

In August 1981, Reverend Paul Vilakazi from Residencia visited NICRO offices. His purpose was to find out how NICRO could assist him in establishing a similar organization in his area.

The Deputy National Director outlined NICRO's pattern of developing community services. She highlighted the fact that NICRO was encouraging community initiative and involvement as much as possible.

Reverend Vilakazi was requested to find a few interested people who would be assisted in establishing a service. On the 25 August he telephoned NICRO's office and informed the Deputy Director that he had recruited a few people. An appointment was set for September 1981.

Meetings with Community Members

Between September 1981 and January 1982, three meetings were held. During the first two meetings, members were being educated on what NICRO is and how NICRO functions.

The community members were defined as organizers for a public meeting and they were informed that they could embark upon projects calculated to develop community awareness of the committee, e.g. a bus project. (35)

that the NICRO-Vaal Service was scheduled in the National Council's programme for the 80's. Such an assessment would enable the National Council to review its plan. Since welfare organizations in this area support one another, they welcomed the idea of having a private welfare organization that would specifically cater for crime-related problems. They were, therefore, not in a position to criticize the National Council's plan. This enabled the National Council to realize that the project would be supported by human service organizations. Other aspects of organizing for participation were not undertaken by the National Council e.g. it did not make an effort to find out whether the community would react differently if the service was initiated by an organization outside the area.

It was surprising that the first group of residents who showed interest in the project disbanded. On the other hand, this is an indication of the fact that the research which was conducted was not inclusive.

The community members who formed the committee fell under the non-representative model of participation. They were not representing anybody and were not accountable to anyone except the National Council.

The committee participated within two levels of participation, namely, informing and participation. They were informed about NICRO's services and how to establish a service. They were also informed that they could organize a public meeting and a bus service. There was no accommodation for a feedback on their side as to whether they were capable of undertaking the project or not.

They were manipulated in the sense that they were not in a position to qualify for the status of a committee because that was during the early

stages of planning. The National Council, through the bus project, and by giving them the status of a committee, wanted them to advertise and "sell" the NICRO service to the Vaal-Triangle community.

Shortcomings of this Phase

There are a number of shortcomings in this phase. The committee's mandate was not clear. Committee members were defined as organizers of a public meeting and were informed that they could embark on projects, e.g. the bus project. It is not clear why they were actually interested in NICRO services and who gave them a mandate to participate and whether they were representing all six townships.

The committee had three meetings only and decided on a complex project, namely, the bus service. A project of this nature needed a group that had sufficient organizational power in terms of challenging, debating and resolving issues in the group's favour. This committee was accountable to the National Council and had no budget. The issue that was selected was not "manageable" for that committee. That might have been the reason why it disbanded.

If proper research was conducted, demographic factors would have helped the organizers in assessing whether the community could afford to pay for the proposed bus project. This would enable the organizers to include the potential beneficiaries of the services, namely, families of prisoners.

Consultation with the potential users of the service would also help in prioritizing the services that were needed.

3.1.2 The Second Phase (November 1984 - February 1987) New Developments

The second phase is characterized by new developments. The Development Division of NICRO, together with the community, succeeded in establishing a committee in 1984. The committee did not succeed in calling a public meeting nor starting a bus project because of unrest in the area. Despite the fact that a public meeting could not be organized, the committee continued to function as an interim committee until March 1986.

3.1.2.1 Interim Committee Activities

On the 4 November 1984, the Deputy National Director for the Development Division of NICRO was invited by Mr. J.G. Tshabangu, a regional welfare board member and representative of the Vaal-Triangle area, to give a talk on "NICRO and Community Involvement in Crime". Mr. Tshabangu invited her on behalf of the Christian Department of the Methodist Church and other churches.

After that meeting people who were interested in establishing a NICRO service enlisted their names.

Between November and July 1985, three meetings were held. In the first meeting the procedure for organizing a public meeting was discussed. The meeting agreed that because there was unrest in the area, the youth might organize a boycott of the public meeting. The youth must, therefore, be included in helping arrange a public meeting.

In the second meeting it was agreed that the youth leaders could not be contacted due to unrest, but a public meeting must be organized.

In the third meeting it was agreed that the public meeting must be postponed. The Deputy Director suggested that the committee could undertake a bus project for families of prisoners. The bus project was seen as having the following advantages: (36)

- i) It provides a purpose that will uphold the interest and commitment of the committee.
- ii) The committee will be in a position to render a service to the families of offenders by administering the bus.
- iii) It will be afforded the opportunity of earning credibility through the service.

In August the National Council requested statistics on the number of prisoners who were serving sentences in three prisons. These prisons were Groenpunt, Kroonstad and Leeuwkop. The Department of Prisons supplied a list of 272 prisoners.

Between February and March 1986 three meetings were held. In the first meeting, the committee decided to invite families and relatives of prisoners to attend a meeting on the 23 February, in order to introduce the bus project.

In the second meeting [†] 137 family members of offenders attended. The history of the interim committee and the role it has played in the progress of the project, e.g. establishment of the NICRO service in the area, was explained as was the bus project. They accepted the bus project and decided to undertake the first trip on the 9 March.

first phase, namely, informing, organizing around a specific issue and population.

There are also real characteristics of participation in this portion, e.g. consensus.

As in Nigeria, the community members were willing to co-operate with one another in order to satisfy their mutual interests. They were interested in the welfare of prisoners and crime prevention in general, that is why they invited the Deputy Director to come and address them. As a result of that address, community members decided to form a committee that would look into the possibilities of establishing a NICRO service.

Their participation resulted in sufficient consensus concerning the desirability and direction of change. The committee had a clear mandate for participating. Their major goal was to organize a public meeting and involve all sections of the community, though this goal was disrupted by the fact that there was unrest in the area.

The committee is, therefore, seen as taking the initiative and responsibility in establishing a service which is viewed as a necessity.

Among other things, the committee decided to involve the beneficiaries of the service in the project. The issue was still the bus service and the target population were the users of the service which were families of prisoners.

The only weakness is that the service users were introduced in the last phase of development. Though they were informed about the service they

were not given enough time to state their views. This feedback was an important aspect of planning the project. From this aspect, it is obvious that the service users were subjected to therapy. They were informed about the progress of the committee's activities and that they needed the bus service.

The meeting that was held with families and the public meeting were forms of consultation. Though this consultation did not have any positive benefits for both the committee and the service users, in the sense that the service users were not given an opportunity to give guidance to the committee.

The second portion of this phase is characterized by some form of partnership. The committee who were elected at the public meeting constituted members of the public and some families of prisoners.

The committee was engaged in joint planning with the Development Division of the National Council. They planned for the year and evaluated bus services. The only weakness was that they continued to administer the bus service at a loss, which introduces another aspect of participation. Participants must be able to participate and learn about problems. They must learn enough to reach a decision. Lastly, they must have the ability to act effectively. This proves that they had the potential, but needed to be trained and developed in management skills.

3.1.3 The Third Phase (March 1987 - June 1988)

The last phase is characterized by the activities of the present committee. This committee was elected at the Annual General Meeting which was held on the 29th March 1987. Members of the public and families of prisoners

were invited to that meeting. Thirty-nine people attended and the committee was elected.

The committee was joined by a professional social worker who was doing her field practice. She is now working as a volunteer for this committee.

With the assistance of the professional and the guidance which was received from the National Council, the committee decided to evaluate the whole project. The professional also rendered other social work services to the community. As a result, all crime-related issues were referred to her by the different prisons, local private as well as public welfare organizations.

The committee decided to hold regular meetings every second Wednesday of the month. Between March 1987 and June 1988 twelve meetings were held.

In the first meeting the professional was officially introduced to the committee by the Deputy Director of the National Institute for Crime Prevention and Rehabilitation of Offenders (NICRO). Transport services and problems pertaining to their arrangement were discussed. The committee also set a date for the annual general meeting.

Issues such as applying for an office, planning for the year and the bus service problems were also discussed in the second meeting.

In the meeting that was held in May, the professional reported on her professional services to the committee. These included casework and community education programmes. The training of committee members was also discussed. The committee also decided to consult the National

Council and request assistance in applying for a subsidy for a social worker. The committee planned for the fundraising seminar which was going to be held in June.

During the sixth meeting the committee discussed fundraising projects. Members also discussed and took a decision on NICRO's future activities because the professional was due to leave for the University. Committee members were also trained that day.

On the 20th February this year a meeting was held. The purpose of the meeting was to thank the professional for giving voluntary assistance to the committee until the committee is able to get financial assistance for a social work post. The transport project was discussed and the committee was keen to revive the project.

On the 19th March the committee discussed investment projects and office management. They decided to allocate R100,00 per month to the volunteer for professional services and travelling.

On the 30th March there was an inspection concerning the welfare services that are rendered by the committee in the Vaal-Triangle area. This inspection was conducted by the Transvaal Provincial Administration (T.P.A.) with a view of motivating for a social work post for NICRO-Vaal.

On the 23rd May a meeting was held. Office administration was discussed and the committee decided to consult the National Council and seek assistance concerning the auditing of the committee's books with a view to organizing for an annual general meeting at the end of June. The prisoners' day of prayer which will be held in the second week of August was also discussed.

Fundraising and Donations.

The present committee raised an amount of R10 567,57 from subscriptions, fundraising projects and donations. Their balance at the end of May was R10 258,63.

Professional Services.

Counselling and after-care services are rendered to ex-prisoners and parolees. Prison enquiries and problems pertaining to families of prisoners are also handled by the professional who is assisting the committee voluntarily. The committee has a caseload of 61 cases.

Limited community education programmes in the form of addressing community groups and informing them about NICRO services is undertaken.

Evaluation of This Phase in Terms of Participation

This phase is characterized by a lot of participation. There was regular contact and consultation between the National Council and the committee. The users of the service were also consulted and requested to use the service, namely, invitation to the annual general meeting. It was through this consultation that a number of tasks were accomplished, for example, the acquiring of the office and fundraising projects.

There was also partnership between the National Council and the committee. In partnership power is redistributed through negotiation between citizens and powerholders. They agree to share planning and decision-making responsibilities. The committee decided to hold its meetings every second Wednesday of the month. They were not dependent on the National Council for organizing meetings. The committee also embarked upon projects which proved the committee's capabilities. All this was done with the guidance of the National Council.

The committee had some form of control on how they wanted to administer the service in the area. Committee members have control over their office and they intend employing a social worker in future.

Committee members are creative in the sense that they supported their fundraising projects and they intend organizing major projects in future.

3.2 The Beneficiaries of the Service

A service is normally established for the sake of being a resource in the community. In the case of NICRO, the service was initially established to benefit the families and relatives of prisoners. They were expected to use the service extensively, but the results were not encouraging. There has not been much participation on their part. This is due to the fact that they were introduced in the final stages of planning for the service.

In terms of the records, the service should have started in 1981 if it was not due to the problems which were encountered. But between 1981 and 1985 no-one thought of informing the beneficiaries of the possibility of starting a service. They were only informed in 1986 when their support was expected. They never had the opportunity of stating their views.

Given the above historical events, it does not come up clearly why the National Council, together with the committee, overlooked the families of prisoners as major participants in this project, especially as the National Council obtained a list of families from the Prison Department. Such a list would have been used to contact them and inform them about NICRO's plan for the area. The writer, however, noted the following factors as major causes that prevented participation on the families' part:

3.2.1 Sponsored Participation

From the literature that has been reviewed, it is obvious that the type of participation that is found in this project, is nothing else but "sponsored participation". This type of participation is found where an organization establishes a project for people, but does not want them to have control over it. The National Council, empowered by its constitution to establish committees in order to realize its goals, wanted the Vaal-Triangle community to help it in its plans, but was not prepared to assess whether the transport project in particular, can be afforded. Most of the meetings were also organized by the National Council; it was only in 1987 that the committee decided to hold its meetings independently.

3.2.2 Target Group and the Selected Issue

Since the National Council knew that its major aim was to introduce the transport project as a starter to the community, there is no reason why this was not organized with potential service users. The first committee that was established in 1981 was disillusioned by the transport project because committee members had no money and the project was too complex. That is why the committee disbanded.

Service users on the other hand were prevented from participating because they were not represented on the committees and their circumstances were not well researched before the project was initiated. The National Council, therefore, used the wrong target group and the issue that was selected did not generate the expected income for the committee.

3.2.3 Ideology

It is clear that the organizers of this project had good intentions. It

is also a fact that there is no regular transport between the Vaal-Triangle community and the different prisons. But the organizers were more of reformers who were pursuing their own ideologies, namely, establishing a NICRO service that is similar to other services in this country. They, therefore, overlooked the importance of involving the major participants in decision making and in organizing the service in the manner that was appealing to them as potential users of the service. The organizers, therefore, used the wrong strategy.

On the whole, the writer is of the opinion that there was limited participation on the part of service beneficiaries because of the poor organizational methods and strategies that were employed by the organizers of the service. (37)

CHAPTER IV

INSTRUMENT DESIGN AND DATA COLLECTION

4. INTRODUCTION

Though the study is concerned with citizen participation in the establishment of a service, it would not be possible to include all \pm 500 000 citizens of the Vaal-Triangle community as respondents in this study. The study would take a longer period and would not be completed within nine months.

The main purpose of the study being to highlight the fact that involvement of beneficiaries results in support of the service, therefore, had to be focused specifically on families of prisoners as the main targets of the projects. The writer tried to identify these aspects that she thought would shed light on facts concerning the establishment of services, peoples' beliefs on the establishment of services, their feelings as well as their reasons for supporting or not supporting services that were established for them.

If families of prisoners as major participants in this project were included, this would help in finding out how many of them actually used the services that were offered by NICRO-Vaal. Their evaluation of NICRO would also benefit the organizers of the service and the wider community. The study would also encourage them to make suggestions about other services that could be offered by NICRO. This could be possible because of their direct contact and experience with crime-related issues. The inclusion of the wider community, therefore, would also introduce other

factors as the larger community had not been directly involved in the project.

This chapter deals with the methods used in selecting the population for the study. Sampling procedures, instrument design and data collection are also handled.

4.1 Data Collection Methods

4.1.1 Population

As the writer has indicated, it would not be possible to include all \pm 500 000 people to be subjects of this study. The writer had to consider that she had no assistants for her research and therefore reduced her work to a few manageable topics which she thought were most important to understanding participation. In addition to that, the writer had to define the population that would be most suitable for this topic.

A population is the totality of persons, events, organizational units, case records, or other sampling units with which the research problem is concerned. (38)

A population for a study of this nature consisted of all families and relatives of prisoners and detainees. This was also too broad. This study, therefore, concentrated on a population of families and relatives of prisoners who were at the prisons for which transport was organized by the NICRO-Vaal Service Committee, namely, Groenpunt, Leeuwkop, Moddabee and Kroonstad Prisons.

Through the list that was supplied by the Prison Department and the casework records that were compiled by the committee, a population of 286 families was compiled by the writer.

Furthermore, the study could not include families of prisoners who were at Leeuwkop, Moddabee and Kroonstad because they did not have regular transport services which encouraged activity between them and the committee. Secondly, most of these families did not use the casework services that were offered later by the committee.

The research mainly focused on the families of the Groenpunt prisoners. These are the only people who had regular transport services, namely, ten trips. They also used casework services "extensively". Their population totalled 188 people.

4.1.2 Sampling

Ideally researchers would like to study the entire population so as to give more weight to their findings. Often, however, researchers are unable to study the entire population; they must settle for a sample.

A sample is a subset or portion of the total population. It must always be viewed as an approximation of the whole rather than as a whole in itself. (39)

There are advantages in sampling. If done with care, sampling can be highly accurate. It saves time and money and may achieve a greater response rate and greater co-operation in general and thus may be more accurate.

In this study a sampling frame was drawn from the population, i.e. a complete list of all the families of prisoners who were at Groenpunt prison was made.

After drawing a sample frame, both stratified and the simple random sampling procedures were used to draw a sample of 108 respondents. Twenty were used for the pilot study and 88 for the main study. A brief discussion on the stratified and simple random sampling procedures will be held in order to understand why the writer chose these two methods among the various sampling methods.

The stratified sampling method ensures that each person or sampling unit has the same known probability of being included as a respondent in the study. Its implementation requires the definition of stratified categories in such a manner that a specific person will appear in one and only one stratum.

Because the Vaal-Triangle community consists of six townships, the sampling frame was done by allocating families on a list according to their areas. This was a lengthy process because the Prison Department only gave lists of families not according to their respective townships. There were two advantages of compiling a sampling frame according to the different townships, namely, all townships would be fairly represented in the sample; secondly, the writer was able to assess the areas that had more prisoners. These were Evaton and Sharpville respectively.

After dividing the list into strata, each family was assigned a number, for example, in this study the population consists of 188 families. The first family was numbered 001, the second 002, and so on through to 188.

Then the simple random method began.

This method is the least complex of the several probability sampling methods. It is the selection, at random, of a specific number of persons. These persons are selected from the complete list of the sampling frame. In this study a table of random numbers was consulted for the random sampling process.

A page was selected from the table and three columns of numbers were used to satisfy the three digit identification number usage. A starting page was arbitrarily selected. Movement was done up and down the three columns of numbers looking for three digit numbers between 001 and 188 inclusive. Every time such a number was noted, the family with that number was included. This process continued until the desired sample size was achieved.

4.1.3 Sample Size

There are problems concerning the desired sample size. Bearing in mind that the writer could not afford to study the entire population in terms of time and cost, the sample of 108 families was drawn because it contained the same variables concerning the study as does the population.

According to Bailey, K.D., the correct sample size is dependent upon the nature of the population and the purpose of the study. Usually the size depends on the size of the population to be sampled. Around 30 cases seems to be the bare minimum for studies in which statistical data analysis is to be done, although some techniques can be used with fewer than 30 cases. (40)

The sample size that was chosen for this study is highly representative of its population.

4.1.4 Instrument Design

Because the study is attempting to gather facts concerning the establishment of services, peoples' beliefs and feelings as well as their reasons for supporting or not supporting services that were established for them, an interview schedule was used. This is an instrument that is not given directly to the respondent, but is filled in by an interviewer who reads the questions to the respondent.

This was a convenient way of acquiring large amounts of data about NICRO on a face-to-face basis with the respondent. It would also make it possible to determine what people know, believe or expect about the project.

An interview schedule is flexible in the sense that people who are unable to read and write are still able to answer questions in an interview. The only disadvantage is that the writer had to travel long distances sometimes.

The interview schedule was divided into three sections. The first section requested the respondents describing and giving information regarding their knowledge of welfare services in the area.

In the second section the attitude of respondents was sought with respect to their involvement in the establishment of welfare services. The last section was handling the establishment of services with particular emphasis on NICRO services.

Both open- and closed-ended questions were used in the interview schedule. Open-ended questions were used because the writer wanted more information and suggestions concerning other services that could be offered by NICRO. Such questions also elicited information on how the respondent came into

contact with welfare services that are offered in the area. The writer also realized that open-ended questions put few constraints on peoples' statements of their feelings and thus elicited the information that was not known to the writer, but which was very important to the organizers of the project and to the respondents themselves.

Closed-ended questions were used because they attract reliable responses from people. The individual's answers are easily compared from person to person and coding is not complex and time consuming.

4.1.5 Pilot Study

Initially twenty people were selected from the sample for pre-testing the instrument. Two people were not available due to the fact that they had moved to other areas and their addresses were unknown.

The pre-testing of the instrument was, therefore, done with eighteen respondents. These respondents were not included in the final study. The pre-test was not concerned with the answers to the questions per se, but rather with the difficulties respondents might have in answering the items. The writer also wanted to acquaint herself with the atmosphere of a practical research environment, because this is her first organized research study.

Pre-testing resulted in the instrument having to be slightly modified. There were certain categories which were not provided in measuring certain items. For example, where respondents were "uncertain" or did not know how to rate an existing service such categories had to be included.

4.1.6 Data Collection

Data collection is the actual administering of the research instrument. The writer administered the interview schedule herself. This was done because the schedule was in English and had to be translated in either Zulu or Southern Sotho to different respondents. The writer could not find research assistants who could administer the instrument effectively without misinterpreting the questions.

Secondly, the research was conducted mostly in the evenings and on weekends when people were at home.

Respondents were interviewed at their houses and a single interview lasted for an hour. Other interviews lasted for one-and-a-half hours because the writer had to attend to social problems that were presented by the respondents and she could not dismiss them.

The writer began all her interviews by introducing herself as a community member who is a qualified social worker and is interested in the welfare of prisoners and their families. Some families wanted to know how did she get their names. She explained the transport project and the list that NICRO-Vaal received from the Prison Department.

Their responses differed from one family to another. In addition to her introduction, the writer clearly explained the purpose of the research to the respondents. Sensitive items were not included in the interview schedule. Simple language was used and most of the questions were short.

During the interviews the writer scored the responses with a lead pencil. With open-ended questions only notes of main ideas were made and the writer

wrote full details immediately when she arrived from the field. After the interview, families were informed that if they had problems that were related to NICRO, they could contact the writer at her NICRO office or her place of abode after hours.

Though the sample consisted of 88 persons, not all respondents participated in the study. Some were never found at home. Others did not participate because their relatives were already out of prison. The writer ended up with 76 respondents.

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CHAPTER V

ANALYSIS AND INTERPRETATION OF DATA

5. INTRODUCTION

After collecting the data, the writer had a massive task of coding and analysing the information that was collected from the 76 respondents. Thirty questions were answered and the responses had to be properly classified.

There was no difficulty in classifying closed-ended questions. Open-ended questions had a number of categories and proper grouping of such responses was necessary. These responses were grouped according to their possession of certain common attributes.

After coding her responses, the writer drew up a blank table under the main headings that corresponded to the questions. In the cells in the left-hand column the writer inserted the questionnaire numbers. In the columns that followed, she inserted the corresponding codes and responses. (See Appendix C for a sample). This procedure was followed in all questions.

The total number of responses is reflected in all tables. The responses were ordinary raw scores. In order for them to be more meaningful for research purposes, the writer converted them into percentages.

Various authors also emphasize that although frequencies or raw scores are important in themselves as findings from the study, comparisons

between categories and to the entire distribution require a statistic that is less absolute and more relative in character. The percentage is such a statistic.⁽⁴¹⁾

This chapter describes the sample that was used in the study. Analysis and interpretation of data is also handled here. The writer had no computer; as a result all this was done manually and it took about a week to complete.

5.1 Characteristics of the Sample

The sample had the following characteristics:

Figure 5.1.1. Sex of the Respondent

<u>Sex</u>	<u>Number</u>
Males	40
Females	36
<u>Total</u>	<u>76</u>

Figure 5.1.2 Respondents' Age Distribution

<u>Age</u>	<u>Number</u>
27 - 36 years	14
37 - 46 years	20
47 - 56 years	19
57 - 66 years	12
67 - 76 years	11
<u>Total</u>	<u>76</u>

Figure 5.1.3 Respondents' Income Distribution

<u>Employment</u>	<u>Number</u>
Employed	28
Unemployed	33
Pensioners	15
<u>Total</u>	<u>76</u>

Figure 5.1.4 Respondents' Level of Education

Never attended school	19
Sub-standard A - Standard 6	41
Standard 7 - Standard 9	16
<u>Total</u>	<u>76</u>

Most questions in the interview schedule were classified under the nominal level of measurement and the ordinal level. Nominal measurement is essentially a classification system which involves the categorization of variables into Sub-classes. The requirements of nominal level measurement are simple. A nominally measured variable must have at least two categories and the categories must be distinct, mutually exclusive and exhaustive. (42)

As a result of nominal measurement, we know which observations are similar and dissimilar to each other. One cannot perform ordinary arithmetic operations such as addition, subtraction, multiplication or division between the categories.

Ordinal measurement classifies the observations by kind. It indicates a degree or order that the categories have relative to each other - from high to low or from most to least. Variables frequently measured on an

ordinal scale are social class, social distance, attitudes and occupational prestige or ratings of service effectiveness.⁽⁴⁴⁾

Ordinal measurement assists us in determining whether the observations are greater than, less than or equal to each other. No further mathematical meaning can be implied.

It is worth noting that the results of this study are interpreted in relation to the hypothesis which is "A service that is established without the beneficiaries' involvement is consequently weakened".

5.2 Findings

Section A

In this section the respondents were requested to describe and give information regarding their knowledge of welfare services in their area.

1. TABLE 1 Number of Years that the Respondents have spent in their Area

<u>Years</u>	<u>Frequency</u>	<u>Percentage</u>
1 - 5 years	5	6,6
6 - 10 years	6	7,9
11 - 15 years	24	31,6
16 - 20 years	20	26,3
20 - years	21	27,6
<u>Total</u>	<u>76</u>	<u>100,0</u>

The majority of the respondents have been staying in their particular area for more than ten years. Apparently they know the area better than people who have stayed less than ten years. It is worth noting that people who have stayed for more than fifteen years in their area are people who stay in older townships like Evaton and Sharpville.

2. TABLE II Number of People Taking Part in Community Services

<u>Community Service</u>	<u>Frequency</u>			<u>Percentage</u>		
	<u>Yes</u>	<u>No</u>	<u>Total</u>	<u>Yes</u>	<u>No</u>	<u>Total</u>
Church Services	60	16	76	78,9	21,1	100%
Welfare Services	-	76	76	-	100,0	100%
Health Services	1	75	76	1,3	98,7	100%
Educational Services	6	70	76	7,9	92,1	100%
Other Services (Specify)	-	76	76	-	100,0	100%

The majority of respondents between the ages 37 - 76 attended church services. The church is regarded as the only organization that gives direct emotional benefits for people who have both spiritual and complex emotional problems. Respondents do not find it necessary to be part of charitable organizations. They view social workers and other professionals as being the only people who are capable of administering welfare services.

The respondent who participates in Health Services is a T.B. patient; as a result she belongs to the S.A.N.T.A. care-group. Respondents who are involved in educational activities are committee members in schools where their children are attending.

Questions 3, 4, 5 and 6 are combined. Respondents were requested to rate the effectiveness of Community Services in their area.

Of the 76 respondents, 48 - 63,2% found church services to be good whereas 28 - 36,8% people found it difficult to rate these services.

Of the 76 respondents, 8 - 10,5% found welfare services to be good, whilst 11 - 14,5% said the services were moderate. Fifteen of these 19 people

were assisted with pension applications by these welfare organizations. 57 - 75% of the respondents could not rate welfare services.

Seventeen, which is 22,4%, respondents classified health services as being good. Only one said the services were moderate. Most of these people are the aged who pay less for health services. They also attend geriatric clinics regularly. 12 - 15,8% respondents found health services to be poor. These are people whose level of education is between Standard 7 and Standard 9. According to them there is a shortage of doctors in the area. The clinics are closed after 4 p.m. and there is no hope of receiving "emergency" treatment at the overcrowded local hospital. 46 - 60,5% people could not rate health services.

Of the 76 respondents, 21 - 27,6% found educational services to be good. 55 - 72,4% people could not rate educational services, due to the fact that the area was affected by the unrest in 1984 and most schools were destroyed in 1986. As a result they lost interest in educational activities.

Because all the respondents do not participate in other activities like sport, they could not rate these services.

8. TABLE III Knowledge About Existing Welfare Services in the Area

<u>Type of Service</u>	<u>Frequency</u>			<u>Percentage</u>		
	<u>Yes</u>	<u>No</u>	<u>Total</u>	<u>Yes</u>	<u>No</u>	<u>Total</u>
a) Child & Family Welfare	9	67	76	11,8	88,2	100%
b) Mental Health Services	42	34	76	55,3	44,7	100%
c) Services for the Physically Handicapped	58	18	76	76,3	23,7	100%
d) Care of the Aged	56	20	76	73,7	26,3	100%
e) S.A.N.C.A. Services	30	46	76	39,5	60,5	100%
f) NICRO Services	45	31	76	59,2	40,8	100%
g) Red Cross Services	13	63	76	17,1	82,9	100%
h) Services rendered by Public Agencies	57	19	76	75,0	25,0	100%

Child and Family Welfare Services are not known in this area because their offices are not easily accessible to the public. There are also no signposts for Child and Family Welfare Organizations in the area.

Mental Health Services are well known in Sharpville - because most of their welfare organizations are at the entrance to the township. Mental Health is also part of these organizations.

Services for the physically handicapped are the first Private Welfare Services that were initiated in the area. The present workshop for the physically handicapped is near the main road and is easily accessible to the public.

During pension pay out, the aged are provided with soup and bread. They prepare the meal on their own. A number of geriatric clinics and luncheon clubs have also been established recently in the area. During geriatric and club days a number of pensioners are seen in the streets.

That is the reason why the Care of the Aged Services are also known in the area.

S.A.N.C.A. Services are specifically known in Sharpville. The organization is at the entrance of the township.

Red Cross operated effectively during the unrest. The majority of respondents thought of it as a "foreign" organization that provided relief only during disasters.

Public agencies, especially services that are offered by the local authorities are well known. The services are decentralized and all rent offices in the six townships have social workers.

9. Sources of Knowledge About Welfare Services

All 9 - 11,8% people who knew about Child and Family Welfare Services, had heard about such services from other people.

19 - 45,2% of the 42 respondents who knew about Mental Health Services, had also heard about the services from other people, whereas 23 - 54,8% of these respondents knew the service because it is at the entrance of their township.

Of the 56 people who knew about the services for the care of the aged, 38 - 67,9% had heard from other people about such services. 18 - 32,1% respondents were clients of such services.

Of the 30 people who knew about S.A.N.C.A. services, 14 - 46,7% heard about the services from other people. 16 - 53,3% people from Sharpville knew

know the service because the organization is at the entrance of the township.

All 45 (59,2%) people who knew about NICRO Services in the area, came into contact with such services through letters they received inviting them to use the bus services.

The 13 (17,1%) respondents who knew about the Red Cross Services, were people who used the service during the unrest in 1984.

The 57 (75%) respondents who knew about services offered by public agencies were aware of the fact that all rent offices had social workers.

It is worth noting that in this section, the majority of respondents knew about Welfare Services though not all of them had been clients of such services.

Section B

In this section the attitude of the respondents with respect to involvement in the establishment of Welfare Services was sought.

Questions 10, 11, 12, 13 and 14 are combined. These questions are concerned with the respondents' involvement in the establishment of Welfare Services. Respondents were also asked whether they were ever invited to establish and use a Welfare Service.

Indications were that all 76 (100%) respondents were never involved in the establishment of Welfare Services. Further, all 76 (100%) respondents

were never invited to assist in the establishment of Welfare Services. Of the 76 respondents only 45 (59,2%) were invited to use a Welfare Service. That service was the bus service for the families of prisoners. Such a service was organized by the NICRO-Vaal Service Committee. 30 (66,7%) of the respondents used the service.

15. TABLE IV Establishment of Service by Beneficiaries

<u>Ratings</u>	<u>Frequency</u>	<u>Percentage</u>
Strongly agree	71	93,4
Agree	1	1,3
Uncertain	-	-
Disagree	2	2,6
Strongly disagree	2	2,6
<u>Total</u>	<u>76</u>	<u>99,9</u>

Regarding the establishment of services by beneficiaries, 71 (93,4%) of the respondents strongly agreed that beneficiaries of the service must be involved in the service's establishment. Only one person agreed. Of the 71 who strongly agreed that beneficiaries of the service must be involved in the establishment of the service, 30 (42,3%) were women. There were only 36 females in the sample; this showed that 83,3% of the females were of the opinion that they should be directly involved in the establishment of their own services. Two (2,6%) people disagreed and another two (2,6%) strongly disagreed that beneficiaries of the service must be involved in the establishment of the service.

16. TABLE V Ratings Concerning the Establishment of Services by People Other Than Beneficiaries in Other Areas

<u>Ratings</u>	<u>Frequency</u>	<u>Percentage</u>
Strongly agree	11	14,5
Agree	23	30,3
Uncertain	20	26,3
Disagree	22	28,9
Strongly disagree	-	-
Total	76	100,0

Eleven (14,5%) respondents agreed that in some areas people other than the beneficiaries of a service were involved in establishing Welfare Services. 23 (30,3%) people agreed. 20 (26,3%) were uncertain and 22 (28,9%) disagreed.

17. TABLE VI Ratings of a Suggestion that People Other Than the Beneficiaries of a Service Should be Involved in its Establishment

<u>Ratings</u>	<u>Frequency</u>	<u>Percentage</u>
Strongly agree	16	21,1
Agree	11	14,5
Uncertain	6	7,9
Disagree	38	50,0
Strongly disagree	5	6,6
Total	76	100,0

Of the 76 respondents, 16 (21,1%) strongly agreed and 11 (14,5%) agreed that people other than the beneficiaries of a service should be involved in the establishment of the service. Six (7,9%) respondents were uncertain. 38 (50%) respondents disagreed and 5 (6,6%) strongly disagreed that people other than the beneficiaries of a service should be involved in the establishment of the service.

18. TABLE VII Ratings on Whether Respondents Would Support a Service They Did Not Establish

<u>Sex</u>	<u>Frequency</u>		<u>Percentage</u>	
	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>
Males	14	26	45,2	57,8
Females	17	19	54,8	42,2
Total	31	45 = 76	100,0	100,0

Of the 76 respondents, 31 (40,8%) agreed that they would support a service they did not establish. Of that 31, 54,8% were women. This showed that women would always support something that is of benefit to themselves because they want to be involved. 45 (59,2%) respondents stated that they would not support a service they did not establish. One of their reasons was that they might not have known what the people who established the service had in mind - and this might be in conflict with what they (respondents) wanted.

In this section, however, all respondents were never involved nor invited to establish a service. 45 respondents, which was 59,2% were invited to use the transport services for families of prisoners.

The majority, 71 (93,4%) were of the opinion that beneficiaries of a service must be involved in its establishment. (See Table IV). 50% disagreed that people other than the beneficiaries of a service should be involved in its establishment. (See Table VI).

If all respondents, which was 100%, were never included nor invited to establish a service, obviously they did not have enough knowledge about

a service - and would consequently not support such a service.

Section C

This section deals with the establishment of services with particular emphasis on NICRO Services.

19. TABLE VIII Awareness of Services Offered by NICRO

<u>Services</u>	<u>Frequency</u>	<u>Percentage</u>
(a) Prison Enquiries	-	
(b) Supervision of Parolees	-	
(c) Poor Relief (food rations and maintenance grants)	-	
(d) Transport Services for families of prisoners	45	59,2
<u>TOTAL</u>	<u>45</u>	
<u>GRAND TOTAL</u>	<u>76</u>	

NICRO offered four services, namely, prison enquiries, supervision of parolees, poor relief and transport services for families of prisoners. Of these services only one is known, namely, the transport service. Of the 76 respondents, 45 (59,2%) people knew about these services because of letters inviting them to use the services.

Questions 20, 21, 22, 23 and 24 are combined. Respondents were requested to rate the effectiveness of NICRO Services in the area. All 76 respondents could not rate Prison Enquiries because they had never used the service and did not know anything about it. The same principle applied to the Supervision of Parolees and the Poor Relief Service. People had never used such services.

Of the 45 people who knew about the transport services, four (8,9%) rated them as good and not costly. 30 (66,7%) mentioned that the service was poor because the bus could not keep time. 10 (22,2%) complained about the pay points which were closed after 4 p.m. One (2,2%) complained that the bus did not keep time and the driver was drunk during one of the trips. All 76 respondents were not involved when NICRO Services were established.

25. TABLE IX Ratings on Whether the Respondents Support the NICRO Services

<u>Sex</u>	<u>Frequency</u>		<u>Percentage</u>	
	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>
Males	24	20	55,8	48,8
Females	19	21	44,2	51,2
<u>TOTAL</u>	<u>43</u>	<u>41 = 76</u>	<u>100,0</u>	<u>100,0</u>

Of the 76 respondents, 43 (56,6%) agreed that they support services offered by NICRO.

By support they meant that they endorsed the services, though they did not have financial means to support the services fully. 41 (53,9%) respondents do not support such services because of their experience with transport services. The bus did not keep time and the pay points were closed after 4 p.m.

Question 26 requested the respondents to suggest other services that could be offered by NICRO. 30 (39,5%) respondents suggested that NICRO should assist the community with legal aid resources - because some people cannot afford to pay legal fees for their criminal offences. 19 (25%) respondents suggested that NICRO must motivate for a parole on behalf of

Of the 76 respondents, 43 (56,6%) strongly agreed that when beneficiaries

were included in the establishment of a service, they were likely to support such a service. Their argument was that the beneficiaries knew their problems better. 23 (30,3%) also agreed and 10 (13,2%) respondents were uncertain.

29. TABLE XII Services Established by Interested Persons

<u>Rating</u>	<u>Number</u>	<u>Percentage</u>
Strongly agree	13	71,1
Agree	7	9,2
Uncertain	36	47,4
Disagree	15	19,7
Strongly disagree	5	6,6
TOTAL	76	100,0

Of the 76 respondents, 13 (17,1%) strongly agreed that when interested persons only established a service, beneficiaries were likely to support such a service. Seven (9,2%) agreed. 36 (47,4%) were uncertain and 15 (19,7%) disagreed. Five (6,6%) strongly disagreed that when interested persons only were involved in the establishment of a service, beneficiaries were likely to support such a service.

30. TABLE XIII Responses Concerning Services that are Established by Both the Interested Persons and Beneficiaries of a Service

<u>Rating</u>	<u>Frequency</u>	<u>Percentage</u>
Strongly agree	44	57,9
Agree	12	15,8
Uncertain	10	13,2
Disagree	10	13,2
Strongly disagree	-	-
TOTAL	76	100,1

44 (57,9%) respondents strongly agreed that when both the interested persons and beneficiaries of a service established a service jointly, beneficiaries would support such a service. 12 (15,8%) people agreed. 10 (13,2%) respondents were uncertain and the other 10 (13%) disagreed.

In this section, 45 respondents (59,2%) knew transport services that were offered by NICRO. Other services were not known to all 76 respondents. Of the 45 that knew about transport services, 41 (53,9%) rated the services as being poor.

35 of the 76 respondents (46,1%) supported NICRO Services. Their support merely endorsed the service. If they had supported the service financially, transport services would not have been administered at a loss. The committee would have made a profit of at least R40,00 per trip. Forty-one (53,9%) did not support such services because of their experiences with transport services.

41 of the 76 respondents (53,9%) were of the opinion that the best method of establishing a service would have been to include beneficiaries of the service. 43 (56,6%) respondents strongly agreed that when beneficiaries are included in the establishment of a service, they were likely to support that service. 23 respondents (30,1%) also agreed. 10 (13,1%) respondents were uncertain.

13 out of 76 respondents (17,1%) strongly agreed that beneficiaries would support a service that was established by other people. Seven (9,2%) also agreed. 36 (47,4%) were uncertain whether beneficiaries would support a service that is established by other people. 15 (19,7%) disagreed and five people (6,6%) strongly disagreed that beneficiaries would

support a service established by other people.

44 out of 76 respondents (57,9%) were of the opinion that beneficiaries would support a service undertaken jointly by interested persons and the beneficiaries themselves.

On the basis of all these findings, the hypothesis, namely, "A Service that is established without the beneficiaries' involvement is consequently weakened" has been confirmed. All respondents were never involved nor invited to help in the establishment of NICRO Services in the area.

93,4 were of the opinion that beneficiaries of a service must be involved in its establishment. 57,9% of the respondents indicated that the best method of establishing a service would be the one that included both the beneficiaries of the service and other community residents. 59,2% indicated that they would not support a service that they did not establish. One of their reasons was that they might not have known what the people who established the service had had in mind. This might be in conflict with what they (respondents) wanted.

CHAPTER VI

CONCLUSION

6. INTRODUCTION

This study has examined how a project which was initiated by a private welfare organization, namely, National Institute for Crime Prevention and Rehabilitation of Offenders (NICRO), together with community residents did not encourage enough participation on the part of the beneficiaries of the service and the community in general.

The project was established partly as a fundraising project which would benefit not only the committee, but also the prisoners, their families and the community in general.

It was hoped through this project, that among other things, participation of the community would be encouraged and then channelled into other projects as well.

Basically, the beneficiaries of the service were not only expected to endorse the transport services for families of prisoners which were organized by the National Council and the NICRO-Vaal Service Committee, but also support the services financially by paying for the bus trips.

They were also "expected" to be part of the committee. As part of the committee they would help in the planning of NICRO Services in the Vaal-Triangle area and thus help the committee in developing a NICRO Branch.

From the results that are tabulated in the previous chapter, it is evident that there were administrative problems as well, which contributed to the service beneficiaries not using the transport services, e.g. the pay points were not easily accessible to people, some people complained that the bus was late most of the time. All this points out that if the service was organized by the affected people, such problems would have been avoided.

This chapter, therefore, is giving the summary of the study. Reference is also made to what authors say about the dynamics that have been noted in the NICRO-Vaal experience. The writer is also highlighting a few factors that might have contributed to people not being much concerned and involved in the NICRO-Vaal project.

In the end the writer is highlighting the research questions that were addressed by the study and the responses that were made.

The writer has also proposed a model that could be adopted by the NICRO-Vaal Service Committee in future. Such a model can also be implemented by any group or human service organization.

6.1 Highlights of the Study

It is a fact that the major highlights of this study stem from the historical development of the NICRO service as a whole. It would not be proper for the writer to repeat what has been discussed in Chapters Two and Three respectively.

Since the whole study is about participation and involvement in a project, it is important, however, to note that this was not an easy task as there were not "enough" variables that could be measured concretely. Lack of involvement on the part of the beneficiaries was caused by several factors which were not considered during the planning phases. Some of these factors were:

- i) Though planning for NICRO Services in the area started in 1981, the beneficiaries of the service were only included in the last phase of planning in 1986. This was during the period when they were informed that transport services had been organized for them. They were not given enough time to review the project, hence "agreed" with the organizers of the project that they needed such a service.

Arnstein, S R is of the opinion that informing citizens of their rights, responsibilities and options can be the most important first step toward legitimate citizen participation. If the emphasis is placed on a one-way flow of information from officials to citizens, with no channel provided for feedback, and no power for negotiation, people have little opportunity in influencing the programme designed "for their benefit". (44)

- ii) The project developed during a period when there was unrest in the area. The National Council could not monitor the progress of the project very well. This was due to the fact that there were no professionals who were employed in the area specifically to assist the committee. Such professionals would be accountable to both the committee and to the National Council. The absence of professional staff was indicated by

lack of regular committee meetings. When meetings were held, the committee could not assess whether to continue with the project or to find out from the potential users of the service, namely, families of prisoners, whether the project was worth undertaking or not. This also indicates that the committee did not have sufficient organizational power. Organizational power means that the group must have the ability to learn about problems and learn enough to reach a decision and act effectively.

- iii) From the onset the National Council could easily have obtained a list of prisoners from the Department of Prisons. This list would enable the National Council and the community residents to contact the families of prisoners and include them in selecting a project which would be supported by the majority of the service users.

Cary, L J explains it clearly when he states that participation results from sufficient consensus concerning the desirability and direction of change. The consensus must be strong enough to initiate a programme of action which meets with the approval of a majority of those combined in action.⁽⁴⁵⁾ In the case of NICRO Services, no consensus concerning the desirability and direction of change was reached. Throughout the records of the National Council, it is evident that the service was planned without "proper" consultation between all parties which were involved in the project, especially consultation between organizers of the service and the beneficiaries of the service.

The study also revealed different models and modes of participation in projects. Models included the inclusive organization where all people can participate in a project. Other models were the representative organizations, where different sub-groups establish a representative organization which will be directly involved in the programme activity - and the non-representative model.

Modes of participating included participating in an organization's policy-making body, participating in an advisory capacity to organizations which are establishing services on behalf of beneficiaries, social action, manipulation, therapy administered to recipients and citizen control.

Participation in the NICRO-Vaal Service was divided into two categories. There was participation by community residents who were interested in the project because they wanted to establish a service that will specifically concentrate on prisoners, ex-prisoners, their families and crime prevention projects. Such a project had never existed in the area before. These people are still administering NICRO Services in the area. They have included other projects as well, namely, community education and fundraising.

The second category of participation is participation by the beneficiaries of the service. Service beneficiaries attended all meetings where they were invited by the National Council together with the committee. They attended the meeting of families of prisoners which was held in February 1986. They also attended

the public meeting which was held in March 1987. The NICRO-Vaal Service Committee was elected at that meeting. At the beginning of last year they attended the Committee's Annual General Meeting which was held on the 29 March 1987. In all these meetings they were endorsing the activities of the committee, but they were not actively involved. This became clear when the transport services did not give any profit for the NICRO-Vaal Service Committee. This means that there was "limited" participation from the beneficiaries' side. They are still not active in NICRO Services in general.

From the above two types of participation, it is evident that the non-representative model of participation was used in starting the NICRO Service in the Vaal area. The non-representative model is a model wherein a small number of individuals who have a particular interest or concern in a specific community issue come together and form strategies of handling the issue. The basic concern with the non-representative model is how well do the participants reflect major views of the larger community. In this case it is obvious that the community residents who became interested in the project and are still developing the service, do not reflect the major views of the beneficiaries of the service.

As far as beneficiaries are concerned, there are two modes of participation which were used, namely informing and therapy. Beneficiaries were informed about NICRO Services and that a bus service had been organized for them. They were convinced that they needed the service.

- iv) If the National Council, together with the Committee, had a genuine belief that the community and the families of prisoners in particular have a potential to support the NICRO project, they were supposed to organize participation in such a manner that all affected partners were encouraged to participate.

This would be done by transferring the power and control of the project to the affected persons, thus encouraging the people to:

- a) obtain enough information among themselves about their problems, attitudes and needs concerning themselves and the prisoners;
- b) devise tactics which would assist and direct them in participating towards solving their problems and reviving the community spirit which is still prevailing among them as Vaal-Triangle residents.
- c) Such tactics should enable them to understand the context in which they are operating; they would be able to define their mandate for participating in the NICRO project and thus would be committed by the decisions that would be taken.

Because it was hoped that through this project the general participation of the community would be encouraged and thus channelled into other projects as well. Lack of involvement on the part of beneficiaries of the service also retard the general growth of NICRO Services in the area. The study, therefore, set out to test a hypothesis, namely, "A service which is established without the beneficiaries' involvement is consequently weakened." In order to test the hypothesis, the study also addressed certain questions, namely:

- i) whether beneficiaries of a service must be involved in its establishment;
- ii) whether people other than the beneficiaries of a service should be involved in its establishment;
- iii) whether people will support a service they did not establish;
- iv) whether people are aware of services that are offered by the NICRO-Vaal Service Committee;
- v) whether people were involved in the establishment of NICRO Services; and
- vi) the different methods of establishing services.

An interview schedule was administered to 76 respondents. These respondents were families of prisoners who were serving sentences at the Groenpunt Prison. The questions were answered as follows:

- i) 93,4% of the respondents were of the opinion that beneficiaries of services must be involved in its establishment - because they know their problems better.
- ii) 50% of the respondents did not agree that people other than the beneficiaries of a service should be involved in its establishment.
- iii) 59,2% of the respondents indicated that they will not support a service which was not established by them. One of their reasons was that they might not have known what the people who established the service had in mind. Their ideas might be in conflict with what the respondents wanted.
- vi) NICRO is offering four services in the area, namely, prison enquiries, supervision of parolees, poor relief and transport services for families of prisoners. Of these four services, only one service, namely, the transport service was known by 59,2% of the respondents.

- v) All respondents were not involved in the establishment of NICRO Services.
- vi) 57,9% of the respondents indicated that the best method of establishing a service is a method which includes both the beneficiaries of the service and other community residents. According to them this method will promote better support for the service from the beneficiaries' side.

The study's hypothesis, namely, "A service which is established without the beneficiaries' involvement is consequently weakened", was confirmed by the findings. From these findings we can deduce that the involvement of beneficiaries in the establishment of a service results in support of the service.

6.2 Limitations of the Study

The study did not include the present clients of other NICRO Services, e.g. ex-prisoners, parolees and families that are receiving material assistance from the professional staff. Sometimes different results would have been obtained.

6.3 Proposed Model

Services are planned and administered in order for them to be used as resources by a community. If a service is not fully utilized, the organizers need to evaluate the service and implement other alternatives.

In this type of service a two-dimensional model of participation might have been successful. This model is a combination of Cary's inclusive model together with the non-representative model. (46)

In inclusive organization all affected persons are included, whereas in the non-representative organization only people who are interested in the project can participate, but they are not accountable to anyone except themselves.

A combination of these models would result in including all families of prisoners and interested community residents. The families of prisoners would learn technical skills and knowledge from interested community residents. Community residents, on the other hand, would learn to select issues that were a priority from the beneficiaries' perspective. They would also learn about the beneficiaries' demographic factors. For instance, in this study 48 respondents, which is 63,2%, were unemployed. It would be difficult for them to pay for transport services.

A combination of these models would also result in the project receiving enough support from all angles. The families of prisoners would be accountable to themselves because the project would be for their own good. The other community members, on the other hand, would be forced to be accountable to the families of prisoners and to the community at large if they wanted the project to enjoy enough community support.

The results of the study are also promulgating this type of model. If the results of the study indicate that 57,9% of the respondents suggested that the best method of establishing a service is the one that includes both the beneficiaries of the service and other community residents, they suggest that both the inclusive and non-representative model must be used. The results also indicated that 59,2% of the respondents will not support a service which was not initiated by them - because they might not have known what the people who established the service had in mind. Their ideas might be in conflict with what the respondents wanted.

6.4 The Study's Findings Compared to Other Similar Studies

There is a difference between this study and the two research studies that were cited earlier.

In these studies, participation was encouraged by finding out from the participants what their problems were in order for the organizations, namely, JISWA and the Catholic Church respectively, to assist them in solving their own problems.

As a result of this consultation, the people were more willing to help themselves and set out plans in order to accomplish their tasks and solve their problems.

In the end they felt that they have improved their lives and identified themselves with their programmes.

In the NICRO-Vaal case, the participants were never consulted as far as the project was concerned. They were just informed that the project would benefit them, therefore, they were expected to support the project. Because the results were nowhere near to what the organizers expected, the study was conducted to highlight the fact that if these people were consulted, the results might not have been "negative".

Like the people who participated in the other two studies, they might have suggested programmes that were more suitable to their needs.

APPENDIX A

Financial Statement of The NICRO-Vaal
Service Committee for 1986 - 1987

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Name of Respondent :

Address :

Age :

Sex :

Educational Background :

Occupation :

Relationship to Client :

Section A

In this section the respondents should describe and give information regarding their knowledge of Welfare Services in the area.

1. How long have you lived in this area?:

Between 1 - 5 years	_____
Between 6 - 10 years	_____
Between 11 - 15 years	_____
Between 16 - 20 years	_____
Between 20 - years	_____

2. Are you taking part in Community Services - such as the following? :

Church Services	<u>Yes</u>	<u>No</u>
Welfare Services	<u>Yes</u>	<u>No</u>
Health Services	<u>Yes</u>	<u>No</u>
Educational Services	<u>Yes</u>	<u>No</u>
Other Services (Specify)	<u>Yes</u>	<u>No</u>

3. How do you find Church Services in this area? :

Good _____

Moderate _____

Poor _____

Do not know _____

4. How do you find Welfare Services in this area? :

Good _____

Moderate _____

Poor _____

Do not know _____

5. How do you find Health Services in this area?:

Good _____

Moderate _____

Poor _____

Do not know _____

6. How do you find Educational Services in this area?:

Good _____

Moderate _____

Poor _____

Do not know _____

7. How do you find Other Services (Specify) in this area? :

Good _____

Moderate _____

Poor _____

Do not know _____

8. Do you know that the following Welfare Services are offered in this area? :

- | | | |
|---|------------|-----------|
| (a) Child and Family Welfare Services | <u>Yes</u> | <u>No</u> |
| (b) Mental Health Services | <u>Yes</u> | <u>No</u> |
| (c) Services for the Physically Handicapped | <u>Yes</u> | <u>No</u> |
| (d) Care of the Aged | <u>Yes</u> | <u>No</u> |
| (e) S.A.N.C.A. Services | <u>Yes</u> | <u>No</u> |
| (f) NICRO Services | <u>Yes</u> | <u>No</u> |
| (g) Red Cross Services | <u>Yes</u> | <u>No</u> |
| (h) Services rendered by Public Agencies | <u>Yes</u> | <u>No</u> |

9. How did you come into contact with these Welfare Services? :

- | | <u>Meeting(s)</u> | <u>Client</u> | <u>Media</u> | <u>Other</u> |
|------------------------------|-------------------|---------------|--------------|--------------|
| (a) Child and Family Welfare | _____ | | | |
| (b) Mental Health | _____ | | | |
| (c) Physically Handicapped | _____ | | | |
| (d) Care of the Aged | _____ | | | |
| (e) S.A.N.C.A. | _____ | | | |
| (f) NICRO | _____ | | | |
| (g) Red Cross | _____ | | | |
| (h) Public Agencies | _____ | | | |

Section B

In this section the attitude of the respondents is sought with respect to involvement in the establishment of Welfare Services.

10. Have you ever been involved in establishing a Welfare Service? : Yes No

11. Have you ever been invited to establish a Welfare Service? : Yes No

12. If Yes, what type of service was it? :

13. Have you ever been invited to use a Welfare Service? Yes No

14. If Yes, what type of service was it? :

15. Consider the following statement - beneficiaries of a service must be involved in its establishment

- Strongly Agree _____
- Agree _____
- Uncertain _____
- Disagree _____
- Strongly Disagree _____

16. In some places people other than the beneficiaries of a service must be involved in its establishment

- Strongly Agree _____
- Agree _____
- Uncertain _____
- Disagree _____
- Strongly Disagree _____

17. People other than the beneficiaries of a service should be involved in its establishment

Strongly Agree _____
Agree _____
Uncertain _____
Disagree _____
Strongly Disagree _____

18. A service can be supported in various ways, namely, by endorsing it, by donating cash, by raising funds for the service and by attending meetings and planning service programmes.

Would you support a service that you did not establish?

Yes _____ No _____

Section C

This service deals with the establishment of services - with particular emphasis on NICRO services.

19. Which of the following services offered by NICRO-Vaal Service Committee are you aware of? :

Prison Enquiries	_____
Supervision of Parolees	_____
Transport services for families of prisoners	_____
Poor relief (food rations and maintenance grants)	_____

20. How would you rate prison enquiries? :

Good	_____
Moderate	_____
Poor	_____
Do not know	_____

21. How would you rate the supervision of parolees? :

Good	_____
Moderate	_____
Poor	_____
Do not know	_____

22. How would you rate transport services? :

Good	_____
Moderate	_____
Poor	_____
Do not know	_____

23. How would you rate poor relief services? :

Good	_____
Moderate	_____
Poor	_____
Do not know	_____

24. Were you involved in the establishment of such services? :

Yes	_____	No	_____
-----	-------	----	-------

25. Do you support such services? :

Yes	_____	No	_____
-----	-------	----	-------

26. In your opinion what other services could be offered by NICRO?

27. When a service is being established, concerned people normally discuss such a service among themselves, they also hold meetings and publicise the service. Which of the following is the best method of establishing a service? :

Include beneficiaries only	_____
Include all interested persons	_____
Include beneficiaries and interested persons	_____
Do not know	_____

28. When beneficiaries are included in establishing a service, they are likely to support such a service :

Strongly Agree	_____
Agree	_____
Uncertain	_____
Disagree	_____
Strongly Disagree	_____

29. When interested persons only establish a service, are beneficiaries likely to support such a service? :

Strongly Agree	_____
Agree	_____
Uncertain	_____
Disagree	_____
Strongly Disagree	_____

30. When beneficiaries and interested persons are involved in establishing a service, will beneficiaries support such a service? :

Strongly Agree	_____
Agree	_____
Uncertain	_____
Disagree	_____
Strongly Disagree	_____

APPENDIX C

A Sample Of How Data
Was Coded And Analysed

University of Cape Town

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3. Interview with the Sebokeng South African Police. October 1987.
4. Support in this study means to promote the interests of the Service.
5. Beneficiaries are the families of prisoners who as service users are expected to benefit from the project.
6. Involvement means to be included and be part of the project.
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