

**ADMINISTRATIVE AND MANAGEMENT FUNCTIONS
OF WELFARE OFFICERS**

BY

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DISSERTATION

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DEDICATION

To my wife Nokuthula - my source of inspiration, stimulation and motivation towards success in accomplishing this study.

ACKNOWLEDGEMENTS

I extend my heartfelt gratitude to all welfare officers whom I interviewed for my study.

My deep appreciation and sincere thanks to my supervisor Prof. D. Sing for his guidance, assistance and support during this study.

I wish to extend my appreciation to the erstwhile Secretary of the former Department of Welfare and Pensions for granting his permission for my research interviews.

SYNOPSIS

The study which is documented in this dissertation was undertaken to portray primarily, the involvement of welfare officers in the performance of administrative and management functions.

The period during which the study was conducted, that is, prior to the post-apartheid era, was very significant. The significance of the research period was in the sense that welfare officers of the former KwaZulu Government who were interviewed, were already critically evaluating their functions and work situation. The study provided a medium whereby welfare officers expressed the perceptions of their real and present, as well as their ideal and envisaged work situation, in the context of the post-apartheid environment.

The study took cognisance of the welfare officers' performance of their functions as public servants in the field of public administration.

In the above context, the study viewed public administration as a vast field of work consisting of a number of main function-groups namely:

- (i) The generic administrative functions each of which has two dimensions that is:

- (a) the conceptual (initiatory and innovative) and directive dimension
and
 - (b) the managerial dimension.
- (ii) The auxiliary functions
 - (iii) The line functions - also referred to as functional activities.

Although the study focused on administrative and management functions which are reported separately, it should be noted that like in any public institution, both dimensions of generic administrative functions of welfare officers are performed along with the functional, auxiliary and instrumental activities.

The ultimate aim of public administration, which is also recognised by this study, is the promotion of the general welfare of the community.

The study has realised the fact that welfare officers were significant promoters of the community's welfare. For being promoters of the welfare of the community, welfare officers have the responsibility and the obligation to commit themselves to the observation of normative guidelines to ensure that their service delivery is effective and efficient.

In line with the above statement, the welfare officers' observation of current and future normative factors features prominently in this study.

Although responses on current and future normative factors are presented separately in this report, this study acknowledges the significance of welfare officers integrated approach to the observation of and commitment to both current and future normative guidelines.

Apart from the listed examples of interviewees' involvement in performing their functions, and advantages of observing normative guidelines, detailed accounts of what were perceived as obstacles are also presented.

Responses, remarks and ideas expressed by interviewees provided adequate information on which the researcher based his conclusions and recommendations.

The apparent merit of this study is in its depiction and revelations of the extent and magnitude of welfare officers' functions, responsibilities, commitments and obligations.

Another favourable and notable feature of the study is the fact that it was conveniently timed at an opportune transitional period whereby both the current and future work environments of welfare officers could be critically assessed, evaluated, and possibly amended.

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CHAPTER ONE

1. INTRODUCTION

1.1 BACKGROUND TO STUDY

In public administration, like in many other fields of public service, fundamental change has been anticipated while South African society entered the post apartheid era.

In order to contribute to the envisaged fundamental changes in public administration, research into the empirical reality of public institutions is necessary so as to identify that which has to be changed, in public administration.

The research that is reported in the ensuing chapters was confined to the welfare services of the former KwaZulu Government.

Subjects of research were welfare officers with particular reference to their administrative and management functions that they performed prior to the former KwaZulu Government's amalgamation with and integration into other

former government welfare departments such as Natal Provincial Administration, House of Delegates, House of Representatives, and House of Assembly.

The envisaged outcome of the study would be a clear perspective of the functions of welfare officers. Such a picture would also describe any changes that were necessary for welfare officers' functions to be applicable and relevant to a democratic society.

1.2 **PURPOSE OF RESEARCH**

Public functionaries operate within continuously changing political, economic and social environments.

Hence functions of public functionaries will need constant analysis, review and evaluation in order to determine the relevance and appropriateness of such functions vis a vis changed environments.

Welfare officers under the employ of the former KwaZulu Government, delivered their functions on the basis of non-democratic and racially segregated policies and ideologies.

As the post apartheid era was approached, research was necessary in order to review and evaluate the relevance of welfare officers' functions.

The purpose of research was therefore to depict the empirical reality of welfare officers' functions and to measure these functions against the normative context of a restructured and democratised society.

1.3 **FIELD OF RESEARCH**

In order to comprehend the field of research that was undertaken, a description of the structure of the former Welfare and Pensions Department is essential.

The organizational structure of the Department of Welfare and Pensions had the Secretariat as its highest administrative echelon, which was second in line to the Ministry. The secretary and deputy secretary were the main role-players of the Secretariat.

Following the above stratum were two assistant secretaries of the welfare branch and pensions administration branch respectively. The next in line were four regional heads, serving specifically under the supervision of the assistant secretary of the welfare branch.

Regional heads were in turn directly responsible for supervision and control of the four regions into which the twenty-six magisterial districts of the former KwaZulu Homeland were subdivided, as follows:

- (i) Coastal region - consisting of magisterial districts of Maphumulo, Ndwedwe, Ngoye, Nseleni and Nkanyezi.
- (ii) Northern region - consisting of Nongoma, Nkandla, Mahlabathini, Ngwavuma, Hlabisa, Simdlangentsha and Obonjeni.
- (iii) Midlands region - consisting of Nquthu, Vulindlela, Mnambithi, Madadeni, Khahlamba and Msinga districts.
- (iv) Southern region - consisting of Ntuzuma, Umlazi, Hlanganani, Mpumalanga, Mbumbulu, Vulamehlo, Umzumbe and Ezingolweni magisterial districts.

Each of the above magisterial districts had a welfare office or agency headed by the welfare officer who rendered administrative and management functions.

(See Annexure A.)

The researcher interviewed fifteen of the twenty-six welfare officers in the following districts:

Umbumbulu, Khahlamba, Maphumulo, Msinga, Mzumbe, Hlanganani, Umlazi, Ntuzuma, Nongoma, Ndwedwe, Nseleni, Nkanyezi, Mnambithi, Madadeni and Mpumalanga.

The list of interviewees is indicated in the bibliography. Other eleven welfare officers were not interviewed due to the following reasons:

- Resignation of some welfare officers during the period of research;
- Difficulties in accessing those welfare officers who were stationed in far away districts;
- Other welfare officers failed to make themselves available during the period of interviews.

Two regional heads were also interviewed from Midlands and northern regions.

Interviews occurred over a period of six months from March 1994 to October 1994.

1.4 **SCOPE AND METHOD OF RESEARCH**

The survey method which included the questionnaire and personal interviews was adopted as the best means of having access to the welfare officers, and of obtaining as much available data as possible. The conditions under which interviews were conducted provided privacy and confidentiality.

The questionnaire mainly focused on administrative and management functions. The questionnaire also dealt with current and future normative factors.

The final part of the questionnaire summed up the present and proposed future functions of welfare officers. Respondents were requested to give their opinions about those functions. (See Annexure D.)

The questionnaire was personally administered by the researcher in order to ensure that all questions were fully understood by respondents. Pilot interviews were conducted with two respondents. This was done in order to assess the feasibility of the study and to make adjustments where necessary.

The questionnaire consisted of open-ended questions. Probing questions were used by the interviewer to enable respondents to explain certain issues fully.

1.5 LITERATURE SURVEY

Relevant literature was studied in order to develop a theoretical framework against which collected data would be analysed and evaluated. Departmental policy documents, manuals, circulars, annual reports and programmes were also studied in order to obtain a better insight and understanding of the welfare officers' work environment.

1.6 **DEFINITIONS OF TERMS**

Definitions of the following terms which feature prominently in the research report are presented.

(i) **Welfare Officer**

According to the National Welfare Act of 1978 (Act Number 110 of 1978), social welfare officer means "the officer in charge of a regional office of the Department of Social Welfare and Pensions for any particular area, or any person acting in his stead."

(ii) **Social Worker**

Social worker means any person registered as a social worker in terms of the Social Workers Act of 1978 (Act Number 110 of 1978).

(iii) **Administration and Management Functions**

As it will be noted, the documentation of Part A as well as Part B of the questionnaire is based on the analytic model consisting of two lists of specific administrative and management functions which model is presented by Cloete (1992 : 52 - 53).

It will also be noted that administrative and management functions are also explained in Part A and Part B of the research report mainly on the basis of Cloete's theoretical perspective. In the above context, on the one hand, administrative functions are explained as the conceptual (initiatory and innovative) and directive dimension of the generic administrative functions (Cloete, 1992 : 202).

By management functions on the other hand, Cloete (1992 : 203) refers to the managerial dimensions of the six conceptual and directive categories of generic administrative functions.

1.7 **DATA PRESENTATION**

Research findings are presented in a sequence of chapters. The form and content of chapters follow more or less similar patterns which are explained hereunder.

Firstly each chapter deals initially with introduction which is followed by basic theoretical perspectives relating to specific functional aspects that have been researched.

Secondly empirical findings are presented on the basis of data collected.

Lastly, concluding remarks which summarise and highlight the main features of research findings are submitted.

The last chapter contains the conclusions and recommendations regarding welfare officers' status and performance of administrative and management functions.

PART A

ADMINISTRATIVE

FUNCTIONS

CHAPTER TWO

POLICY MAKING

2.1 INTRODUCTION

This section will focus on administrative functions which refer to the conceptual (initiatory and innovative) and directive dimensions of the generic administrative functions.

Normally public officials devote part of their working hours to administrative functions. It will also usually be higher graded officials who devote the greater part of their working hours to administrative functions.

Contained within this chapter in particular, are explanations on policy-making as well as brief explanations on policy-making functions that are researched. Thus, this chapter includes the presentation of data collected on the following policy-making functions:

- Identifying needs.
- Preparing legislation, regulation instructions and other directives.

- Analysis of existing policies.
- Marketing policies.

2.2 **POLICY-MAKING FUNCTIONS**

Policy-making is a process of deciding on and spelling out goals in such a manner that it is possible to devise a course of action for their achievement. No facet of public administration comes into operation until a policy has been made, announced and sanctioned by legislation. Legislation in question should provide basic directives on how where and by whom the policy should be implemented. (Cloete, 1981 : 133).

2.2.1 **Identifying Needs**

The theoretical basis of the above function is the statement that every public institution exists to satisfy real needs and justified expectations of the population. (Cloete, 1991 : 87).

Similarly welfare agencies were established to meet the needs of the communities. Such needs may be expressed by

public or interest groups. Representations may also be made to authorities by councillors and members of parliament.

Following hereunder is information obtained from respondents on the function of identifying needs.

(a) **Involvement of welfare officers in identifying needs**

The above function was performed to a limited extent by 40% of the respondents. All respondents maintained that identifying needs was not specified in their duty lists.

(b) **Obstacles encountered in identifying needs**

Lack of feedback from top management was the common obstacle encountered by respondents who performed the above functions. One respondent however recalled that her in-puts on the problems of the aged were utilised for policy-making. Several instances were however cited whereby no acknowledgement from top management was obtained. One example was the identified need for spastically

handicapped children to be included for single care grants. Such grants currently cater exclusively for mentally retarded children. Another perceived obstacle was the fact that decision makers may not regard the identified needs as priority-needs.

Budgetary constraints have also been expressed as reasons for not addressing certain identified needs.

(c) **How obstacles may be overcome**

All respondents regarded their in-puts as vital because welfare officers were in direct contact with the public at grass-roots level. Yet respondents felt that their maturity and competence was not fully recognised by top-management.

It was proposed by 80% of the interviewees that welfare officers should be consulted regularly for their in-puts on identified needs.

Training was acquired by 60% of the respondents on identifying needs. Such training was in the form of lectures and hand-outs, and that form of training was

considered as inadequate. All respondents preferred in-service training as well as lectures and hand-outs which would enable them to perform this function competently and efficiently.

2.2.2 **Preparing legislation, regulations, instructions and other directives.**

All administrative executive activities should be based on legislative directives. For this reason policy-making and law-making are parts of the same process (Cloete, 1991 : 80).

The products of law-making can also be by-laws of local governments and the regulations, instructions, proclamations and administrative rulings (Cloete, 1991 : 9).

(a) **Welfare officers' involvement in preparing legislation, regulations, instructions and other directives**

All interviewees were involved in performing the above function except preparing legislation.

Following were the practical examples of involvement:

- Instructions were written on internal memo's for various purposes which were inter alia:
 - to endorse or elaborate on legislation or directives that originated from head office;
- To introduce new office instructions;
- To facilitate efficiency of service delivery;
- To commit staff to perform certain tasks or assignments;
- To justify disciplinary action;
- To enable staff to follow correct procedures.

(b) **Obstacles encountered**

Obstacles were cited by 30% of the interviewees as follows:

- Lack of machinery for preparing legislation from the bottom to the top. Such machinery would enable welfare officers to make

contributions to legislation that would accommodate problems that need to be addressed at grass-roots level.

The Child Care Act of 1983 (Act No. 74 of 1983), for example, does not make provision for material assistance to children who are 16 years of age. This caused problems for social workers as most children in the age group of 16 to 20 years are still dependent on their parents or guardians.

Another obstacle encountered was the failure of subordinates to comply with written instructions.

(c) **How obstacles could be overcome**

- Legislators should provide opportunities for welfare officers' in-put to legislation which they (welfare officers) will have to implement.

- Failure to comply with instructions could be resolved by referring subordinates to manuals and staff codes. That could possibly be followed by imposing standard disciplinary measures including verbal and written warnings and reprimands.

Training was acquired by 100% of the interviewees in the performance of preparing regulations, instructions and other directives through procedure manuals and guidelines. Provision for further training was however still desired by all respondents who preferred lectures, and in-service training. Such training should also include preparing legislation.

2.2.3 Analysis of existing policies

Since every policy has advantages and disadvantages, policies need to be continually analysed and evaluated. The

yardstick for evaluation of a policy is its ability to meet the needs of the moment (Cloete, 1991 : 97).

Process of policy analysis can inter alia be:

- Studying the existing policy or lack of it.
- Identifying the dysfunctional situation which developed because of lack of policy or despite existence of policy.
- Studying the outputs of existing policy to establish what factors caused the failure (Cloete, 1991 : 97).

(a) **Involvement of welfare officers in analysing existing policies**

All respondents reported no involvement in this function. It was maintained by some respondents that welfare officers seldom had access to policy documents. Others also expressed their lack of know-how on policy analysis. All the interviewees however felt that they would welcome the opportunity of at least commenting on policy directives and evaluating

them. Thus they could be able to feel that they had also contributed to policy change for the better.

(b) **Obstacles encountered and how they could be overcome**

In view of their non-involvement in analysing existing policies, the question whether respondents encountered any obstacles and how these obstacles could be overcome was not applicable to respondents.

No training was acquired by respondents in analysing existing policies. The need for training was expressed by all respondents and the types of training that they preferred were lectures, discussions and demonstrations.

2.2.4 **Marketing Policies**

It is the duty of policy-makers to market the policy when it has been approved. Marketing of a policy before its implementation could be combined with public relations activities of the policy-maker (Cloete, 1991 : 95).

Functionaries concerned with public relations could maintain an information service for the policy makers to inform them (policy-makers) about the attitude of the public or groups affected by the policy (Cloete, 1991 : 95).

(a) **Involvement of welfare officers in marketing policies**

There were 40% of interviewees who stated that they were involved in marketing policies. One respondent maintained that welfare officers did public relations work and thus they were in a position to market policies. Those 60% of respondents who did not perform the function of marketing policies argued that:

- It would not be feasible to market policies without having access to policy documents;
- It would be difficult also to know which policies to market;
- It would also be difficult to market policies which one did not support.

One respondent stated that it would be impossible to market policies which were:

- imposed
- not acceptable (to respondent)
- not likely to be accepted elsewhere.

(b) **Obstacles encountered**

The respondents who performed the function of marketing policies stated that the communities they served were polarised along political lines. As employees of the ex-KwaZulu Government which was pro-Inkatha Freedom Party, they could not market policies in communities dominated by the African National Congress.

It was also an unpleasant task to market policies and expect them (policies) to be accepted when people affected by such policies were not consulted when they were made.

One interviewee cited the frustration of marketing a pensions - administration policy which had not been accepted by the community. An example of such policy concerned the death of a pensioner while awaiting her turn for payment. Such a pension (for the pensioner who died while standing in the queue) could never be paid to anyone until it was claimed later by the late pensioner's relatives as funeral expenses. This claim must be accompanied by the deceased pensioner's death certificate, identity book, and receipts of payments for funeral expenses. The claiming process took a long time before the claim was actually paid out.

Some respondents stated that they felt less confident when they had to market policies that were imposed on communities.

(c) **How obstacles could be overcome**

All respondents favoured full consultation with policy-making and proposed the involvement of welfare

officers and the communities. Communities that are polarised and politicised must be educated to perceive welfare matters of policy objectively and to accept welfare officers as politically neutral professionals.

According to respondents, no training was undertaken by all welfare officers on marketing policy. All respondents regarded the know-how of marketing policy as essential and thus the need for training was expressed. Preferred types of training were in-service training and course-work.

2.3 **CONCLUSION**

The extent of respondents' involvement was reported in three policy-making functions. In identifying needs and marketing policy there were 40% of respondents involved. All interviewees were involved in preparing regulations, instructions and other directives. However involvement did not include preparing legislation. All respondents were not involved in the analysis of existing policy.

Obstacles were encountered in all functions in which interviewees were involved.

Lack of feedback from top management was highlighted as an obstacle in the identifying of needs. Lack of access to policy documents and therefore lack of knowledge about policy was cited as an obstacle in marketing policies.

An obstacle perceived in preparing legislation, regulations, instructions and other directives was the lack of legislative machinery that made provision for bottom-up in-puts, and the failure of subordinates to follow instructions.

Consultation by top management involving welfare officers and the community was proposed for overcoming obstacles in identifying needs as well as in marketing and analysis of existing policies.

Training needs were expressed in respect of all policy-making functions with in-service training as the most preferred type of training.

CHAPTER THREE

ORGANISING

3.1 INTRODUCTION

A brief explanation of the term organising as an administrative function is first given in this chapter.

Before submitting reports of the respondents' involvement in the performance of organising functions, theoretical backgrounds of two functional aspects of organising are presented.

3.2 ORGANISING

Organising consists of classifying and grouping functions as well as allocating the groups of functions to institutions and workers in an orderly pattern so that everything workers do will be aimed at achieving predetermined objectives (Cloete, 1991 : 205).

The following aspects of organising were the focus of the study:

- Determining organisational structures in macro-context.
- Determining organisational structures in micro-context.

3.2.1 **Determining organisational structures in macro-context**

When organisational structures are determined in macro-context, a given set of positions, designed in terms of specialisation, formalisation, training and socialisation has to be grouped into units. By grouping units a system of formal authority is established and the hierarchy of the organisation is conceived (Fox, 1991 : 78) in Fox, Schwella and Wissink (ed). An organogram is the pictorial representation of the hierarchy.

In order to pursue the set goals of an institution, an organisational structure is set up in which the process of organising is applicable. People as individuals and in groups are arranged in a fixed pattern in order that their actions can be guided in a specific direction. Officials are arranged according to a hierarchical pattern of authority so that every higher level embraces a lower level.

(a) **Welfare officers' involvement**

All respondents were not involved in determining organisational structures in macro context. Most respondents stated that the above function was beyond the scope of their responsibilities.

All respondents perceived the lack of knowledge about the organisational structure as a problem. Respondents expected to be well-informed about macro-level organisational structures and about any changes or reorganisation that would be effected. How and why such changes were to be implemented was also expected to be part of the information-giving exercise.

All respondents reported to have acquired no training for determining organisational structures in macro-context. Although respondents felt that determining organisational structures at macro-level was beyond the scope of their responsibilities, they all expressed

the need for training in this regard in the form of demonstrations and guidelines.

3.2.2 **Determining organisational structures in micro-context**

Determining organisational structures at micro level concerns three parameters that is:

Job-specialisation; formalisation of behaviour in carrying the job out; and the training and indoctrination the job requires (Fox, 1991 : 76) in Fox, Schwella and Wissink (ed). Fox et al continues to describe job specialisation as having two dimensions:

- The scope which relate to the number of tasks contained in each job and control over work;
- Formalisation of behaviour being the way in which work processes of the organisation are standardised. This is done in order to reduce the job's variability and to ultimately predict and control it.

Behaviour may be formalised by job description on the one hand and work flow on the other. Behaviour may also be formalised by rules which may assign all jobs, and all work

flows to all workers. Another form of behaviour formalisation entails specifying what knowledge and skills the jobholder must have and what norms he must display. Training refers to the process by which job-related skills and knowledge are taught (Fox, et al, (ed)).

(a) **Welfare officers' involvement**

All respondents confirmed their involvement in determining organisational structures in micro context. Some respondents' involvement included the following activities:

- Designing a portfolio of community work with pensioners which specified skills required for that activity;
- Setting up supervisory structures at professional and administrative levels;
- Introducing additional tasks such as car inspections;
- Setting up rosters for intake office interviews, and days of visits;

Other respondents were involved in:

- Subdividing the district into areas of operation for proportional allocation to social workers;
- Designing job description for cleaners and handymen and nightwatchmen;
- Establishing staff development and in-service training and orientation programmes;
- Briefing head office on designed structures and specifying needs.

(b) **Obstacles encountered**

The respondents 40% of whom encountered obstacles cited the following:

- Shortage of staff to occupy identified positions or to carry out specific activities;
- Finding the suitable people for jobs specified;
- Head office imposing different views or rejecting respondents' submissions;
- Lack of support or co-operation from head office;

- Resistance by staff to change or to carry out additional tasks.

(c) **How obstacles could be overcome**

More staff should be engaged in order for specialised activities to be carried out.

Welfare officers must improve and utilise the limited resources at their disposal to the best of their abilities.

Welfare officers submissions must be heeded by head office.

Training in determining organisational structures in micro context was undertaken by all interviewees. Further training needs were however expressed by all respondents. Training was needed in order to enable respondents to cope with the changed circumstances of the democratic non-racial order. The form of training preferred was in-service training as well as manuals or guidelines.

3.3 CONCLUSION

The non-involvement of all respondents was reported in the function of determining organisational structures in macro context.

All respondents were however involved in the function of determining organisational structures in micro context. Lack of knowledge about the organisational structure at macro level was cited as a problem. Head office was blamed for failure to co-operate with welfare officers' in-puts and their performance of determining organisational structures at micro level. Training needs were expressed for both aspects of the organising functions. Such training was to be adapted to the changed circumstances of a democratic and non-racial order.

CHAPTER FOUR

STAFFING

4.1 INTRODUCTION

The public sector endeavours to create a large variety of activities in order to handle many public matters of society. The welfare of society is therefore largely determined by public servants. As the circumstances of the public administration become more complex and problematic, so are the demands on the public servant and the whole administration increases. Hence if enough and suitable personnel are not obtained to meet the ever changing demands of society through efficient administrative service delivery, the welfare of society will be jeopardised.

This chapter gives theoretical explanations on two administrative functional aspects of staffing, that is:

- Devising systems and policies;
- Preparing legislation and directives.

The outcome of research findings on whether respondents were involved in staffing activities is also presented.

4.1.1 **Devising systems and policies**

The staffing function affects the rights, needs and aspirations of individual citizens. Hence policy dealing with staffing matters should accommodate societal values. Policy should also oblige functionaries who are responsible for staffing to be objective, rational and respectful towards the rights, freedom and needs of personnel (Cloete, 1992 153).

Public service in South Africa has adopted the merit system of staffing. In terms of this system everyone who had the prescribed qualifications may apply for appointment in vacant public service posts. The best qualified and best suited for the posts are appointed. Appointees are retained, remunerated and paid on merit. Services of an official may be terminated only if he reached retirement age or when ill-health affects his work performance or if he has proved to be inefficient (Cloete, 1992 : 153).

(a) **Welfare officers' Involvement**

All respondents were not involved in devising systems and policies. This function was reported to be the exclusive function of top management. The merit system was perceived to be in operation, although there were some reservations about its full application regarding top public posts in the former Welfare and Pensions Department.

(b) **Obstacles encountered**

While respondents were not involved in devising systems and policies, they criticised the lack of access to policy documents and the lack of transparency in the whole system of personnel administration. To overcome the above problem therefore, access to policy documents must be opened to welfare officers. In view of the respondents' perception of devising systems and policies as the exclusive top-management function, training in that function was not considered as essential.

4.1.2 **Preparing legislation and directives**

Staffing legislation and directives ideally makes provision for organisational and personnel arrangements of the staffing function and delegation of authority to executive functionaries and institutions, procedures to be followed in protecting the rights of the officials and control measures to maintain public accountability. A good example of a sound public service legislation is the Public Service Act 1984 (Cloete, 1992 : 154).

(a) **Welfare officers' involvement**

Preparing legislation and directives was perceived as exclusive top management responsibility by all respondents.

(b) **Obstacles encountered**

Deprivation of information to welfare officers regarding legislation and directives was cited by some respondents as denial of their rights to know about important matters that affected them in the civil service.

(c) **How obstacles could be overcome**

Knowledge about legislation and directives was thus essential for welfare officers, to enable them to evaluate staffing practices and challenge malpractices.

In view of the respondents' perception of the function of preparing legislation and directives as the exclusive preserve of top-management, training in this particular function was not regarded as essential.

4.2 **CONCLUSION**

Reports of non-involvement of all respondents in the functions of devising systems and policies, and preparing legislation and directives were obtained. Interviews regarded lack of access to policy documents, legislation and directives as problems that could be overcome if access was to be made available to welfare officers. Both the functions of devising systems and policies, and preparing legislation were regarded as top-management responsibility. Hence respondents expressed no need for training in performing both these functions.

CHAPTER FIVE

FINANCING

5.1 INTRODUCTION

Hereunder follows brief theoretical explanations and data collected on the following financial activities:

- Establishing financial systems and directives
- Preparing estimates of income and expenditure
- Audit arrangements

5.1.1 Establishing financial systems and directives

Financial systems and directives should be devised to formalise the manner of obtaining and spending public funds. Such devised systems should be based on instructions and procedures for dealing with budgets of income and expenditure (Cloete, 1991 : 61).

The aim of financial systems is to ensure efficient and effective use of financial and other resources to satisfy the needs and demands of the community.

(a) **Welfare officers' involvement in establishing financial systems and directives**

All respondents were not involved in establishing financial systems and directives. Some respondents referred to the above function as a specialist function, while others stated that it was beyond the scope of their responsibility.

(b) **Obstacles encountered and how they could be overcome**

Although respondents were not involved in the function of establishing financial systems and directives, some respondents perceived the lack of transparency in financial systems and directives as an obstacle.

To overcome the above obstacle it was suggested by respondents that welfare officers should be exposed to financial systems and procedures.

All respondents regarded training in performing the establishment of financial systems as not being essential.

5.1.2 **Preparing estimates of income and expenditure**

In order for a government department to procure funds for financing its activities, estimates of expected income should be made of the nature and extent of envisaged activity. At the same time a tentative calculation will be made of expected revenue and expenditure over a specific period, which is normally twelve months.

(a) **Welfare officers' involvement in preparing estimates of income and expenditure**

All respondents reported no involvement in preparing estimates of income and expenditure.

The above function was performed by members of the top-management team who were heads of various divisions in the welfare department including personnel administration, auxilliary services, planning, development specialised services and pension administration.

(b) **Obstacles encountered and how they could be overcome**

Seventy-five per cent of the respondents perceived the exclusion of welfare officers from performing the function of preparing estimates of income and expenditure as a serious omission. The respondents maintained that without their in-puts, head office's estimates were inaccurate. Hence head office failed to address vital community needs on the grounds of budgetary constraints.

In order to overcome the above obstacle, all welfare officers should be ordered to submit estimates of income and expenditure of their respective districts.

Training in preparing estimates of income and expenditure was regarded as essential by 75% of the respondents who preferred on-the-job training.

5.1.3 **Audit arrangements**

A system of investigation and audit, in self-governing states, and provincial administration has been done by auditors who are on the personnel establishment of the Auditor-General. The arrangements concerning the submission of the statements of accounts and audit reports to the legislatures also applies in the self-governing territories and at provincial and municipal levels of government (Cloete, 1991 : 149).

(a) **Welfare officers' involvement in audit arrangements**

- (a) All respondents expressed their non-involvement in auditing arrangements which they regarded as specialist activities which needed the expertise of highly qualified

professionals in the accounting and commercial fields.

- (b) 45% of interviewees regarded the lack of transparency on audit reports as an obstacle. Welfare officers and the public, as tax payers, had the right to know as to whether public funds have been well appropriated.

To overcome the above obstacle audit reports should be made available to welfare officers and the public. As audit arrangements were regarded as a specialist function which was beyond the scope of welfare officers, all respondents did not consider training as necessary.

5.2 **CONCLUSION**

All respondents were not involved in the functions of establishing financial systems and directives, preparing estimates of income and expenditure and audit

arrangements. The above two functions, that is, establishing financial systems and directives, and audit arrangements were regarded as specialist activities by all respondents. Some respondents regarded their non-involvement in preparing estimates of income and expenditure as an obstacle. Other respondents also advocated for transparency in financial administration.

As financing was an important component of public administration, its primary activities should no longer be shrouded in secrecy as in the past.

CHAPTER SIX

DETERMINING WORK METHODS AND PROCEDURES

6.1 **INTRODUCTION**

Normally any task can be executed in different ways and the distinctiveness of the institution or the physical environment may play a role in the determination of work methods and procedures to be followed.

The legislature therefore normally determine only the broad guidelines for the procedures to be followed and leave detail to the executive.

The following functional activities that are related to determining work methods and procedures were researched:

- Checking and devising work methods and procedures
- Overall work-study systems
- Productivity improvement systems.

Information collected from respondents in respect of the above mentioned functional activities is preceded by theoretical explanation of these functional activities.

6.1.1 **Checking and devising methods and procedures**

Government and administration comprise fixed activities which are characteristic of a civilised country. It is therefore understandable that man should develop appropriate work procedures to carry out legislative, governmental and administrative functions. It is however, neither realistic nor practicable to prescribe formal rules of procedure with legislation for the endless number of transactions undertaken in the public sector.

In most cases therefore, new procedures will have to be devised as the work progresses. Generally speaking, the responsibility for improving work procedures rests with each worker and particularly supervisors (Cloete, 1991 : 175).

(a) **Welfare officers' involvement in checking and devising methods and procedures**

Eighty percent of respondents confirmed their involvement with this function. The following were examples given:

- Procedures for maintenance grant applications
- Devising methods and procedures of keeping of records of pensions approvals or disapprovals.
- Procedures for setting up welfare organisations
- Methods and procedures of the inspection of creches
- Methods of how to conduct meetings
- Devising methods and procedures on establishment of creche or pension committees.

Other respondents also checked on existing procedure manuals in order to evaluate their relevance and to ensure that they were followed. One interviewee stated that work procedures and methods were important as subordinates needed not only to know what to do but how to do things as well.

(b) **Obstacles encountered**

Time constraints were cited by some respondents as obstacles which thwarted efforts to do justice to this functional activity. It was noted by other interviewees that subordinates sometimes failed to follow laid down procedures correctly.

There were also those procedures which were laid down by top management which were no longer suitable. It was not possible to change these procedure. Lack of know-how in devising work procedures was also cited.

There were also procedures which were legislated by parliament, like the single care grant which could not be changed by welfare officers where such need for change was perceived.

(c) **How obstacles could be overcome**

Heavy caseload needed delegation in order to overcome time constraints and enable welfare officers to cope with tasks that needed urgent attention.

Subordinates who failed to follow laid down procedures should be reminded by memos and personal talks in order to refresh their memories. Top management and legislators should be pressurised to change procedures that were no longer applicable.

Training was acquired by 80% of respondents. As handbooks and guidelines were made available to all welfare officers, all interviewees did not consider further training as necessary.

6.1.2 **Overall work study systems**

Public functionaries know and accept the importance of efficiency, but as they are involved with many administrative and management tasks, they usually do not have the opportunity to make an intensive study of their institutions

and of the procedures and methods applicable to the work for which they are responsible (Cloete, 1991 : 176).

(a) **Welfare officers' involvement**

All respondents were not involved in the performance of devising overall work-study systems. In the former KwaZulu Government, there was a section that specialised in organisation and methods which dealt with overall work study systems, as and when required to do so.

Some interviewees stated that the organisation and methods specialists were underutilised and underestimated by the Welfare and Pension's top-management. When the involvement of organisation and methods specialists was engaged, which was very seldom, their reports and recommendations were seldom taken into consideration.

(b) **Obstacles encountered and how they could be overcome**

Interviewees regarded the underutilisation of work-study experts as an obstacle. Adequate use of work-study expertise must be therefore ensured in order to improve the efficiency of services.

Training was obtained by 55% of the interviewees. Further training was regarded as necessary by all respondents to enable them to deal with the everchanging work situation. Lectures and demonstrations were the preferred types of training.

6.1.3 **Productivity improvement systems**

Before productivity improvement systems can be devised, the functions of the institution and distribution of its work should be studied. Such a study should produce a report that will show how the work should be simplified, and facilitated. The report should also provide ways and means of reducing cost and increasing outputs.

An institution which applies sound and effective methods will stimulate staff morale and create healthy attitudes towards work (Cloete, 1991 : 179).

(a) **Welfare officers' involvement in productivity improvement systems**

Sixty percent of interviewees confirmed to have contributed to the above function to a limited extent. Examples of the outcomes of their performance were the following:

- Instead of writing out letters to clients who should call to the office, standard call-in forms were stencilled and roneoed for social workers to fill-in whenever necessary. This saved time and increased the number of letters that could be issued within a short period.
- Certain days were set aside for the public, and other days were for paper work, court work and administration.
- Written suggestions were invited for submission into special boxes.

- Meetings were convened to discuss issues which impacted negatively on morale and harmonious relations.
- Training on time-management, thus enabling self-evaluation on productive utilisation of time.

Respondents who did not perform the above function recognised its significance. Lack of know-how was the main reason for not performing this function. One respondent regarded this function as an answer to the burn-out syndrome which afflicted many social workers.

(b) **Obstacles encountered**

Absence of guidelines, and lack of know how were cited as obstacles. Respondents lacked confidence while performing the function.

Manpower shortage and excessively heavy workloads forced welfare officers to be involved in line functions. While bogged down by line functions,

welfare officers could not engage in thinking creatively and innovately. Heavy case loads also frustrated subordinates, consequently they became unco-operative and resistant to new ideas. Lack of adequate resources also contributed to problems of implementing productivity improvement plans.

(c) **How obstacles could be overcome**

Intensive training and guidelines should be provided.

More staff should be employed so that welfare officers should be able to devote most of their time to initiatory and innovative tasks.

Staff should learn to share limited resources and use them effectively.

No training was reported to have been obtained by all interviewees in devising productivity improvement systems. All respondents expressed the need for

training and preferred manuals, guidelines and discussions as means of training.

6.2 **CONCLUSION**

Respondents' involvement was reported in respect of the functions of checking and devising methods and procedures and in productivity improvement systems.

Obstacles were cited regarding all functions related to the determination of work procedures. These included inter alia time constraints, lack of know-how and heavy case loads. Training needs were expressed by all respondents for performing overall work-study systems and productivity improvement systems with lectures, discussions and handbooks being the mainly preferred forms of training.

CHAPTER SEVEN

CONTROLLING

7.1 INTRODUCTION

Exercise of control in public sector has one objective, to ensure that account is given in public for everything authorities do or neglect to do. This is done so that all citizens can witness exactly what is done or not being done to further their individual and collective interests. Control in the public sector therefore culminates in meetings of legislatures which are open to the public and which form the climax of the process of administration. Control in the public sector consists of two parts:

- Internal control which is exercised by executive functionaries themselves and
- Giving account in meetings of the legislature.

Following hereunder are research findings given with theoretical explanations of the following controlling functions:

- Determining control measures and directives

- Reporting to political office-bearers, institutions and legislature
- Setting standards for services and products
- Inspections
- Devising auditing systems.

7.1.1 **Determining control measures and directives**

In the public institution internal control is exercised by means of formal control measures which ensure that everything which functionaries do is in fact aimed at achieving the set objectives. Examples of such control measures are reports, inspections, audits, cost accounting, statistical returns, setting out minimum standards and volume of work expected of functionaries as they provide services and programmes of work that have to be complied with (Cloete, 1991 : 189).

(a) **Welfare officers' involvement**

Involvement was confirmed by 58% of the respondents who presented the following examples of control measures:

- Supervision sessions whereby case files, daily diaries, case registers, work plans and welfare programmes are monitored and evaluated.
- Monthly statistics, log returns, telephone control forms, attendance registers, verbal and written reports.

(b) **Problems encountered**

The following statements were given by some respondents as examples of problems encountered:

- Some control measures which were not used elsewhere were open to challenge by subordinates.
- Lack of adequate know how.
- Some control measures were ignored or not followed properly, for example, daily diaries and telephone control forms.
- Attendance registers and daily diaries were not designed in consultation with welfare officers who use them. Thus sometimes there was no appropriate provision in the daily diaries for

some activities that were performed by social workers, for example, flood disasters, research surveys and administrative functions. In the attendance registers there are no provisions whereby subordinates could explain their absence from work due to stay-aways for example.

- Due to staff shortage, welfare officers performed the line functions thus failing to perform controlling functions effectively.

(c) **How obstacles could be overcome**

Respondents offered the following suggestions:

- Staff who ignored control measures should be given copies of guidelines to refresh their memories, or alternatively, they should be disciplined.
- Welfare officers should delegate some of their functions in order to devote their attention to controlling functions.

- Top management should consult with welfare officers when designing control measures that are to be applied at district level.
- Uniformity of control measures should be promoted and maintained.

There were 40% of respondents who reported to have acquired training in determining control measures.

Training needs were expressed by 60% of interviewees who preferred on-the-job training as well as manuals as the type of training they could undergo.

7.1.2 **Reporting to political office-bearers, institutions and legislature**

Reporting to political office-bearers, institutions and legislature, is an external control measure.

For public functionaries external control is subject to the external environment of which the community forms an important part, and from where needs originate. When the

community needs have been submitted to public institutions they must be converted into goals. Such goals should be formulated within the framework of internal environment of guidelines before the final realisation of goals. When the goals have been realised, they are fed back to the community which should indicate whether their needs have been addressed effectively (Training Manual, 1991 : 115).

(a) **Welfare officers' involvement**

In terms of certain policy guidelines of the former Department of Welfare and Pensions, welfare officers were instructed to report back to local and tribal authorities like chiefs and institutions like Regional Authorities and Members of Legislative Assembly.

Welfare officers were instructed to establish departmental welfare committees consisting of chiefs with whom they were to consult on welfare programmes and activities.

There were 40% of respondents who complied with the above instructions and guidelines. These respondents sometimes attended regional authority meetings and gave feedback on the following:

- How they handled communities affected by fire, floods, or drought disasters.
- How welfare programmes were implemented and how the community was expected to participate.
- Their role in dealing with pension problems.
- Introduction of new welfare programmes and activities.

Respondents who were not involved with reporting to political office bearers gave the following reasons:

- Lack of knowledge on how and when to report to political office-bearers.
- Most of the chiefs had no apparent interest in welfare matters and hence what one reported may be meaningless to them,

- One did not know what political office-bearers expected to know about welfare activities.
- They (political office-bearers) were always busy with activities of pursuing their own interests and reporting to them was a waste of time.
- Some communities were so highly politically polarised that political intolerance was rife. Political leadership had become invisible or defunct. Head office did not expect welfare officers to deal with civic organisations or informal leadership.

(b) **How obstacles could be overcome**

People should elect politicians who have genuine welfare interests and insight. Local authorities must be exposed to policies of the welfare department in order to increase their knowledge of welfare issues and be able to make relevant proposals which are based on adequate knowledge and information.

Training in reporting to political office bearers, institutions and legislature was provided for all respondents in the form of directives and guidelines. Further training was therefore not regarded as essential by all respondents.

7.1.3 **Setting standards for services and products**

Standards are norms or criteria with which things can be compared or measured. Setting standards is thus necessary in order to determine efficiency.

Evaluation and assessment of work-performance is not possible in the absence of standards.

The correct application of standards facilitates improvement. It leads to uniformity which regulates the work and facilitates control (Training Manual, 1991 : 8).

(a) **Welfare officers' involvement in setting standards for services and products**

Involvement was reported by 60% of interviewees.

Following were examples of performance given by respondents.

- Standards for writing professional reports.
- Setting standards related to the dress code.
- Setting standards for orderliness and neatness in filing and record-keeping.
- Setting standards for observing and maintaining good interpersonal relations with staff and public.
- Setting standards for observing deadlines for submitting monthly returns.

(b) **Obstacles encountered**

The commonly encountered obstacle was general failure of subordinates to observe and maintain the standards set by welfare officers. This was mainly due to shortage of staff and heavy caseloads.

(c) **How obstacles of setting standards could be overcome**

Some respondents stated that employment of more staff would enable staff to observe and maintain the standards set for them as they would be able to cope with their case loads. Other interviewees however stated that setting of standards should be done in consultation with staff. Such consultation would commit subordinates to complying with standards with which they would have identified.

Training and setting of standards for services and products was undertaken by 60% of the respondents. Respondents who did not receive training regarded training on this function as essential and they preferred guidelines and manuals.

7.1.4 **Inspection**

Inspection is specialised action that is taken by assigned officials to scrutinize how work is or has been done in a

public institution over a particular period of time. Usually after an inspection has been conducted, a comprehensive report is issued with a copy given to the head of the office that was inspected. Such a report would highlight shortcomings and good performance of the office inspected. Recommendations could be submitted on how performance could be improved.

Inspection is thus an important control measure that should be conducted regularly with the aim of facilitating functional improvement.

(a) **Welfare officers' involvement in inspection**

Initially the former Welfare and Pensions Department expected welfare officers to conduct internal inspections by following set guidelines.

Inspectors came later to conduct overall inspections. The above procedure was replaced by inspection-questionnaires which were sent to all welfare officers.

Welfare officers were expected to fill in the questionnaires and return them by specified dates.

In the questionnaire, welfare officers were expected to state whether they complied with specified inspection requirements. If welfare officers did not meet certain requirements, they were required to state the date by which they would meet those specific requirements. When inspectors later came to district offices, they brought along copies of completed questionnaires which were used as check lists for inspection. Welfare officers were all compelled to comply with the above type of inspection.

As a result of compulsion, all respondents were involved in inspection as described above.

(b) **Obstacles encountered**

Interviewees encountered no obstacles in the performance of inspection.

(c) **How obstacles could be overcome**

The respondents regarded the question of how obstacles could be overcome as not applicable to them.

All interviewees regarded the guidelines and directives on inspection at their disposal as adequate for training purposes, and hence further training was not regarded as necessary.

7.1.5 **Devising auditing systems**

Public functionaries may devise internal procedures in order to facilitate assessment of accuracy (or lack of it) of statements of acquired resources and utilisation thereof.

Hence in this context, auditing systems are internal control measures which gauge whether resources were utilised effectively and efficiently.

Items for such auditing could include inter alia telephone costs, petrol consumption costs, distance travelled, car maintenance costs, amount of stationery received and used, costs thereof.

(a) **Involvement of welfare officers' in devising auditing systems**

Non-involvement in the above function was expressed by all interviewees. Lack of know how and lack of training were reasons presented for non-involvement.

Some respondents regarded this function as very significant especially if audit were to be perused by top-management for their response to recommendations that were made.

Other respondents initially felt that some controlling functions like reporting to office-bearers and devising audit arrangements were not relevant to their work.

(b) **Obstacles encountered and how they could be overcome**

All respondents stated that the question of whether obstacles were encountered in performing the function of devising audit arrangement was not applicable to them. The question of how obstacles were to be overcome was also considered as not applicable to all respondents.

Training was regarded as essential by 60% of interviewees and the form of training they preferred were lectures, discussions and guidelines.

7.2 **CONCLUSION**

Involvement of respondents was reported in four controlling functions, that is in reporting to office-bearers institutions and legislature, setting standards inspections, and determining control measures.

All respondents were not involved in devising auditing arrangements. However some of the interviewees regarded this function as vitally important.

Obstacles were identified in all controlling functions in which respondents were involved.

Training was acquired in four control measures, that is 40% in determining control measures, 100% in reporting to political office-bearers and inspections and 60% in setting standards.

Training needs were expressed by 60% for determining control measures and devising auditing arrangements.

Lectures, guidelines and discussions were the forms of training preferred by interviewees.

PART B

MANAGEMENT

FUNCTIONS

CHAPTER EIGHT

POLICY IMPLEMENTATION

8.1 INTRODUCTION

Management functions refer to managerial dimensions of the six conceptual and directive categories of generic administrative functions.

When management functions have to be identified, it should be noted that in every public institution, both dimensions of the generic administrative functions will be performed along with functional, auxiliary and instrumental activities.

Normally the lower an official is placed in the hierarchy of posts constituting an institution, he will devote lesser time to both administrative and management functions. However, supervisors who are not administrators will devote more time to managerial functions than to the conceptual and directive dimension of generic administrative functions.

The information collected from interviewees is presented with the theoretical backgrounds on the following policy implementation functions:

- Setting missions/objectives/goals
- Planning
- Programming
- Marketing missions/objectives/goals
- Identifying and reporting short-comings.

8.2 **POLICY IMPLEMENTATION**

Managerial parts of policy-functions will be related to a larger extent to policy implementation functions. These will be performed largely by the officials employed in work-places separate from the head office of the public institution concerned; namely the regional and local offices and other decentralised work-places (Cloete, 1991 : 207).

8.2.1 **Setting aims/missions/objectives**

The purpose of the mission/aim/objective statement is to provide direction to the employees who will have to

implement policy statements to the extent provided with the budgetary provision. The mission/aim/objective must be informative to the public, envisage achievable targets and serve as a standard against which supervisors can evaluate the performance of their subordinates (Cloete, 1991 : 209).

Objectives should specify the results expected and indicate what is to be done and what is to be accomplished. (Fox, 1991 : 50) in Fox, Schwella and Wissink (ed). In any organisation there is a hierarchy of objectives. At the top of the hierarchy is the broad socio-economic purpose of the organisation. The next level of objectives is the mission of the organisation, with a clear definition of the business and clients of the organisation. The mission is followed by the overall long-range strategic objectives of the organisation. Fox (1991 : 51) in Fox, et al (ed).

(a) **Welfare officers' involvement**

Although all respondents were not involved in setting missions, 66% performed the function of setting long-range strategic objectives either on their own as

welfare officers or with professional subordinates. These objectives had to do with what respondents referred to as welfare programmes which will be described in the ensuing relevant section.

(b) **Obstacles encountered**

Obstacles encountered were the following:

- Some set objectives were above the level of understanding of target communities, and thus those objectives had become unattainable.
- Welfare officers usually set objectives for social workers who as a result became overdependent on welfare officers and therefore unable to set objectives on their own.
- Social workers planned activities for attaining objectives and confused them (activities) with objectives. Such confusion caused failure on social workers' part to evaluate the attainment of objectives.

(c) **How obstacles could be overcome**

- Communities must be well informed on available welfare services to enable them to participate meaningfully in goal or objective setting.
- Training of both welfare officers and subordinates is essential.

Training was provided for all respondents in setting goals and objectives. However 75% of respondents desired further training to include setting aims, missions and objectives. Lectures, demonstrations and manuals were preferred forms of training.

8.2.2 **Planning**

Planning is reasoning about how an organisation gets where it wants to go. The essence of planning is to see opportunities and threats in the future and to exploit or control them by decisions taken in the present (Training Manual, 1992 : 126).

Planning can be divided into the following three levels:

- Top level planning - where broad policy and chief objectives are formulated. Budgeting is an important part of the process; as it is a master plan, which is formulated in monetary terms.
- Middle level planning - where the broad policy and chief objectives are broken down in specific terms, but with the emphasis on matters related to the various functions that are essential to achieve the department's objectives.
- First level planning - where the final execution of the general coherent function is planned.

(Training Manual, 1992 : 128).

(a) **Welfare officers' involvement in planning**

All respondents were not involved in top level planning. Middle level planning was performed by 66% of interviewees who were also involved in setting goals and objectives. Middle level planning focused on activities that were to be undertaken in order to

attain the set objectives. Planning for the year was also performed at middle level.

All respondents were involved in first level planning. Examples given were monthly and weekly plans.

(b) **Obstacles encountered and ways of overcoming them**

Respondents encountered the following various obstacles:

- Inability to implement certain plans due to pressure of work.
- No format had been designed for comprehensive middle and first level planning.
- Head office imposed deadlines which interfered with one's plans.
- Imbalance between human resources and physical resources, for example, one office car to four social workers - this made planning difficult.

(c) **How obstacles could be overcome**

- Pressure of work could be overcome by delegation of work, working overtime and employment of more staff.
- Head office must design formats in consultation with welfare officers.
- Head office must submit their work plans in advance to enable welfare officers to fit in their own plans in order to avoid conflict of deadlines.

8.2.3 **Programming**

Once objectives are clear and plans have been formulated, programmes can be constructed to provide for actions to achieve the objectives (Cloete, 1991 : 209). Programming involves the listing of duties to be performed by employees who will co-operate to achieve an aim/mission/objective. Programming also includes the action plan which lays out steps that will be followed in implementing the programme.

Programming ensures that all activities contribute to the realisation of predetermined goals, which are clearly defined and identifiable. Programming is also a means through which the procedure can be defined and co-ordinated in order that the goals of the project can be achieved successfully and timeously. Through programming, evaluation of steps and goals is possible (Training Manual, 1991 : 129).

(a) **Welfare officers' involvement in programming**

Performance of programming function was performed by 80% of interviewees. All welfare officers in ex KwaZulu Government Department of Welfare and Pensions were expected to be involved in what they referred to as welfare programmes, on a short or longer term basis. In short-term programmes, welfare officers were for example, expected to facilitate their districts' participation in the celebration of 'KwaZulu Welfare Week'. This occasion which was held annually would be launched by head office during a selected particular week. Later on, during the week

following the week of launching "KwaZulu Welfare Week", all districts of former KwaZulu had to undertake specific activities on a daily basis. Such activities were geared towards propagating community awareness of services rendered by the welfare department. Before undertaking "Welfare Week", welfare officers had to submit the entire programme of activities in advance to head office. After the planned programme had been carried out, welfare officers had to submit progress reports to head office.

A longer term welfare programme consisted of structured activities which were programmed for implementation over say a six to twelve months period.

Such activities were focused on attaining specific objectives which would address social problems. Welfare officers would select social problems that affected the largest number of clients and formulate a welfare programme that would be targeted at the

selected social problem. If for example the selected social problem was poverty, a welfare programme would be formulated with the objectives of addressing the causes of poverty. Respondents highlighted the significance of addressing causes rather than dealing with symptoms of poverty.

Classic examples of dealing with symptoms of poverty were maintenance grants which were facilitated by welfare officers to assist poor families. All respondents maintained that maintenance grants perpetuated dependency and did not empower clients to break away from the poverty cycle. Hence a welfare programme would first determine the causes of poverty which might be the lack of income-generating skills and lack of job-opportunities for clients.

When the causes of poverty had been identified objectives would be formulated and a programme of activities would be clearly listed. Such activities

would be programmed to attain the identified objectives.

In the aforementioned example, such activities would be training of clients in such skills as sewing and gardening.

Before the programme was implemented, a specific number of welfare clients who were affected by poverty would be selected. After consultations with the selected group, the programme would be implemented, starting with skills training. After the skills had been acquired by welfare clients, self-help projects might be initiated in order to create self-employment opportunities for the successfully trained group. Welfare officers were expected to submit progress reports after every three months to head office until the programme was finalised.

(b) **Obstacles encountered and how to overcome them**

Welfare programmes at district level were not financed by head office. Welfare officers had to struggle on their own to mobilise resources. Consequently very few welfare programmes were carried out successfully, while many were thwarted because of lack of funding.

Head office prescribed too many welfare programmes and set unrealistic deadlines which were not easily met.

(c) **How obstacles could be overcome**

Head office should make budgetary provision for all welfare programmes.

Each district should be allocated a quota of welfare programmes which should be manageable in terms of available manpower and physical resources.

All respondents had undergone training by means of special guidelines and directives which were made available for performing the programming function.

Further training was not considered as necessary by all interviewees.

8.2.4 **Marketing missions/objectives/goals**

In the public sector, the purpose of the services rendered by the state departments, local authorities and other institutions are not always obvious to members of the public. Therefore it is the duty of every public institution to inform the population about policies decided upon by legislatures as well as objectives to be achieved with the implementation of policies.

Whereas policy-makers will have to market their policies, it will be obvious that the institutions and the officials who will implement the policies will be better placed to market the implementation of aims/mission/objectives. Thus the

marketing of policies will be an essential managerial function in the public sector. Indeed the aims/objectives/missions should be marketed in such a manner as to obtain the co-operation of the population for their achievement (Cloete, 1991 : 210).

(a) **Welfare officers' involvement**

The marketing function was performed by 30% of respondents, mainly to a limited extent. These welfare officers performed what they perceived as public relations work in order to promote acceptance of existing welfare services as well as any changes that might be initiated in terms of operational policy.

Three of 70% of respondents who did not perform the marketing function forwarded the following reasons:

- Head office was undemocratic. Once their objectives had been spelled out, they expected these objectives to be accepted and implemented without question. If the proposed actions were not accepted or implemented, the welfare

officer responsible was blamed and regarded as ineffective and incompetent by head office.

- While marketing was expected prior to implementation of welfare programmes which most welfare officers formulated, very few had the time and the ability to market the objectives of these welfare programmes.

(b) **Obstacles encountered and how they could be overcome**

- Lack of interest and indifference of some community leaders..
- Lack of physical resources like transport and general work-related crises.
- There were sometimes conflicts of interests when top-level policies did not tally with communities' needs, agendas and priorities. Head office deadlines were usually challenged by the public.

(c) **How obstacles could be overcome**

- More enlightened leaders should be elected and such leaders should have a proven track record of welfare-mindedness and public-spiritedness.
- Adequate resources should be provided. Welfare officers must be prepared and ready to overcome crises, in order to be able to fit in the marketing function into their work schedules.
- Objectives must be formulated in co-operation and consultation with welfare officers who were well-versed with grassroots wants, aspirations and priorities.
- Welfare officers needed intensive training in order to market policies in a diplomatic manner.

As all interviewees did not receive training in marketing missions, goals and objectives, they all expressed the need for training through in-service training and manuals.

8.2.5 **Identifying and reporting short-comings**

Public functionaries have the task of identifying bottlenecks in the implementation of policies and propose possible readjustments to the policy.

Circumstances also change continually and policy is therefore never static. To comply with demands of a particular period of time, policy may have to be changed accordingly. This requires special sensitivity from the public functionary to be receptive to change so that policy and goals can be adjusted (Commission for Administration, Training Manual, 1992 : 8).

(a) **Welfare officers' involvement**

All respondents reported performing the function of identifying and reporting short-comings such as:

- The increase in the number of sophisticated pensioners who objected to the time-wasting current system of pension payment. Introduction of payment into pensioners' individual bank accounts was recommended.

- Increase in the number of pensioners in general and their suffering at pay points as they waited in long queues, enduring exposure to elements, without water, food and toilet facilities.
- Increasing number of unpaid social security beneficiaries due to inefficient administrative practices.
- Lack of policy directives relevant to current social needs and problems like child abuse, aids sufferers, homosexuality, abortion, terminally-ill clients, homelessness and drug abuse.

(b) **Obstacles encountered and how to overcome them**

The following were reported as obstacles encountered:

- Head office's delayed response to reports.
- Lack of understanding and appreciation by head office of the magnitude of reported shortcomings even when such reports were endorsed by petitions from the public.

(c) **How obstacles could be overcome**

- The amalgamation and integration of all former government departments should resolve head office's delayed response to reports as head office will be compelled to be more efficient and responsive.
- Members of the public should therefore resort to picketing and sit-ins if their petitions continue to fall on deaf ears of the welfare department. Politicians from all different political parties should put concerted pressure on top-management.
- Administration must be democratised through the principles of accessibility, transparency and consultation.

While no specific training was obtained by all respondents, no training needs were expressed by all respondents in respect of identifying and reporting short comings.

8.3 CONCLUSION

All respondents were involved in most policy-implementation functions except setting missions.

Respondents identified obstacles in all the functions they performed. Some obstacles that were attributed to head office included deadlines imposed by head office which made planning difficult. Head office also failed to finance welfare programmes. Yet it was head office who prescribed too many welfare programmes. Head office also failed to respond timeously to reported shortcomings.

Training was provided for welfare officers in the form of guidelines in respect of setting objectives, goals, planning and programming. Needs for training in marketing missions goals and objectives were expressed by respondents.

CHAPTER NINE

IMPLEMENTING ORGANISING PROCESSES

9.1 Introduction

In the public sector, the institutions which will have to implement policies as well as the organisational structures of these institutions will usually be prescribed by the institutions (for example head offices) which have to undertake the conceptual and directive functions.

The managerial parts of the organisational activities will thus consist of the action parts, for example, the day-to-day assignment of duties to employees, co-ordinating functional activities and checking that the communication system is functioning effectively.

The research data that was collected on implementing organising processes is presented hereunder with theoretical explanation of the following activities:

- Determining co-ordinating systems
- Setting duty inventories for units and individuals

- Constructing communicating systems.

9.1.1 **Determining co-ordinating systems**

Every organisational unit represents a team of workers who will be co-operating to attain prescribed aims/objectives/missions. To ensure that the aims/objectives/missions will be attained, the activities of the workers must be integrated and co-ordinated on a continuous basis (Cloete, 1991 : 20).

(a) **Welfare officers' involvement**

The co-ordinating function was performed by 33 % of respondents. The main focus of their function involved other government department officials and non-governmental organisation members who served the community.

The determination of co-ordinating mechanisms were aimed at eliminating overlapping and duplication of services.

The following co-ordinating mechanisms were determined:

- Formulation of district central case registers to which all private and public agencies in the district would enrol their clients. This would serve as a source of reference to establish at any time when client requests service - whether he/she has received service of any kind elsewhere, from registered agencies.
- Establishment of community workers' forum, which would endeavour to address major community problems such as flood disasters, political or faction violence, or engage in concerted efforts like fund-raising and public education programmes.
- Formulation of a directory of community and welfare services - serving as a source of reference . The 67% of respondents who did not perform the co-ordinating function stated that they lacked the necessary know-how. Head office was also blamed for expecting welfare

officers to perform the co-ordinating function without provision of guidelines.

(b) **Obstacles encountered and ways of overcoming them**

Respondents encountered the following obstacles:

- Lack of co-operation from members' of other departments who avoided commitment and active involvement in the implementation of projects that had been planned for joint implementation, for example, education programmes.
- Lack of co-operative spirit and the negatively competitive attitude of other community service providers.
- Inferiority complex of other service providers who were not graduates from universities - resulting in lack of in-puts from them during meetings and also lack of participation.

(c) **How obstacles could be overcome**

The above obstacles would be resolved by providing workshops for all role-players whereby emphasis would be on developing the team spirit on the understanding that nobody is dispensable, if man in society is to be served in his totality, through the holistic approach. All role players have unique talents which they were obliged to offer if the delivery of service was to have quality and high standards of efficiency. Hence nobody should feel inferior or dispensable in the service of the community.

The above attitude was particularly essential as future community service initiatives would be non-racial, and non-sexist. Racial tolerance and mutual acceptance should thus underlie co-ordinated service delivery.

All interviewees reported to have not undergone training on determining co-ordinating mechanisms. Hence all respondents expressed the need for training and they preferred on-the-job training with manuals and guidelines.

9.1.2 **Setting duty inventories for units and individuals**

When an institution is created, provision could be made for allocation of functions or duties to its constituent units and the officials who will man the units (Cloete, 1991 : 211). Setting duty inventories entails the detailed recording of duties with full descriptions thereof. Apart from duties, there are procedure manuals, minutes, circulars, and notices which the post-incumbent must know of (Training Manual, 1991 : 8).

(a) **Welfare officers' involvement**

Setting of duty inventories was performed by all interviewees, especially for newly employed staff, and staff transferred from other districts.

Such duty inventories included not only lists of duties but also procedure manuals, acts and guidelines to which officials must refer to establish how the duties would have to be performed.

Respondents also continually added to the existing list of duties whenever additional tasks were introduced from time to time. Relevant procedure manuals had to be compiled for such newly added duties.

(b) **Obstacles encountered and how to overcome them**

Obstacles encountered by 20% of the respondents were the following:

- Different perceptions of duties performed between head office on the one hand, and welfare officers on the other. For example, the enormous work of the administration of maintenance grants which occupies 80% of working time by both professional and administrative staff was regarded as insignificant by head office, whereas welfare officers regard it as vitally important.
- In rural areas there were no private welfare agencies which specialised in various-categories of welfare work as in urban areas. In urban areas there were private welfare agencies which

specialised in mental health, cripple care, old age, crime, child welfare, epilepsy, drug addiction and alcoholism. Our social workers in rural areas dealt with a wide spectrum of various categories of welfare work involving a variety of social problems. The available format for listing duties did not accommodate the enormity of tasks performed by social workers in rural areas.

(c) **How obstacles could be overcome**

Head office must redesign the format of duty inventories and redefine the scope of the welfare officers' and social workers roles and functions. Welfare officers and their subordinates should know clearly and exactly where their functions should begin and end.

Training was provided for all welfare officers and procedure manuals were made available for the function of setting duty

inventories for units and individuals. Further training was thus not considered as essential by all respondents.

9.1.3 **Constructing communicating systems**

The managerial part of the organising function requires the official in charge of every institution to keep a close watch on the manner in which the organisational arrangements are meeting the requirements of the public/clients. Because a community is always in a state of flux, the organisational arrangements to provide goods and services must be changed to meet communities' needs, for example, population in an urban area or region could require new local offices to provide specific public services. Therefore officers in charge of local and regional offices should remain on the lookout for organisational arrangements to be communicated to head office (Cloete, 1991 : 210).

(a) **Welfare officers' involvement**

The communication function was performed by 40% of interviewees mainly as follows:

Communication systems were established with formalising staff meetings - whereby circulars, directives, and instructions from head office were presented and discussed with staff. In turn staff queries, reports and problems were discussed for communication to head office via the regional head. Establishment of pensions committees and liaison with chairmen of these committees was maintained in order to receive complaints about pension related problems which were not resolved by magistrates offices or by head office.

Joint meetings were also established with the Magistrate and his subordinates, and pensions committees in order to thrash out problems of maladministration, and disharmony between pension clerks and pension committees. In order to communicate with head office, copies of minutes of staff, or pension committee meetings, memoranda, and progress reports were forwarded to head office.

Letters, fax machines and telephones were also used for communication with head office.

(b) **Obstacles encountered and how to overcome them**

Some communication structures, for example pension committees were imposed by head office.

The above imposition of pension committees (pension committees serve a useful function of dealing with pension-related problems of pensions) was performed by head office without any consultation with the Department of Justice which controlled and performed the "paymaster" function of pension administration in rural districts. Such consultation should have resulted in the issuing of a policy directive from both welfare and justice departments through which they could approve the existence and function of pension committees.

As a result of the above omission, pension committees' performance at pension paypoints was

regarded as interfering by clerks who were paymasters under the Justice Department. Some Magistrates also did not accept nor recognise pension committees. The above situation frustrated welfare officers who were expected by head office to enable pension committees to function effectively.

Another obstacle was the fact that head office seldom responded to letters, memoranda, or minutes of meetings and reports. This lack of response has resulted in the loss of credibility by both staff and some communities for the head office administration.

Respondents contributed the above problem to the vast distance between head office and district offices. The distance aggravated delays in postal deliveries, and the telephone system at head office was not adequate to facilitate easy communication.

(c) **How obstacles could be overcome**

The apparent solution to the imposition of pension committees by head office would be consultations at all levels and also to let communities decide as to how they preferred to communicate with the welfare department. Pensioners, as consumers, have a democratic right to be consulted before any decision which affects them is taken, at any level of decision making.

The problem of the vast distance between head office and district offices could be improved if head office's administrative functions would be decentralised or regionalised.

Although training in constructing communicating systems was acquired by 40% of the interviewees, all respondents desired training by means of in-service training and manuals.

9.2 CONCLUSION

The involvement of respondents in determining co-ordinating systems was 33 %, while 100% were involved in setting duty inventories for units and individuals, and 40% were involved in constructing communicating systems.

Respondents encountered obstacles in all the functions they performed. In determining co-ordinating systems they experienced lack of co-operation from other government officials as far as joint activities were to be implemented.

In setting duty inventories for units and individuals, one of the experienced obstacles was the imbalance between the listed duties and the actual amount of work performed by welfare officers and social workers.

In constructing communicating systems some of the problems encountered was the head office - imposed communication structures and the lack of response from head office. Training in determining co-ordinating systems and constructing communication systems was needed by all respondents.

CHAPTER TEN

IMPLEMENTING STAFFING POLICIES

10.1 **Introduction**

Implementation of staffing policies refers to:

- Personnel provision: which embraces the establishment of staff structures, determination of overhead directions and appointments, placing, disciplining, transferring, promotion and termination of service.
- Utilisation of personnel: which includes allocation of duties, leading, motivation, counselling, merit evaluation, training and development.

In the ensuing pages findings are presented on the following functions that were researched:

- Leading
- Motivation
- Training

- Merit rating
- Mainlining discipline
- Counselling
- Reporting on personnel systems and individuals.

10.1.1 **Leading**

The main function of a supervisor is to lead subordinates to attain objectives/targets set for the implementation of policy. To be able to lead subordinates, supervisors must display leadership, which is the ability to motivate others to achieve defined objectives (Cloete, 1991 : 213).

(a) **Welfare officers' involvement**

All interviewees performed the leading function as shown by the following examples:

- convening and chairing of staff meetings;
- initiating discussions, providing information;
- interpreting policy directives and circulars;
- accounting for office functions;
- giving guidance, solving problems;
- settling disputes;

- supervising the overall running of the office.

(b) **Obstacles encountered and how to overcome them**

Respondents encountered the following obstacles:

- Subordinates became overdependent on one's leadership and failed to use their initiative or discretion when one was on leave for instance.
- Lack of confidence as to whether one has made the right decision or has taken correct action.
- Welfare officers were isolated from top management as a result of distance, and therefore lacked support when that was needed. Consequently welfare officers lacked credibility and subordinates lost confidence in them (welfare officers).

(c) **How obstacles could be overcome**

- Provision of training to subordinates and delegating certain functions could overcome the problem of the lack of initiative and overdependence of subordinates.

- Head office can build up welfare officer's credibility by being supportive, responsive and co-operative instead of being uncommunicative and impersonal.

Although 80% had acquired training all respondents expressed the need for more training in the leading function. This was more so especially in view of the non-racial and democratic work environment to which the respondents had to adjust. Workshops and role-playing were forms of training that were preferred by all interviewees.

10.1.2 **Motivating**

Motivation as a management activity can be described as all efforts used by a business manager to encourage his subordinates to perform at their best out of own free will. (Training Manual, 1992 : 41).

In reality work motivation is a fine but complicated instrument which must be played with great skill in order to

achieve real success. In fact, it is not possible for the supervisor to motivate others in the real sense of the word. The task of the supervisor is rather to create the climate in which the worker can motivate himself. (Training Manual, 1992 : 42).

(a) **Extent of welfare officers' involvement**

Motivating was performed by 40% of interviewees who described the following circumstances under which motivation was performed.

- when additional unusual tasks had to be performed, for example, surveys;
- when staff morale was low;
- when staff members were lazy and demotivated.

The following instances were cited on how respondents motivated staff:

- by collectively and individually addressing staff on advantages of working hard and possibilities of promotion;

- by writing memo's and highly commending achievements made by staff;
- by granting concessions like time off or flexitime.

(b) **Obstacles encountered and how to overcome them**

Respondents encountered the following obstacles:

- Workloads were too large - thus it was difficult to motivate staff to perform miracles by doing what was evidently impossible.
- Working conditions were not conducive to high morale. Social workers' functions were too demanding, far less rewarding in terms of success rate with social problems and low remuneration.
- Lack of know how.
- Staff were always aggrieved by lack of resources, by being overworked and underpaid.
- Results of motivating were seldom positive.

(c) **How obstacles could be overcome**

- Rationalising duties and equalising workloads to enable staff to cope and manage their workloads effectively.
- Improving work-conditions and induce staff to enjoy their work.
- Mobilise work incentives like merit awards, in recognition of work done.
- To provide adequate training.

In spite of the fact that 80% of respondents underwent training in motivating all interviewees favoured more training in the form of workshops and role-playing

10.1.3 **Training**

Regardless of background and academic qualification, nobody is fully prepared for his task in the public service without further training. Apart from the novice, the experienced officer also has a permanent need for ongoing in-service training because of the constant increase of technological and other changes. Training is not only

directed at the acquisition of knowledge and skills but it also includes improvement of specific virtues and attitudes like diligence, loyalty and responsibility as objectives (Training Manual, 1991 : 48).

(a) **Welfare officers' involvement**

All welfare officers reported involvement in the training function. Following were examples given:

- Orientation of newly employed staff and social work students from Universities who were on practical work placement.
- Training of communities involved in pension and creche committees on how to conduct meetings, duties of office bearers like the chairman, secretary and treasurer.
- Training staff on new procedures of work.
- Identifying training needs and reporting these to head office.
- Training senior social workers to perform tasks that were delegated to them.

(b) **Obstacles encountered and how to overcome them**

Obstacles were encountered by 75% of respondents who stated as follows:

- Public Service Commission did not heed welfare officers' recommendations that were based on identified training needs, hence:
- Training programmes were inadequate to address all training needs.
- Public Service Commission compiled and implemented training schedule without consulting welfare officers, this caused conflict with plans that had been made in advance by welfare officers.
- Certain Universities who sent students for practical training never consulted with agencies to monitor progress or problems which might be discussed.

(c) **How obstacles could be overcome**

Formulation of training programmes must be preceded by consultations involving Public Service Commission and welfare officers. Regular meetings should be held with welfare officers and Universities' supervisors of social work students.

All welfare officers were provided with manuals on training and they also underwent training on the orientation of staff and student social workers. No further training was considered as necessary by all respondents.

10.1.4 **Merit rating**

Continuous evaluation of the conduct and effectiveness of personnel is essential. This is especially the case in a personnel system where the merit principle applies.

The evaluation system has to be applied by supervisors by recording their findings in writing and submit their reports

on their respective subordinates, in the first instance to their own supervisors, and finally to the top official of the executive institution or even to the central personnel institution.

(a) **Welfare officers' involvement**

Research findings disclosed that all interviewed welfare officers, including those that were not interviewed, performed the merit rating function.

In performance of merit rating function welfare officers followed the following prescribed procedure:

- Writing of personnel evaluation reports which were based on subordinates' performance and achievements.
- Personnel reports were allocated ratings calculated on the basis of norms and standards achieved. Such norms and standards were represented by certain qualities like, insight, initiative, loyalty and productivity. Merit

ratings were classified as below average, average, and above average.

- After a twelve month period, welfare officers calculated summaries of ratings acquired over four three-month periods. Each rating should be accompanied by a statement which justifies the rating awarded on the basis of a particular quality. If an officer was awarded an above average rating, the welfare officer had to give a strong motivational statement, with traceable evidence of the performance achieved.
- All documents related to personnel evaluation had to be submitted to head office. The central merit committee studied all the documents and made final calculations, assessments and recommendations, which had to be endorsed by the Secretary, before submission to the Public Service Commission.

(a) **Obstacles encountered and how to overcome them**

All respondents forwarded the following statements as difficulties encountered:

- Lack of feedback from head office, after reports had been submitted. Welfare officers and subordinates never obtained information about identified strengths and weaknesses, which should be available after assessment by the Central Merit Committee.
- The personnel evaluation procedure was reported as too confusing and time consuming.
- Most subordinates did not submit reports of their achievements on their own, yet welfare officers were required to report on subordinates' performance whether subordinates had or had not submitted reports.

(c) **How obstacles could be overcome**

- The head office must address the obstacle of lack of feedback in order to justify the necessity

for the merit system. In order to address the obstacle, head office should report back on identified achievements and shortcomings of each and every worker. Achievements should be rewarded. Shortcomings should be rectified by provision of appropriate guidance and training.

- The merit system could be reviewed and simplified to enable both welfare officers and subordinates to cope with all the requirements of the merit system.

Training that was provided in all aspects of personnel evaluation including merit rating, was regarded as sufficient by all interviewees. Hence all respondents did not require further training.

10.1.5 **Maintaining Discipline**

Provision should be made for cases where subordinates disobey orders, violate rules, or render poor service.

The procedure which should be followed in these cases is usually set out in relevant legislation like in Section 17, 18 and 19 of the Public Service Act, 1984 (Act III of 1984). Formal hearings may be held to prove wrongful conduct. Where failure to work properly is involved, the supervisor could dispose of the matter himself by having a confidential interview with the subordinate concerned and giving him suitable guidance.

Maintenance of discipline against misconduct or unsatisfactory work performance could involve warnings or reprimands, transfers, suspension, demotion, fines or dismissals. However, dismissal will take place only as a last resort, that is only after every effort has been made to rehabilitate the worker but to no avail (Cloete, 1991 : 214).

(a) **Welfare officers' involvement**

Respondents (66%) performed the disciplinary function according to research findings. Disciplinary action reported was however mainly taken against minor misdemeanours, for example:

- late coming, absenteeism, leaving without permission;
- failure to carry out instructions, unsatisfactory work performance;
- disharmony among staff members;
- discourtesy towards the public;
- excessive use of telephone;
- wastage of office stationery;
- disorderly behaviour.

(b) **Obstacles encountered and how to overcome them**

- Some subordinates did not have positive attitudes towards being disciplined, they took discipline too personally as if one was against them as persons.

- It was also difficult for some respondents to discipline subordinates who were older than welfare officers by age.
- Welfare officers also had their own shortcomings which subordinates knew about. When such subordinates were disciplined, they challenged welfare officers about their shortcomings and expected their misconduct to be ignored or covered up.
- Head office had failed to set a good example of maintaining discipline. There were, for example, several officials who had been observed at head office to be under the influence of liquor during office working hours. Yet they had never been disciplined by top-management officials. Instead some of those officials were transferred (not as disciplinary measures) to other district offices. Welfare officers were expected to report on those officials to head office. Possibly such reports would be used as evidence justifying the

dismissal of such officials, so that welfare officers would bear direct responsibility for such dismissals. That was "dirty work" which welfare officers were not prepared to do for head office.

(c) **How obstacles could be overcome**

- Welfare officers could overcome the obstacle of the subordinates' negative attitude towards discipline by focusing on the wrong doing per se and not on the wrong doer as a person.
- The answer to head office's failure to set a good example, and to welfare officers who have short-comings that are known by subordinates, is for both top officials at head office and welfare officers to address their weaknesses and short-comings and lead by good example.

Training was acquired by 60% of respondents on maintaining discipline. 40% of the respondents

expressed the need for training and they preferred guidelines and manuals.

10.1.6 **Counselling**

In the work environment, subordinates may experience stresses and strains. Personal problems may also emanate from private lives of officials and such personal problems may affect the subordinates' work performance.

It is accepted and expected nowadays that officials should be given assistance in order to enable them to cope with the anxieties, stresses and strains emanating from pressures of private or work lives. The supervisor should grant the individual concerned a confidential interview and offer him constructive advice on how best to cope with his difficulties or anxieties (Cloete, 1991 : 218).

(a) **Welfare officers' involvement**

Findings established that counselling was performed by 66% of respondents towards subordinates who had

experienced personal problems resulting from either personal lives or from the work environment or both.

Examples of problems for which counselling was provided were as follows:

- A subordinate who was bitterly aggrieved by the death of his wife. He was left with two school-going children who lived with a domestic servant in Pietermaritzburg, while he worked and resided at Ulundi.
- A subordinate who was due for retirement and needed an extension of the period of retirement. As a widower he still had to finance the education of his daughter. He was frustrated as head office seemed to be unsympathetic and reluctant to grant him the required extension.
- A subordinate who was agitated after the hijacking of an official car she was driving.

(b) **Obstacles encountered and how to overcome them**

Interviewees encountered the following obstacles:

- Lack of confidence that one's counselling was or had been effective.
- Unmarried young respondents felt awkward and incompetent when they had to counsel married subordinates with marital or financial problems.
- Head office did not regard counselling staff as significant, hence with no supportive resources for welfare officers, subordinates disregard welfare officers counselling and viewed it as being "toothless".

(c) **How obstacles could be overcome**

- Lack of self-confidence in counselling could be overcome by intensive training in order to equip welfare officers to deal skilfully and confidently with subordinates who needed counselling.
- Head office should also provide relevant guidelines and resources for assisting welfare officer's performance of the counselling function.

All interviewees reported to have acquired training at the University while they were still social work students. However 90% of the respondents still preferred further training by means of demonstrations and on-the-job training.

10.1.7 **Reporting on personnel systems and individuals**

As personnel establishments are formalised at policy level, changing of such establishments should originate from the operational level.

The supervisor is responsible for assessing the needs for changing existing personnel systems and submit proposals in respect of (for example) creation of more posts regarding existing posts or abolishing existing posts (Cloete, 1991 : 212).

(a) **Welfare officers' involvement**

All respondents performed the function of reporting on personnel systems and individuals. Practical examples that were cited were the following:

- Quarterly reporting of existing staff establishment was performed by all district welfare officers.
- Proposing for regrading of administrative clerk to registry clerk.
- Proposing for employment of staff to replace employees who resigned after being afflicted by violence.
- Applying for refilling of posts which were left vacant by transferred staff.
- Reporting the need for recruitment of staff in view of increased responsibility assigned by head office.
- Proposing creation of new posts of nightwatchmen, handymen, and employment of general assistants and clerical staff in view of additional administrative responsibilities

(pension administration and maintenance grant)
taken over from the Magistrates' offices.

- Reported need for demotion of senior social worker who was involved in corruption.

(b) **Obstacles encountered and how to overcome them**

There were 90% respondents who experienced either delayed or no response from head office. Only 10% reported prompt response from head office either positively or negatively.

- One respondent who had proposed the demotion of a senior social worker complained of the "undiplomatic" manner by which head office handled the matter, resulting in being hated by the demoted social worker.
- Head office tends to favour certain districts over others. When responding to proposals for staff employment, head office had sometimes disapproved on the grounds of budgetary constraints.

(c) **How obstacles could be overcome**

- There were specific individuals at head office who were known to have been responsible for delayed responses and inefficient delivery of administrative services. Such inept officials must be reported to their superiors at head office. Patience and persistence was also suggested in order to overcome the frustration of delayed responses.
- Head office must be compelled by policy to allocate funds on the basis of certain criteria such as population size and assessed needs. Favouritism by head office must be prohibited.

Training was acquired by 70% of respondents. The 30% of respondents who did not obtain training preferred training through manuals and guidelines.

10.2 **CONCLUSION**

All respondents performed the leading function while motivation was performed by 40% of the interviewees. Merit rating and training was performed by all respondents, and so was reporting on personnel systems and individuals.

Counselling and maintaining discipline was performed by 66% of the interviewees. All respondents had acquired training in merit rating and thus expressed no need for further training. Training was however required in counselling, motivating, leading, maintaining discipline and in reporting on personnel systems and individuals.

The most preferred forms of training were in-service training and manuals.

CHAPTER ELEVEN

IMPLEMENTING FINANCIAL PROCESSES

11.1 INTRODUCTION

The implementation of financial processes includes submitting a draft budget annually with regard to expenditure incurred, ensuring that funds approved in the budget are spent according to instructions.

In this regard, managers also should ensure that a record is kept in the commitment register of all financial commitments which are made, and that in each office where money is physically handled, an excerpt of the financial manual, with regard to collecting, safe-keeping and depositing and paying-out of state funds is at hand.

Ensuing at this juncture is the presentation of research findings on the undermentioned five functions related to financial processes:

- Cost-benefit analysis/costing
- Preparing draft estimates of income and expenditure

- Accounting
- Auditing
- Reporting

11.1.1 **Cost-benefit/analysis/costing**

Cost-benefit analysis is a technique which allows public managers to compare the various decision-alternatives on the basis of the cost/benefit ratio, which is assessed in monetary value. It can be said that the lowest ratio alternative should be recommended as the most optimal economic solution (Fox, 1991 : 288) in Fox, Schwella and Wissink (ed).

While cost-benefit analysis measures both costs and benefits in a common monetary value, cost-effectiveness analysis measure costs in monetary value (budget expenditure) and effectiveness is measured in other units such as satisfaction of consumers or quality of goods/services.

(a) **Extent of welfare officers' involvement**

All respondents were not involved in cost-benefit analysis function. The above function was regarded as feasible and essential by 75% of respondents. An example given was the fact that the technique could be applied to decide on which suppliers (for example, for repairs of office equipment) they could deal with on the basis of quotations submitted and quality of services expected. An analysis of maintenance grants also could be made by measuring effectiveness on improvement of clients' economic positions.

(b) **Obstacles encountered and how to overcome them**

As all respondents did not perform the function of cost-benefit analysis the question of whether they encountered obstacles and how obstacles could be overcome was not applicable to all interviewees.

No training was acquired by all respondents in cost-benefit analysis. All interviewees regarded this function as very significant and thus they all favoured

to be trained through on-the-job training and by means of procedure manuals.

11.1.2 **Preparing draft estimates of income and expenditure**

Public managers will play a pivotal role in the preparation of the estimates of income and expenditure. The managers should know how their fields will develop in the foreseeable future. Thus they should be able to forecast the amounts of money to be requested when the estimates are prepared (Cloete, 1991 : 215).

(a) **Welfare officers' involvement**

While all respondents did not perform the above function, 75% of the respondents stated that preparing draft estimates of income and expenditure should be performed by all welfare officers. Welfare officers were in the best position to forecast the financial needs of their offices and of clients' services. At the time of research welfare officers were not authorised to submit draft estimates of income and expenditure.

(b) **Obstacles encountered**

Although all welfare officers did not submit draft estimates of income and expenditure, they experienced obstacles with regard to funds allocated to their districts. Such funds were forwarded to Magistrates' offices and such funds fell under their direct control, and not under the control of welfare officers. At the time of research the welfare funds which were controlled by magistrates were allocated for the following categories of welfare needs:

Poor relief: used for destitute persons who had no source of income. The Magistrate could use his discretion as to whom and how much could be paid out for the benefit of destitute persons.

Relief of distress: used for victims of floods, fire, storm, or violence. The Magistrate either used his discretion to utilise the above funds, or consulted with tribal chiefs who brought the victims to the Magistrate's office.

Drought relief: This allocation was meant for assisting unemployed families and it was utilised along the same lines as the relief of distress fund.

Rail warrants, pauper burial: These funds were also under the direct control of the Magistrates. Rail warrants were issued for persons who needed money for travelling in order to reach their places of residence. Such persons could be mentally deranged, aged persons, or ex-prisoners. Pauper burials were authorised for destitute persons whose relatives can either not be traced, or cannot afford normal funeral expenses.

With regard to allocation for welfare funds, most Magistrates never informed welfare officers about the amounts allocated for various categories of welfare needs and how such funds had been utilised by Magistrates.

Welfare officers were frequently approached by destitute clients who needed assistance for various reasons, including clients whose grants had lapsed, victims of violence, fire or floods disasters, and unemployed families.

Very often when welfare officers enquired about the availability of welfare funds, in order to help clients, very few clients would be assisted. It was common occurrence for welfare officers to be informed by Magistrates that welfare funds were exhausted. Such common occurrence could be avoided if Magistrates timeously applied for more funds before available funds were exhausted. As a result of Magistrates' inefficiency, many clients were deprived of assistance which they deserved and to which they were entitled. Welfare officers noted that clients who were served by other government department such as the ex Natal Provincial Administration, former House of Representatives, former House of Delegates and ex House of Assembly were not subjected under similar

irregularities and malpractices as clients who were served by the ex KwaZulu Government's former Department of Welfare and Pensions.

(c) **How obstacles could be overcome**

Welfare officers envisaged that in the new non-racial democratic public service, Magistrates would no longer control welfare funds.

Welfare officers should have direct control of finances that are allocated for welfare needs, as they (welfare officers) are in the best position to identify and prioritize such needs.

Training in financial management skills, including budgeting and accounting, was required by all welfare officers in preparation for the democratic public service.

Lectures and demonstrations were preferred forms of training to enable welfare officers to perform the function of preparing draft estimates of income and expenditure.

11.1.3 **Accounting**

Public managers will usually be accountable for the stores, tools, equipment and other assets entrusted to institutions to which they are attached.

Public managers will have to see to it that adequate records are kept of the purchasing and issuing of stores, tools and equipment and writing-off items which have become useless by use or otherwise (Cloete, 1991 : 216).

(a) **Welfare officers' involvement**

The following were examples of the accounting functions performed by 66% of respondents:

- Keeping records of donations received in cash or kind and utilisation thereof;

- Maintaining records of staff salaries and claims for subsistence and travel obtained by staff;
- Keeping records of inventories;
- Maintaining records of transport costs, maintenance costs and petrol usage;
- Keeping records of requisitions, receipts, sale invoices for equipment and stationary purchased.

(b) **Obstacles encountered**

All respondents who performed the accounting function did not experience any obstacles.

(c) **How obstacle could be overcome**

The question of how obstacles could be overcome was not applicable to respondents who performed the accounting function.

No training was obtained by all interviewees. Training was perceived as essential by all respondents, including those who performed the accounting

function. Practical on-the-job training was preferred by all respondents.

11.1.4 **Auditing**

Public managers should ensure that records are kept of all transactions with financial implications. These records should be available for internal auditing throughout. The public manager should know how to make the best use of internal auditors to ensure that all transactions involving money will always be accountable (Cloete, 1991 : 216).

(a) **Welfare officers' involvement**

All respondents were not involved in performing the auditing function according to findings.

In the districts under the jurisdiction of the former KwaZulu Government the auditing function was performed by specialist employees who were assigned by head office's Department of Finance. However not all districts were visited by government auditors.

(b) **Obstacles encountered**

As no performance of the auditing function was reported by respondents, the question of obstacles encountered was not applicable to all respondents.

(c) **How obstacles could be overcome**

The question of how obstacles could be encountered was not applicable to all respondents.

All respondents reported to have acquired no training in auditing. As the auditing function was perceived as a specialist function which was beyond the responsibility of welfare officers, training was not considered as essential for auditing.

11.1.5 **Reporting**

Reporting on transactions with financial implications will always have to be submitted to higher authorities. Public managers need to be trained and developed for the performance of reporting functions (Cloete, 1991 : 226).

(a) **Welfare officers' involvement**

All interviewees performed the function of reporting transactions with financial implications including the following:

- Forwarding log returns indicating usage of official vehicles, distance travelled, petrol used and costs involved;
- Forwarding documents of payment for office rents, electricity, telephone and water;
- Submitting reports on theft of office equipment, including theft of office vehicles, car accident reports and quotes for repairs;
- Forwarding requisitions for stationery, equipment and costs involved;
- Submitting report on equipment that was no longer in use;

(b) **Obstacles encountered**

All respondents encountered no obstacles in performing the reporting function.

(c) **How obstacles could be overcome**

All respondents did not encounter obstacles in performing the reporting function, the question of how to overcome obstacles was not applicable to all respondents.

As procedure manuals and guidelines were at the disposal of all welfare officers, no training was regarded as essential on the reporting function.

11.2 **CONCLUSION**

While all respondents did not perform the cost-benefit analysis/costing function, and the preparation of draft estimates of income and expenditure, 75% of interviewees were in favour of performing these functions.

The control of welfare funds by Magistrates was perceived as a problem by respondents as many welfare clients did not benefit from such funds, due to the inefficiency of Magistrates.

Both accounting and reporting was performed by all respondents and no obstacles were encountered during the performance of these functions.

Auditing was not performed by all respondents and was regarded as beyond the scope and responsibility of welfare officers.

CHAPTER TWELVE

IMPLEMENTING WORK METHODS AND PROCEDURES

12.1 INTRODUCTION

The first function involved in implementation of work methods and procedures is method study to determine the motions involved in the completion of an assigned task. The second function could be to time each motion and to eliminate unnecessary motions. Thereafter the functions have to be analysed and repeated to ensure that they will continue to be effective at least cost.

While work methods and procedures are implemented, the manager must ascertain whether the job that is being done is aimed at reaching the goals of the institution.

The manager should also take note of procedures and methods followed by subordinates and determine whether unnecessary work is done. Likewise the manager must ensure that jobs are simplified.

The determination of the correct flow of work and the efficient layout of the office are also important facets of any manager's job.

Hereunder follows theoretical expositions and research findings on checking and devising methods and procedures.

12.1.1 **Checking and devising methods and procedures**

Checking and devising methods and procedures involves compiling procedure manuals and amending work-procedures and methods. A procedure deals with all tasks which have to be done in order to execute a process, while the method is the manner in which the task is done (Commission for Administration, Training Manual, 1991 : 26).

The manager must regularly scrutinise the various forms used by his section or division in order to determine whether they still serve a relevant and useful purpose.

The manager must also ensure that time standards are allocated to tasks when the correct work procedures and methods are implemented.

Relevant items such as procedure manuals, task analysis sheets, branch diagrams, which are drawn up and kept up-to-date, and proper use thereof should also be the managers' concern and responsibility.

The function of checking and devising methods and procedures should enable the manager not only to simplify and facilitate tasks to be performed, but also to reduce costs and increase output of his/her units. People like to work in an institution which applies sound and effective work methods. Interest is stimulated, morale is boosted and employees in general display a healthy attitude towards their work.

The simplification of work leads further more to the establishment of standard methods and procedures which in turn serve as valuable aid in training employees.

(a) **Welfare officers' involvement**

All respondents reported their involvement in checking the work methods and procedures and amending them in order to adapt them to certain changes.

Most procedure manuals were devised by head office, for example:

- On how to write professional reports for:-
 - Children's court enquiries';
 - Maintenance grants,
 - Reconstruction and
 - After care services.

Welfare officers also simplified and translated other procedure manuals provided by head office in English to Zulu, for the benefit of semi-literate communities.

There were also other tasks on which 40% of respondents had to compile procedure manuals for which no provision had been made by head office, such as manuals:

- On how to establishment and development of creches, training of staff at creches;
- On how to establish pension committees;
- Supervision of professional and administrative staff;
- Report writing on child abuse;
- Organising workshops and conferences;
- How to address public meetings.

(b) **Obstacles encountered and how to overcome them**

Compiling procedure manuals was reported to be time-consuming and highly demanding in terms of creativity, originality and innovation. Yet very little recognition or commendation came forth with regard to this challenging task.

(c) **How obstacles could be overcome**

Respondents suggested that those who compiled procedure manuals should write personnel evaluation reports in order to be awarded the merit rating they deserved and commendations to which they were

entitled. If such awards were not forth-coming even when merit reports had been submitted, complainants must submit their grievances through the available and appropriate channels.

Manuals and guidelines were made available to all welfare officers. Such provision enabled welfare officers to perform the function of checking and devising work methods and procedures satisfactorily. Therefore no further training was deemed as necessary by all respondents.

12.2 **CONCLUSION**

Research findings reported the involvement of all respondents in checking and devising work methods and procedures.

Some procedure manuals made available by head office to respondents had to be translated by interviewees in order to make these manuals understandable to communities.

Other procedure manuals were compiled by 40% of the respondents themselves for utilisation at operational level.

The main obstacle to the compilation of procedure manuals was that it demanded a long time and exertion of effort and creativity while little recognition was granted to such efforts by top-management.

CHAPTER THIRTEEN

IMPLEMENTING CONTROL MEASURES

13.1 INTRODUCTION

Implementing control measures entails checking and evaluating the work of individual workers and/or groups, by comparing performance with assignments to enable rectifications and still be able to account to higher authorities and eventually to the public.

Control is a prerequisite for any organised action which is aimed at reaching a predetermined goal. Thus control must ensure that the goal remains relevant and that it materialises as effectively as possible.

Peak performance requires that all available manpower, material, equipment, time, money and everything that is utilised in the execution of the task be used as advantageously as possible. This is necessary in order to achieve the goal. In order to achieve success in this respect, the supervisor must exercise control over all matters entrusted to him.

Control should be seen as a normal continuing and positive function free from stigma of suspicion. The manager must see to it that control is accepted as constructive action, especially in view of the fact that all people from their birth to their death are subject to control.

Control is an enabling process and not a purpose in itself. When control is exercised, quantifiable goals must be set, and control must be coupled to the individual and his work performance. Precautionary measures must exist in order that timeous adjustments could be effected by the manager.

The purpose of control is thus:

- To ensure that correct action is undertaken;
- Predetermined goals are attained in the most efficient way possible;
- And that needs of the population are satisfied.

Hereunder follows functional aspects of implementing control measures which are presented, with practical explanations preceding the research information collected:

- Applying standards prescribed;
- Checking on quality and quantity of products;
- Internal auditing

- Reporting (feedback)

13.1.1 **Applying standards prescribed**

The public manager must set clear realistic quality and quantity standards for each worker. These standards must be revised regularly and be increased as the worker becomes more competent. The manager must ensure that the worker knows and understands these standards (Training Manual, 1991 : 27).

(a) **Welfare officers' involvement**

All respondents were found to have performed the above named function as shown by examples following hereunder:

- Having regular supervision and consultation sessions whereby each workers' case load was checked. Checking the caseload involved examining a specified number of files and looking out for the standard of recording neatness of files, correctness of reports, and

letters written. Checking was made on whether the correct standards were maintained for the filing system, file numbers and index cards were kept and on whether all registers were kept as prescribed in the guidelines.

- Ensuring that statistics were compiled accurately and timeously submitted; work and welfare programmes were well-formulated, entries were correctly made in daily diaries; itinerary forms were correctly filled for field work, log returns were properly completed and submitted by specified deadline; attendance registers were signed regularly and telephone usage forms were completed. Where deviations had occurred welfare officers identified them and pointed them out to subordinates either individually during supervision or consultation sessions or during staff meetings.

(b) **Obstacles encountered**

There were no obstacles reported by all respondents when they performed the function of applying standards prescribed.

(c) **How obstacles could be overcome**

In view of there being no obstacle reported, interviewees stated that the question of how obstacles could be overcome was not applicable to them.

13.1.2 **Checking on quality and quantity of products**

The success of the public manager depends on the measure of control he exercises over his subordinates, the matters entrusted to them, the costs involved with the services rendered by his section as well as the amount of satisfaction the public derive from the quality and quantity of work produced and also the attitude in which it is done (Training Manual, 1991 : 28).

(a) **Welfare officers' involvement**

All respondents confirmed their involvement in the performance of the above named function. The following examples were given:

- Regular evaluation of workload allocated to each worker in terms of quantity to guard against underutilisation or over utilisation. Once it was established that there was a problem, consultative meetings were held in order to reduce the workload of the overburdened worker or increase the workload of the underutilised worker.
- Regular evaluation in terms of quality was undertaken to ensure that each worker practised all three methods of social work that is; case work (dealing with clients as individuals) group work (dealing/helping people as groups) and community work (helping people as a community).

Hence if a social worker dealt only with case work duties she/he may not be rated as having

been effective in terms of achievement of quality in his/her work performance.

Quality could however be assessed by the number of problematic cases, (in case work) and challenging social problems (in group or community work) that a social worker grappled with. Such problems enabled social workers to accumulate experience and develop their problem solving-skills, according to respondents.

- Administrative staff were also monitored to assess their extent of achievements in terms of quantity and quality. Registers were checked over three month periods to check the number of pension applications submitted. The number of applications determined the achievement in terms of quantity. On the other hand quality was determined by the number of approved applications over the same three month periods.

(b) **Obstacles encountered**

All respondents encountered no obstacles in the performance of the function of checking on quality and quantity of products.

(c) **How obstacles could be overcome**

The question of how obstacles could be overcome was not applicable to all respondents with regard to checking on quality and quantity of products.

Manuals and guidelines were provided to all welfare officers for the purpose of checking on quality and quantity of products. These manuals were regarded as sufficient by all respondents who thus expressed no need for further training.

13.1.3 **Internal auditing**

Internal auditing will usually be prescribed by superiors and undertaken by auditors who are not subject to the authority of the officials whose work is being audited. However

managers will usually be aware of the requirements which will be expected by auditors (Cloete, 1991 : 217).

(a) **Welfare officers' involvement**

All respondents were not subjected to internal auditing. Sixty percent of respondents understood the requirements expected for internal auditing. It was maintained by respondents that the registers and records of accounts they kept would be utilised for internal auditing purposes. According to 75% of respondents, internal auditing would promote the economic and efficient utilisation of resources.

(b) **Obstacles encountered**

As interviewees were not involved in the function of internal auditing, they regarded the question of whether the encountered obstacles as not applicable to them.

(c) **How obstacles could be overcome**

The question of how obstacles could be overcome was also not applicable to respondents as they were not involved in the function of internal auditing.

All respondents had not undergone training in internal auditing. They all regarded the function of internal auditing as being outside the scope of their responsibilities. However all interviewees expressed the need for training in order to understand the requirements for internal auditing. Methods of training interviewees preferred were through in-service training, group discussions and manuals.

13.1.4 **Reporting (feedback)**

Reporting is the best known traditional control measure in the public sector and it has the advantage that it is tangible evidence.

Through reporting, public managers keep their superiors informed with regard to work progress, reasons for

problems as well as rectifications that were made. While written reports encourage officials to be accurate, reports also enable the superiors to be kept informed about progress, or lack of it, and problems encountered (Training Manual, 1991 : 43).

(a) **Welfare officers' involvement**

It was stated by all respondents that all welfare officers were expected by head office to be involved in either verbal or written reporting.

Meetings were convened monthly by head office whereby welfare officers were called upon to report verbally on progress made in the performance of assignments. At such meetings, new assignments would be given and deadlines set whereby written reports would be expected by head office.

Examples of reports given verbally or in writing were as follows:

- welfare programmes;

- inspection and registration of creches;
- establishment of welfare organisations;
- establishment of self-help projects;
- progress with the functioning of pension committees;
- establishment of day-care centres for the aged.

(b) **Obstacles encountered**

Obstacles encountered by 8% of respondents were as follows:

- Lack of feedback from head office after reports had been submitted especially where problems had been highlighted and proposals forwarded.
- Some welfare officers find writing of reports time-consuming in the face of heavy workloads, that they fail to report even when assignments had been carried out successfully.

(c) **How obstacles could be overcome.**

- Head office officials should be strictly held accountable for providing guidance when such guidance is required.
- Report writing should be delegated to subordinates as a training exercise.

Guidelines were provided for all welfare officers and these guidelines were considered as adequate for purposes of reporting back. Hence no further training was favoured by all interviewees.

13.2 **CONCLUSION**

Respondents were involved in all functions pertaining to implementing control measures except internal auditing.

No obstacles were encountered in all activities that interviewees performed except on reporting back. Examples of these obstacles were inter alia lack of feedback from head office after reports had been submitted. Reporting back in

writing was regarded as time-consuming. Training was not considered as essential in all controlling functions. However respondents needed training in order to fully understand requirements for internal auditing.

CHAPTER FOURTEEN

FUTURE AND PRESENT FUNCTIONS OF WELFARE OFFICERS

14.1 INTRODUCTION

The present administrative and management functions of welfare officers that have been reported in the proceeding chapters have covered the practical involvement of welfare officers in performing those functions, as well as obstacles encountered, training acquired and required.

In this particular chapter the focus will only be on respondents' perceptions of some of the present as well as future functions.

The purpose of enquiring the interviewees' perceptions was to establish whether respondents as welfare officers associated and identified these functions with the status and position of welfare officers.

Following hereunder is the list of present functions with the respondents' comments as to how they perceived these functions.

The list of future functions is also presented along with the interviewees' remarks reflecting their views and perception on future functions.

14.1.1 **Present Functions**

Interpretation of policy

Implementation of policy

Provision of resources

Planning, programming

Evaluation of work programmes

Devising work procedures and methods

Personnel evaluation

Maintaining discipline

Motivating, training, recruiting staff

Inspection

Supervision, controlling, reporting

All respondents stated that they perceived all the above-listed functions as welfare officers' present functions - their various comments were as follows:

- The above functions will ensure that the best people are selected or promoted for the position of welfare officer.
- The problem is that welfare officers do not perform some of the above functions.
- The above functions must be specified in welfare officers' duty sheets. At present welfare officers have no adequate job specification, thus they can be challenged as it is not known on what basis they have been selected or promoted.
- Some of the above functions are not the sole preserve of welfare officers, as they may be delegated to senior social workers, for example evaluation of welfare programmes, supervision, inspection, controlling, and reporting.

14.1.2 **Future functions**

- Promoting harmony and mutual understanding with all staff regardless of gender and cultural differences.

- Provision of equal opportunities for staff to career development and to address their grievances.
- Projecting positive image of welfare department to the community at large.
- Ensuring best services to all people irrespective of colour or political affiliation.
- Ensuring that employees are well placed, well equipped and well disposed to their work.
- Ensuring effective and efficient rendering of welfare services.
- Appraisal and evaluation of services rendered to the community through research and consultation.

All interviewees stated that they regarded the above-listed functions as their future functions.

The following remarks and views were expressed:

- Welfare officers may however not be able to deal with all grievances. Some grievances may have to be referred to top management, for example: salaries, promotions, demotions, transfers.

- Future functions will create a positive work environment which will ensure good quality work life for staff - resulting into more productivity and efficient service delivery.
- Welfare officers will enjoy more respect than at present - many people do not realise how important welfare officers' work is.
- I foresee problems with "ensuring best services for all people irrespective of colour or political affiliation." Under the I.F.P. dominated provincial government, one may be interrogated for assisting an A.N.C. group which may be needing resources for promoting a worthy cause.
- Another future function which should be included may be to ensure that working conditions are amenable to the well-being of all staff.
- Another function - promoting affirmative action - must be included - It is relevant and important in the new South Africa.
- A dimension of human qualities must be included that should be expected from welfare officers, for

example, patience, humility, courage, objectiveness, flexibility and enthusiasm.

14.2 **CONCLUSION**

All respondents perceived the listed present and future functions as being associated with the status and position of welfare officers.

There was consensus on the fact that some "present functions" were not included in welfare officers duty list. It was also maintained by most respondents that once all the present and future functions were adopted and recognised as welfare officers' functions:

- The people best suited for the welfare officer's job would be selected or promoted.
- The status of welfare officers would be enhanced.
- A positive work environment would be created which would ensure good quality work-life for all staff members.

Some additions that were suggested to the list of welfare officer's functions of the future were: promoting affirmative action and human qualities that should be expected from welfare offices including courage, patience and enthusiasm.

PART C

NORMATIVE

FACTORS

NB: This section is based on responses to Part C of the questionnaire.

Data collected in this section is analysed and presented within the theoretical framework of current and future normative factors.

CHAPTER FIFTEEN

NORMATIVE FACTORS

15.1 INTRODUCTION

Public functionaries are not only assigned to manage efficient and effective public service but they are also tasked to observe normative guidelines on which their attitudes and conduct are based.

The necessity to observe normative factors is warranted by the fact that officials responsible for administrative functions occupy positions not only over their subordinates, but also over members of the public as their clients.

In the public service therefore, normative factors are essential tools for guarding and guiding the public officials' conduct when taking decisions and executing tasks which affect either his subordinates or community members. While efficiency and effectiveness ensure that services are delivered by officials to the best of their ability, normative guidelines ensure that the objectives of the State,

community values, human rights and interests of both subordinates and the public are safeguarded.

The ensuing section will present the following theoretical exposition of current normative factors as well as information gathered from respondents:

- Obedience to political authority
- Maintenance of public accountability and responsibility
- Adherence to administrative law
- Promoting economy effectiveness and efficiency.

15.2 **CURRENT NORMATIVE FACTORS**

15.2.1 **Obedience to Political Authority**

The legislature is the supreme political power and as such it has the final say. The public official can only act on authority given to him by legislature. The public manager should therefore know and understand not only the policy and political aims of the government of the day, but also those of other political parties as all such parties spell out

goals which stem from the community needs (Commission for Administration, Training Manual, 1991 : 55).

(a) **Welfare officers' observation in obedience to political authority**

All respondents stated that they had observed the above normative factor. It was commonly stated by respondents that all welfare officers were expected to co-operate and work with tribal authorities, (chiefs) rural and urban councillors, and members of parliament. According to 40% of the respondents, many welfare officers were compelled to sign a declaration of allegiance to the ex KwaZulu Government and specifically to its Chief Minister. Hence to disobey political authority could result in severe punitive action or even expulsion.

(b) **Setbacks encountered**

Respondents voiced the setbacks they encountered as follows:

- Political office bearers did not deserve one's obedience as they were not very much interested in community needs - they were too pre-occupied with their party-political survival.
- The ex-KwaZulu Governments' political authority was undemocratic.
- Many political leaders lacked knowledge about the welfare officers roles, functions and resources.
- The dominance of the Inkatha Freedom Party members in the ex-KwaZulu Government's Ministry of Welfare and Pensions had a negative impact on one's credibility as a welfare officer who should serve all people irrespective of political affiliation.
- One is not obedient to political authority as such, but to party-political authority. This makes a mockery of one's professional integrity.

- Most councillors and members of parliaments are not available and accessible, making it difficult for one to work with them as expected.
- Other political office-bearers overstep their authority and when one disagrees with them they take exception. For example, some prominent Inkatha Freedom Party members demanded to use one of the respondent's offices ostensibly to assist pensioners who had problems. The respondents' refusal was reported to Head Office, however no action was taken against the respondent. The respondent later was informed that the Inkatha Freedom Party members actually wanted to use the respondents office to recruit members and canvassing voters.

(c) **How setbacks could be overcome**

- The community needs to express their needs more vociferously and challenge the apathy of politicians on welfare needs.
- Undemocratic political authority must be rejected by the community.
- Political leaders should be provided with information in order to enable them to be knowledgeable.
- Political affiliation should not be the main criterion for appointing a Minister for Welfare department suitable qualifications should be the main consideration as criterion for appointment.
- The welfare department must be depoliticized and democratised.

Training was undertaken by 40% of the respondents. Training was reported as required by 60% of the interviewees. On-the-job training was the form of training that was preferred.

15.2.2 Maintenance of public accountability and responsibility

Due to the hierarchical structure of public institutions it is possible for the supervisor from the highest to the lowest level to call every subordinate to account for his actions.

In this manner it can be ensured that officials do not exceed their powers or make themselves guilty of improper use or misuse of public property.

It is also the duty of a public manager to ensure that work procedures and methods followed in his section are in accordance with those laid down in the acts and regulations to pass the test of accountability (Training Manual, 1991 : 68).

(a) Welfare officers' observation of public accountability and responsibility

The normative factor of public accountability was observed by 80% of respondents. According to interviewees, by virtue of their positions, welfare officers were expected to account for their activities as

well as those of their subordinates. Accounts could be submitted through progress reports to head office, or verbal reports at head office meetings or general public meetings of welfare organisations, community-based committees or regional authority meetings. Welfare officers were also required to contribute to head office annual reports, which were tabled annually before the Legislative Assembly. The content of the contributions included all the welfare services rendered by the welfare office districts during the previous year.

Welfare officers therefore accounted for the smooth, efficient and effective services they had rendered continuously over a specified period.

Apart from the above accountability, welfare officers had to be ever ready and prepared to be approached informally by the public to respond to complaints, criticisms, queries and comments about the welfare services. One respondent, for example, had to

explain to community leaders' questions as to how pension payment was disrupted by armed robbery in the office premises. The respondent had to explain the role of security and the police and the injuries sustained by pensioners.

(b) **Obstacles encountered**

The following were obstacles encountered by interviewees:

- Wrong expectations the public had of welfare services, for example, when one gave an account of how flood victims were assisted, certain dissatisfied chiefs could accept nothing short of full compensation for loss of cattle and damaged houses, which was impossible in the light of limited funds allocated.
- One could be called upon to account for occurrences resulting from the cause(s) for which one was not responsible - for example, when strikes occurred as a result of low

salaries, the welfare officer was the first official to be summoned to give an account.

- In the districts where certain welfare functions were performed by Magistrates' officers, for example, the administration of maintenance grants and pensions, welfare officer had to account when corruption and maladministration occurred, although welfare officers had no direct control over those maintenance grants and pensions functions.

(c) **How setbacks could be overcome**

- The public leaders must be properly schooled about limitation of resources against unlimited demands from the community.
- Welfare officers must encourage subordinates to join unions in order to engage in more effective collective bargaining.

Training was acquired by 40% of interviewees on maintenance of public accountability and responsibility.

Requirement for training was expressed by 60% of the respondents who preferred workshops for training purposes.

15.2.3 **Adherence to administrative law**

Administrative law concerns the authority of the executive regarding the issuing of enforceable instructions. However this ability to issue instructions requires a specific grant of authority and the requirement that a due process has to be followed. This is necessary both to restrain the executive from being bureaucratic and to hold him/her accountable to his/her own rules. The official concerned with execution of administrative authority can influence the daily lives of the citizens. Hence if such an official should take cognisance of the requirement that such actions should be not only *intra vires*, but also in conformity with natural justice (Hannekom and Bain, 1992 : 20).

The constitution of the Republic of South Africa, Act 200 of 1993, has made ample provision for adherence to administrative law and justice. In Section 3(24)a it is stated

that "every person shall have the right to lawful administrative action where any of his or her rights or interests are affected or threatened." Such a person has the right to be furnished with reasons in writing for administrative action which affects any of his or her rights or interests, unless the reasons for such action have been made public.

The constitution also entitles the wronged person to administrative action which is justifiable in relation to the reasons given for it where any of his or her rights have been affected or threatened (Constitution of the Republic of South Africa, Act 200/93).

(a) **Welfare officers' adherence to administrative law**

There were 80% of respondents who reported their full adherence to administrative law. Most of those respondents - as qualified social workers - stated that their code of ethics to which they subscribed, influenced them to base their decisions and

judgements of clients as well as subordinates' situation on natural justice.

Some of the interviewees stated that they regarded all people no matter what their social status was, as human beings with dignity, and that all people deserved to be treated with respect.

Forty percent of respondents regarded adherence to administrative law as a tool by which they earned the respect and the credibility of their subordinates and community members.

There were 20% of respondents who stated that their loyalty to the social work profession and dedication to civil service strongly influenced their adherence to administrative law.

(b) **Setbacks encountered**

All 80% of interviewees who adhered to administrative law experienced no setbacks.

(c) **How set-backs could be addressed**

As the respondents who adhered to administrative law experienced no setbacks when adhering to administrative law, the question of how set-backs could be addressed was not applicable to them.

Although the respondents who adhered to administrative law perceived their academic training at the University as having included the ethical code which was akin to some elements of natural justice, all respondents felt that more training was essential and they preferred workshops, lectures and discussion.

15.2.4 **Promoting economy, effectiveness and efficiency**

Promotion of economy refers to ensuring that state property including buildings, offices, furniture, vehicles, stocks, equipment and stationery are utilised to the optimum and are well taken care of (Training Manual, 1991 : 59).

Efficiency in the public sector means satisfying the most essential needs of the community to the greatest possible

extent, in qualitative and quantitative terms using the limited resources that are available for this purpose (Cloete, 1991 : 33).

(a) **Welfare officers' observation of the promotion of economy, efficiency and effectiveness**

All respondents stated that they promoted economy efficiency and effectiveness amidst their work environment of limited resources and unlimited demands for services. Statements in this regard were as follows:

- One promotes economy, efficiency and effectiveness while operating under adverse conditions of scarce resources.
- One becomes very strict on the use of the telephone ensuring that it is used for official purposes most of the time, this saves time and money.
- One has to promote economy especially in order to avoid the embarrassment of the shortage of supplies and other resources.

- In view of the limited resources one has to make the best out of a bad situation in order to promote the welfare of one's clients.
- Promotion of economy, efficiency and effectiveness relates to the well co-ordinated use of official cars, stationery, equipment, time and skills.

(b) **Setbacks encountered**

Setbacks encountered by 60% of the respondents were submitted as follows:

- Subordinates did not co-operate fully, hence the purpose of observing the promotion of economy, efficiency and effectiveness was not fulfilled.
- The very fact that we had such limited resources, for example, we had one official car to be used by four professional staff, and we had no telephone of our own, hence we had to use the Magistrate's telephone service - makes

it meaningless to promote economy efficiency and effectiveness.

- Staff regarded the governments' resources as inexhaustible, thus justifying their wastage and misuse of stationery, official cars and official time.
- Head office's perception of economy sometimes clashes with ones perception. For example, one may economise petrol consumption by using shorter routes when using official cars. However when such routes are in fact dirt roads as it is the usual case in rural areas, head office accuses one of disregarding the wear and tear of cars, and instructs one to use tarred roads which are cumbersome and wasteful on petrol consumption.

(c) **How setbacks could be overcome**

- To resolve the setback of non-co-operating subordinates, staff must be commended or even rewarded for displaying co-operation.

- Adequate resources should be provided in order to render efficient and effective services.
- To avert the setback of wasteful staff, working conditions should be improved to induce staff's pride in their work environment and respect of government property.

15.3 **FUTURE NORMATIVE FACTORS**

15.3.1 **Introduction**

Future normative factors were researched in order to assess welfare officers' understanding of the values that relate to the non-racial and democratic public service.

In this subsection definitions of the term "norm" are presented. Several illustrations of how the Constitution of the Republic of South Africa has made provision for future normative factors are also submitted.

Data collected and theoretical explanations of the following future normative factors are given:

- Respect for human rights
- social justice and equity
- Respect for principles of democracy
- Transparency
- Non-racialism
- Non-ethnicism
- Non-tribalism
- Non-sexism
- Respect for cultural differences.

15.3.2 **Future normative factors**

On the basis of this research a norm is defined as: "a prescribed guide for human conduct" and as "a pattern of normatively-governed behaviour instantiated in a group through conformity which is prescribed by at least some members and usually enforced through sanctions (Becker and Becker, 1992 : 680).

Walker (1980 : 885) also confirms that norms are essentially socially created by society, stating what it (society) will allow or condemn. Norms may also relate to any human activity and may be accepted by individuals voluntarily or by enforced external sanctions (Walker, 1980 : 886).

In line with the above definition it will be noted that the future normative factors that were the subject of the research that is hereby reported were in fact prescribed by the United Nation's Bill of Human Rights in 1948. It will be recalled that it was also in 1948 that the South African government adopted policies which violated the very norms that were enshrined in the Universal Declaration of Human Rights.

These policies of the South African Government resulted in apartheid laws which adversely affected the majority of South African citizens. The international community which rejected apartheid laws, isolated South Africa. Economic sanctions were also imposed on South Africa during the apartheid regime.

The post apartheid era has adopted a constitution which has made provision for the protection of future normative factors as shall be illustrated in the ensuing subsection.

15.3.2.1 **Respect for human rights**

Human rights are referred to as "... claims asserted as those which should be legally recognised and protected to secure for each individual, the fullest and freest development of the personality and spiritual moral and other forms of independence. Human rights are conceived of as rights inherent in individuals as rational, free-willing creatures..." (Walker, 1980 : 788).

The above definition is endorsed by the preamble of the Universal Declaration of Human Rights which states that, "whereas recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family, is the foundation of freedom, justice and peace in the world ..." (Whalen, 1989 : 117).

Article I of the Declaration Of Human Rights furthermore confirms that "all human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood." (Whalen, 1989 : 118).

Unlike the apartheid regime, the post-apartheid society, through the interim constitution, has made provision for human rights to be promoted and protected.

According to the constitution, "The Human Rights Commission shall be competent and obliged to promote the observance of, respect for, and protection of fundamental rights." (Constitution of the Republic of South Africa, Act No. 200 of 1993).

In the event of human rights being violated, the Constitution stipulates that "the Commission may investigate on its own initiative or on receipt of a complaint on any violation of fundamental rights." (Constitution of the Republic of South Africa, Act No. 200 of 1993).

The Constitution further empowers the Human Rights Commission to assist the complainant and other persons adversely affected thereby to secure redress if after investigation violation of human rights is confirmed.

(a) **Advantages that can be derived from observing respect for human rights**

Respondents pointed out the following advantages that could be derived:

- Strikes that could otherwise be possible in the absence of respect for human rights could be averted if human rights were respected.
- Work life would be pleasant for everybody.
- Staff would be motivated to render services more efficiently.
- Civil servants would treat clients more humanely for fear of being challenged for violating human rights.
- Public service would enjoy a good image.
- Corruption and bribery would cease.

- Suffering of pensioners at pay points which currently occurs would be reduced.
- Staff would be assertive and they would enjoy self-respect and confidence.
- Community would trust the public service.
- Delivery of welfare services would have great impact of improving the quality of people's lives.

(b) **How can observation of respect for human rights be facilitated**

The following ideas were put forward by respondents:

- Legislation and propaganda could facilitate observation of respect for human rights.
- Public education through symposia or seminars could also facilitate observation of respect for human rights.
- Professionals and organisations must expose and challenge cases of violated human rights.

- Civil servants need to be schooled on human rights.
- Extensive advertisement could also facilitate observation of human rights.
- Violation of human rights must be reported to the Human Rights Commission.
- Training sessions and workshops could also promote awareness of the need for respect for human rights.

All respondents stated that they would need training in order to fully understand the implications of respecting human rights. Forms of training that respondents preferred were workshops and symposia.

15.3.2.2 **Social justice and equity**

Justice is a moral value commonly considered to be the end which the law ought to try to attain, which it should realise for the men whose conduct is governed by law and which is the standard of measure of goodness in law and conduct by which it can be criticised or evaluated. Justice is

distinguishable into social, political, economic, legal and other kinds of justice" (Walker, 1989 : 689). Burton (1980 : 305) also defines justice as "equitableness, equity, fair mindedness, fair-play and reasonableness."

Social justice and equity is enshrined in the Constitution of the Republic of South Africa which stipulates that "every person shall have the right to equality before the law and to equal protection of the law." (Constitution of the Republic of South Africa, Act No. 200 of 1993).

(a) **What advantages could be derived from social justice and equity**

Advantages that were cited by the respondents were the following:

- The dignity of staff and public would be preserved, and work performance would also improve.
- Abuse of power by people in authority would cease.

- Peace and harmony would prevail in the workplace and community.
- Public service consumers will demand just treatment, and equitable distribution of resources would be expected.
- People would feel secure and their well-being would be enhanced.
- Civil service would be viewed in a better light by consumers.
- Many arrogant civil servants would be forced to change their attitude towards clients.
- Public services rendered would be appreciated by clients.
- Everybody would enjoy justice and equity irrespective of race or class.
- Staff would be motivated and would take more responsibility for their work.
- Staff would be protected from victimisation.
- Well being for everyone would be secured.

(b) **How can observation of social justice and equity be facilitated**

Interviewees forwarded the following views:

- By legislation and popularising the concepts of social justice and equity.
- Public servants and the community must be educated adequately about social justice and equity.
- Staff must be provided with incentives to observe the above normative factors.
- Violations of social justice and equity should be challenged.
- By in service-training and workshops also facilitate observation of social justice and equity.

The need for training was voiced by all respondents. They all preferred symposia or workshops as the form of training.

15.3.2.3 **Respect for principles of democracy**

The official should continuously be aware of the expectations and needs of the community he serves, not only as far as services are concerned, but also regarding the requirement that community members' democratic rights be honoured. In the execution of his duties, the public official must be guided by what satisfies the majority in society regarding application of democratic principles (Hannekom and Thornhill, 1983 : 114).

(a) **What advantages could be derived from respect for principles of democracy**

Responses to the above question were presented as follows:

- Output of the office would be the result of contributions from everyone.
- People would be proud of themselves (staff and the community) and there would be general improvement of the quality of life.

- The community would respect public service and public servants will also respect the community.
- Staff and community would be able to participate and decide on matters that directly affect their lives.
- Community would identify themselves with government service and no longer feel estranged; the same would apply to civil servants.
- Ordinary people would develop as they learn to make decisions.
- Undemocratic policies and practices would be defied, rejected and challenged. Authorities would be expected to heed the people's voice.
- Co-operation and mutual respect between top management and staff would be promoted.
- Political tolerance would be promoted among welfare officers, social workers, and the community.

- Community would be able to challenge malpractices or irregularities in the public service.

(c) **How the observation of respect for principles of democracy can be facilitated**

According to respondents, observation of respect for principles of democracy could be facilitated by:

- Encouraging consultation, participation and involvement of all people in decision-making.
- Educating both civil servants and the community.
- Talks and propagandising.
- Reading more about democracy and listening to the media.
- Promoting it among staff by directives, circulars and notices.
- Top management's setting example first to be followed by welfare officers, their subordinates, and the community at large.

All respondents preferred training through manuals and guidelines in order to understand the principles of democracy.

15.3.2.4 **Transparency**

When operations of governance and public administration are kept away from public scrutiny, such secretive operations may be criticised for lack of transparency.

The observance of transparency grants the subordinates in the public institution and the members of the public, access to managers' offices for consultations and clarification of issues.

Transparency which is sometimes referred to as "fish-bowl operation", acknowledges the right of the community to know about practices, policies and operations that affect their lives.

Whenever the needed information is provided for dissatisfied clients, or for disgruntled subordinates by the public manager, the latter can be commended for observing transparency.

The significance of transparency is evidenced by the provision made for transparency in the interim constitution. The constitution stipulates that "Every person shall have the right of access to all information held by the State or any of its organs at any level of government in so far as such information is required for the exercise or protection of any of his or her rights (Constitution of the Republic of South Africa, Act 200 of 1993).

(a) What advantage could be derived from transparency

Respondents replied to the above question as follows:

- Transparency would enable stakeholders to criticise or commend the public service whose accountability would be enhanced.

- Corruption and maladministration would be eliminated from the public service.
- People would be happy with public services if they know what is going on.
- Credibility towards public service would be increased.
- A high level of mutual trust would prevail, public service would be more consumer-friendly.
- People would be more secure as they would know exactly what to expect from the civil service.

(b) **How observation of transparency can be facilitated**

The following suggestions were offered by respondents:

- Transparency should be enforced by regulations.
- Staff should be made to account timeously and regularly.

- Lack of transparency must be challenged.
- Staff should be educated and trained to observe and practice transparency.

All respondents indicated their need for training in order to understand the implications of transparency. Training through manuals and guidelines was preferred.

15.3.2.5 **Non-racialism**

Non-racialism was best popularised by the international convention on the elimination of all forms of racial discrimination which was adopted by the United Nations' General Assembly Resolution in 1965. One of the clauses of the above resolution states that ... "the existence of racial barriers is repugnant to the ideals of human society" (Whalen, 1989 : 157).

The interim constitution advocates non-racialism by stating that "No person shall be unfairly discriminated against directly or indirectly and without derogating from the

generality of this provision on one or more of the following grounds in particular, race, gender, sex, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture or language (Constitution of the Republic of South Africa, Act No. 200 of 1993).

(a) **What advantages could be derived from non-racialism**

The respondents gave the following as advantages that could be derived:

- Non-racialism would guarantee good services to all people and benefits from all human resources and potential which had not been utilised in the past, due to apartheid.
- Everybody would have positive attitudes towards the public sector - people would get good service.
- All people would be recognised and accepted irrespective of race.
- There would be reconciliation and unity. People would be proud of being South Africans.

- Everybody would have access to enjoy all benefits that civil service can provide. All civil servants would be able to progress and develop according to their desires, aspirations and potential without being hampered by racial discrimination as before.
- Racial friction would be reduced and racial tolerance will develop among staff and clients.
- People will learn to accept one another as people.
- Those who were disadvantaged would have more confidence, and those who were advantaged would no longer be arrogant.
- Civil service would be more efficient as appointments would be on merit, and no longer mainly as a result of colour.
- Special skills to which we were not exposed would be made available, open exchange of ideas would enrich our expertise.

(b) **How observation of non-racialism can be facilitated**

In reply to the above statement the following points were raised by interviewees:

- Workshops of different racial groups are necessary.
- Public talks and networking among various racial groups must be promoted.
- Non-racialism must be legislated in all spheres of life.
- Racism must be publicly condemned.
- Non-racial activities must be convened where people may get to know one another across racial barriers.
- Communication of all sectors between racial groups in welfare and related fields must be encouraged.
- Understanding of non-racialism must be promoted through various means like public education and the media.

Provision of manuals and guidelines on non-racialism was suggested by all respondents in order to enable them to understand all the implications of non-racialism.

15.3.2.6 Non-ethnicism

Non-ethnicism is also addressed in one of the clauses of the International Convention on the Elimination of all Forms of Racial Discrimination which states that "... discrimination between human beings on the grounds of race, colour or ethnic origin is an obstacle to friendly and peaceful relations among nations and is capable of disturbing peace and security among peoples and the harmony of persons living side by side even within one and the same state" (Whelan, 1980 : 157).

(a) Advantages that could be derived from non-ethnicism

According to interviewees the following advantages could be derived:

- Peace, harmony and brotherhood would be developed.
- All people would enjoy benefits of good service without fear of being rejected or exploited on grounds of ethnicity.
- Ethnic conflicts and negative attitudes would be reduced.
- There would be mutual respect and understanding.
- Nobody would feel insecure or threatened.
- Unity would be generated, ethnic violence will be reduced.
- People of all ethnic groups would trust one another.

(b) **How observation of non-ethnicism can be facilitated**

The following were presented as replies to the above statement:

- Organising intermixing with various ethnic groups through various means, including sports, social clubs, and meetings.

- Establishing programmes which will promote non-ethnicism.
- Prominent leaders should publicly condemn ethnicism.
- Directives should be issued to promote non-ethnicism among public servants.
- Non-ethnicism should be promoted through mass media and at schools and work-places.

In order to understand implications of non-ethnicism, all interviewees preferred to be trained by means of discussion and guidelines.

15.3.2.7 **Non-tribalism**

One of the articles proclaimed by the United Nations General Assembly Resolution in 1948 in its International Bill of Human Rights include elements of non-tribalism as it declares that "everyone is entitled to all the rights and freedoms set forth in this Declaration without discrimination of any kind such as race, colour, sex, language, religion,

political or other opinion, national or social origin, property, birth or status" (Whalen, 1989 : 118).

(a) **What advantages could be derived from non-tribalism**

The advantages of non-tribalism were the following, according to respondents:

- Reduction of faction fights.
- Access to adequate resource without discrimination based on tribalism.
- All people of various tribes would accept and trust one another.
- People would enjoy freedom of movement and association.
- Favouritism of one tribe over another by the powers-that-be would be eliminated.

(b) **How non-tribalism can be facilitated**

According to respondents non-tribalism could be facilitated by the following measures:

- Promoting development programmes which involve all tribal groups.
- Promoting communication among various tribal groups
- By involving people and encouraging them to practice non-tribalism
- Public speeches involving tribal leaders, they (public leaders) must practise non-tribalism and lead by example.
- Leaders must publicly denounce tribalism
- Non-tribalism must be widely advertised

All interviewees indicated that they favoured training on non-tribalism and the form of training they preferred were guidelines and discussions.

15.3.2.8 Non-sexism

The Declaration on Elimination of Discrimination against women adopted by the United Nation's General Assembly in 1967 enshrined non-sexism by stating that "discrimination

against women is incompatible with human dignity and with the welfare of the family and of society. It prevents their participation on equal terms with men in the political, social, economic and cultural life of their countries and is an obstacle to the full development of the potentialities of women in the service of their countries and of humanity" (Bronle, 1971 : 183 - 184).

The new constitution of the Republic of South africa advocates non-sexism. The constitution has made provision for the establishment of the Gender Equality Commission whose object is to promote gender equality and to advise and to make recommendations to Parliament or any other legislature with regard to any laws or proposed legislation which affects gender equality and its status of women (Constitution of the Republic of South Africa, Act No. 200 of 1993).

The programme of action formulated by the International Conference on Population Development (which resulted from the Cairo Conference in September 1994) also aims at

eliminating discrimination against women by assisting women in realising their rights including in relation to the workplace by enacting laws and implementing programmes to enable employees of both sexes to balance their family and work responsibilities (Green Paper on Welfare Policy, 1995).

(a) **What advantages could be derived from non-sexism**

Non-sexism was perceived as having the following advantages by interviewees:

- The utilization of hitherto unused talents of women in various positions which were the sole domain of males. Women have already proved themselves in management positions and other fields of public service.
- Competence and efficiency would prevail as competition among the two genders would be fierce.
- Productivity would be promoted as all available human resources can be utilised.

- Women would be respected, and crimes of wife battering and rape would decrease.
- All people regardless of gender would enjoy equal opportunities of job placement and earnings.
- Many families would be saved from poverty when more women enter the job market as most women are single parents.
- The best qualified person for the job would be selected from a wider scope of the job market.

(b) **How observation of non-sexism can be facilitated**

Facilitative measures that were proposed by respondents were as follows:

- Legislating non-sexism
- Punitive action against sexist practices.
- Promotion and popularising non-sexism.
- Leaders must publicly commend acts of sexism and commend acts of non-sexism.
- Public seminars must be convened with non-sexism as the theme.

Training was favoured by all interviewees in order to enable them to understand the implications of non-sexism. Discussions, manuals or guidelines were the forms of training that was preferred by all respondents.

15.3.2.9 **Respect for cultural differences**

Respect for cultural differences was also included in the international covenant on economic, social and cultural rights which was adopted by the United Nation's General Assembly on 16 December 1966. Stated in Part One, Article One, is the following declaration, "All peoples have the right to self-determination. By virtue of that right they freely determine their political status and freely pursue their economic, social and cultural development" (Whalen, 1989 : 123).

Concerning the respect for cultural difference, the new Constitution states that, "Every person shall have the right to use the language and to participate in the cultural life of

his or her choice (Constitution of the Republic of South Africa, Act No. 200 of 1993).

(a) **What advantages could be derived from respect for cultural differences**

Advantages that were cited by interviewees were the following:

- Learning from one another, learning to co-exist peacefully and accepting and understanding cultural differences.
- Respect of all cultures and enrichment of our lives.
- Lives would be more enjoyable as no person would feel that his/her culture is inferior to another.
- The public service would be more rewarding.
- National unity, reconciliation and patriotism would be generated.
- Everyone would be free to follow his/her cultural interests without fear of being interrupted. Blacks with white neighbours for

instance, would be able to slaughter their goats while practising their rituals, without the white neighbours calling in Society for Prevention of Cruelty to Animals to intervene.

- Frictions and conflicts would be reduced.

(b) **How observation of respect for cultural differences can be facilitated**

According to respondents respect for cultural differences could be facilitated by:

- Meetings or workshops of various cultural groups.
- Promoting intercultural activities, or festivals in all sectors of society involving varying age groups.
- By basing services to be rendered on cultural values of individuals to be served.
- Sponsoring development of cultural activities involving various cultural groups in income-generating activities like concerts, stage plays,

and tourism attractions, and exhibition of arts and crafts.

- Establishing cross-cultural forums and associations.
- Promoting intercultural networks.

All interviewees expressed the need for training in order to understand implications of respect for cultural differences. Forms of training preferred were discussions and manuals.

15.4 **CONCLUSION**

The observation of current normative factors was observed by the majority of respondents. Observation of obedience to political authority was enforced to all employees by the former KwaZulu Government.

Among the setbacks perceived by respondents was the fact that the former KwaZulu Government was non-democratic and oppressive. Political office-

bearers of the former KwaZulu Government were also regarded as having no interest in welfare matters.

Public accountability was observed by 80% of the respondents. Among setbacks that were encountered by interviewees when observing public accountability were the wrong expectations by the public of welfare services, being called upon to account for occurrences for which respondents were not responsible.

Eighty per cent of respondents who observed adherence to administrative law encountered no setbacks.

Promotion of economy, effectiveness and efficiency was observed by 60% of respondents. Setbacks that were experienced in promoting economy effectiveness and efficiency were inter alia limited resources and misuse of government resources by staff.

All respondents specified various advantages that could be derived by observing future normative factors.

Advantages that could be derived from respect for human rights were inter alia: the end to bribery and corruption. Observation of social justice and equity would generate peace and harmony in the community. Abuse of power by people in authority would cease.

Among advantages that could emanate from respect for principles of democracy was the development of ordinary people as they learned to make decisions on their own and the rejection and challenging of undemocratic policies and practices.

Observation of transparency would have the advantages of enhancing the credibility of the public service as well as making people to feel more secure with the public service.

Advantages from observing non-ethnicism would be inter alia enjoyment of good service without fear of rejection on grounds of ethnicity as well as reduction of ethnic conflicts.

Non-tribalism would produce the reduction of faction fights and freedom of movement and association.

Respect for women and reduction of violence against women would result from observation of non-sexism.

According to respondents lives would be enriched and mutual respect would prevail from respecting cultural differences.

All respondents favoured training in both current and future normative factors mainly through workshops, symposia, manuals and discussions.

Training acquired, and training needs expressed by respondents are presented in tabular format in subsection 15.6.

15.6 TRAINING ACQUIRED AND TRAINING NEEDS IDENTIFIED BY RESPONDENTS

Table 1

Training Acquired			Training Needed	
	Functions	Percentage	Percentage	Type of Training
1	Obedience to political authority	40 %	60 %	On-the-job training
2	Maintenance of public accountability and responsibility	40 %	60 %	Workshops
3	Adherence to administrative law	30 %	100 %	Workshops, lectures, discussions
4	Promoting economy effectiveness and efficiency	40 %	100 %	Workshops, discussions
5	Respect for human rights	40 %	100 %	Symposia, workshops
6	Social justice and equity	-	100 %	Symposia, workshops
7	Respect for principles of democracy	-	100 %	Guidelines, manuals
8	Transparency	-	100 %	Guidelines, manuals
9	Non-racialism	-	100 %	Manuals, guidelines
10	Non-ethnicism	-	100 %	Discussions, guidelines
11	Non-tribalism	-	100 %	Discussion, Guidelines
12	Respect for cultural differences	-	100 %	Discussions, guidelines or manuals

PART D

CONCLUSIONS

AND

RECOMMENDATIONS

CHAPTER SIXTEEN

CONCLUSIONS AND RECOMMENDATIONS

16.1 CONCLUSIONS

Ideally, policy-making should be based on the identified needs of the public so that such needs could be addressed to the satisfaction of the public. In reality however, policy-makers of the former KwaZulu Government's Welfare and Pensions Department did not consult adequately with welfare officers who were in direct contact with the public. Yet by virtue of their training and experience, most welfare officers were in the best position to identify the community's real needs.

Policy-making of the former Welfare and Pensions Department was not thus resultant from full consultation. The result of the lack of full consultation would be allocation of funds to be wasted on irrelevant welfare programmes imposed by top-management irrelevant welfare programmes imposed by top-management, which programmes did not really address welfare needs adequately.

Full consultation of communities is endorsed by the Reconstruction and Development Programme, one of whose basic principles focuses on people's most immediate needs and relies in turn on their energies to drive the process of meeting their needs.

During interviews on policy-making it was also strongly evident that welfare officers were handicapped by lack of adequate knowledge about policies of the former Department of Welfare and Pensions.

Welfare officers lack of adequate knowledge about policies result from the reported lack of adequate access to policy directives and documents. The above short-coming deprived the welfare officers of the sense of direction of their department. Even the beginning of the new democratic era has presented no hope for most welfare officers that they will have access to policy documents in the foreseeable future.

The period of transition towards amalgamation of various previously fragmented government departments was characterised by consultations at various hierarchical governmental and political levels.

Such consultations covered various fields including education, health and welfare. These consultations culminated into the production of various documents such as proposals on welfare policy and the Reconstruction and Development Programme which were subjects of further negotiations and consultations.

Welfare officers were denied access to proposals for the new welfare policy and the Reconstruction and Development Programme document, by top management of the former Welfare and Pensions Department

Access to welfare policy proposals could have enabled welfare officers to contribute their ideas. Their contributions could also have developed their insight on policy matters.

It could be inferred from the responses that welfare officers' involvement in setting objectives was confined to the objectives of their welfare programmes to the exclusion of administrative objectives.

The essence of being well informed about top-level objectives will enable the welfare officer's planning of work to embrace the process wherein methods of action on all levels and in all stages of administrative operations and functional

activities will be established and maintained in order to fulfil all major objectives of the welfare department.

Welfare officers can therefore never be well versed with departmental objectives, unless they are actively and meaningfully involved in determining top-level objectives. Non-involvement of welfare officers can be a handicap which deprives them of a confidence to market objectives to the community convincingly.

It should also be realised that most communities that will be served by welfare officers in the post-apartheid era will be more sophisticated and articulate. Hence welfare officers' involvement in determination of policy and objectives at top-level will equip them with competence and credibility which will earn them (welfare officers) the co-operation and acceptance of the communities.

Welfare officers are regarded as very important components of the organisational machinery by respondents. Yet findings have disclosed that welfare officers were alienated from the very organisational structure of which they were part.

Welfare officers' lack of knowledge regarding macro-level organisational structure, was evident from the absence of organograms in their (welfare officers') offices.

No information was made available to welfare officers about appointments of top-management personnel and about changes in their positions through promotions, or transfers. All information that was obtained trickled through the grapevine.

Non-involvement of welfare officers in determining work study systems is justified not only by their pressure of work but also by reasons mentioned hereunder:

- An outsiders' involvement in determining work study systems has advantages as he/she would be objective and without preconceived ideas.
- For an outsider movement between divisions will be free and easy, and thus an overall view of problems may be obtained.
- Full attention may be devoted to one specific task without distractions.

It has been noted from the interviews that most welfare officers were capable of performing controlling functions to ensure that subordinates deliver services effectively and efficiently. However when controlling functions were performed on welfare officers themselves some short-comings were noted.

Some welfare officers conceded that when verbal reports were given at meetings for example, more success stories were communicated by welfare officers in order to impress and appease their superiors who always criticised most welfare officers for not performing well.

Top officials also strongly disapproved reports which showed that programmes imposed by head office for implementation at district level were not acceptable to communities. By covering up their failures, welfare officers denied themselves the right to be wrong - to learn from past mistakes - and to grow and develop from the learning experience.

Welfare officers' lists of duties were found to be inaccurate and inadequate when compared against the amount of administrative, management and professional tasks that they actually performed. (See Annexure C)

Areas of operation served by welfare offices and their professional and administrative staff, especially in rural areas were also grossly disproportional in terms of human resources they (welfare officers) had at their disposal.

Research findings confirmed poor communication in the former KwaZulu welfare department in the sense that there was no reliable two-way communication channel between head office and many district offices headed by welfare officers. Good communication is the life-blood of any organisation. Conversely, poor communication can result in misunderstanding, mistakes and misinformation which may have catastrophic consequences.

According to findings, most welfare officers had the abilities to perform most staffing functions, including personnel evaluation for which they were provided with training and guidelines.

It was established through research findings that welfare officers were not authorised to have control over funds that were allocated to address the needs of welfare clients. The lack of control over funds was perceived by welfare officers as an abnormal situation whereby welfare funds were utilised by Magistrates who were in the Justice Department and not in the welfare department.

According to two assistant secretaries who were interviewed, top- management of the welfare department maintained that the Magistrates were granted authority to control and utilise welfare funds by virtue of the training they had undergone in financial accounting, administration and management.

In support of the above situation, Magistrates were thus authorised to administer and control the payment of old age pensions, disability grants, maintenance and single care grants.

The abnormality of the above arrangements was furthermore aggravated by the lack of proper and adequate control measures from the welfare department over pensions administration at Magistrates' offices.

It was evidently not feasible for the welfare department to impose control measures on Magistrates who were operating under the Justice Department. Due to the above lack of control over Magistrates, the latter's performance of specific functions on behalf of the Welfare Department was inefficient.

Consequently, corruption and maladministration resulted. Welfare funds were found to have been misappropriated especially by clerks at Magistrate's offices.

The welfare department noted the failure of its arrangements for pensions administration in 1990.

In order to curb pension payment corruption, the paymaster function of old age pensions and disability grants was allocated to a private company (called Cash Payment Services - a subsidiary of the Standard Bank of South Africa).

In order to address the problem of pensions maladministration, during 1993 and 1994, in several districts, Magistrates were notified to hand over almost all functions they had previously performed on behalf of the Welfare Department, to welfare officers.

However, all the above positive changes were poorly planned, ill-organised and badly implemented. No proper consultations were undertaken with the key role-players. Hence in some districts, the handing over of pension administration was done haphazardly unsystematically and it was ill-timed.

For example, some Magistrates dumped all pension files at welfare officers' offices who were not ready and prepared for such additional tasks in terms of manpower, equipment and office accommodation.

Welfare officers were provided with training through a variety of training methods including in-service training, courses, guidelines, manuals, lectures and workshops.

Training services were planned and implemented by the former KwaZulu Governments Public Service Commission, the former central Governments' Commission for Administration, and the former Department of Welfare and Pensions.

Training in such subjects as personnel evaluation, was regarded as adequate by respondents. More training needs were however expressed by respondents, especially in future normative factors as shown in Table 1.

Welfare officers, like all other public functionaries, will discharge their functions in different and changing environments which will present challenges and demands with which they should learn to cope.

Apart from the present and future administrative and management functions to which all interviewees responded positively, welfare officers will need to adapt themselves to the changed socio-economic and political environments under which they will operate in the post-apartheid era.

As public administration occurs in a political environment, it is expected that the public manager will have to undertake his actions in accordance with the political office-bearers instructions.

Should significant changes occur in the political structure of the governing party's political policy, the appointed official has to direct his functional activities accordingly.

The future non-racial communities which will be served by welfare officers will present various religions of clients, various political views, cultural backgrounds, language groups, and other views affecting the prerequisites for and conditions of services.

The socio-political environment of the apartheid era was not conducive to the unquestioned observance of obedience to political authority by welfare officers. The government under which welfare officers served, that is, the former KwaZulu Government, was perceived as illegitimate, undemocratic and oppressive.

Hence the unfavourable responses on obedience to political authority was understandable and justified.

With regard to the observance of other normative guidelines, welfare officers relied on their professional code of ethics as trained social workers.

The humane treatment of clients by welfare officers, distinguished welfare officers from some public servants who were discourteous towards clients.

Consequently, welfare officers were sometimes approached by clients who had been mistreated by clerical staff. Clients therefore were attracted by friendliness, empathy, warmth, confidentiality and acceptance that was displayed by welfare officers.

In terms of the rules and regulations under which welfare officers' operate, they could also be deregistered by the Council of Social Workers if they could be found guilty of improper and unprofessional conduct towards the clients.

The respondents' perception of the advantages that could be derived from observing future normative factors was indicative of their insight and understanding of the moral value attached to these normative guidelines.

In the apartheid regime there were no supportive mechanisms on which welfare officers could rely in the event of clients' human rights being violated.

However in the democratic South Africa, constitutional mechanisms like the Bill of Rights, and the Human Rights Commission should create a positive socio-political environment that will secure a better life for all welfare clients.

The foregoing research findings have confirmed that welfare services are public services which are rendered by welfare officers as public servants through administrative and management functions.

The research approach that was adopted involved presentation of theoretical explanations to the administrative and management functions of welfare officers.

Theoretical explanations were followed by data collected on administrative and management functions. The result of the approach adopted was thus to link theory and practice of public administration.

To a large extent the research findings confirmed the applicability of theory to the practice of administrative and management functions that were rendered by welfare officers.

The information that was collected from respondents has described the welfare officer's work environment, the nature, scope and structure of former welfare

and pensions department as well as duties welfare officers performed and responsibilities they had as welfare officers.

Respondents reported on the extent of their involvement in administrative and management activities. Respondents also reported on obstacles they encountered and forwarded suggestions on how obstacles could be overcome. Interviewees also reported on training acquired and expressed need for training where training acquired was either inadequate or where training was never undertaken.

Information was also obtained in current normative factors regarding the extent to which respondents observed these normative factors. Respondents also reported on what hampered their observation of normative factors and how such setbacks could be overcome.

Future normative factors were also subjects on which data was collected. Such data included the advantages that respondents perceived or when normative factors of the future were to be observed.

Interviewees also offered their views on how observation of future normative factors could be facilitated.

Training needs on both current and future normative factors were also expressed and the preferred types of training were also disclosed.

When they were interviewed, interviewees knew that they were appointed to administer and manage welfare offices. Respondents were aware of the fact that positions of welfare officers were very significant as district heads of the Welfare Department.

All welfare officers were qualified social workers who were either promoted to the ranks of senior social workers or chief social workers.

The subordinates of welfare officers were social workers who rendered professional line functions and administrative staff.

Staff complements of district welfare agencies ranged from the minimum of four to the maximum of sixteen.

Four district welfare agencies of the former Welfare and Pensions Department also incorporated welfare institutions such as the Place of Safety, Reform Schools and Children's Homes. These welfare institutions also entailed extensive administrative and management responsibilities for welfare officers.

The above mentioned description of welfare officers was what all respondents understood and perceived as the embodiment of the role, structure and functions of welfare officers.

Generally while interviewees regarded their roles and functions as highly significant, they perceived their esteem and recognition by top-management as being far below than what they deserved. Such low esteem held by top management of welfare officers evidenced by the reported lack of consultation and involvement of welfare officers on vital current issues such as the new welfare policy, Reconstruction and Development Programme, and amalgamation of various previously fragmented government departments.

Top-management also held top level consultive discussions on some of the aforementioned vital issues without providing feedback to welfare officers or even the regional heads.

Notwithstanding the above conditions, welfare officers were reported to have discharged their duties responsibly under difficult circumstances of uncertainty and frustration.

The research that was undertaken with respondents augmented the respondents' understanding of welfare officers' functions.

The interviews that were conducted were revelations to respondents of the enormity and the magnitude of welfare officers' functional responsibilities.

Interviewing sessions became learning processes for respondents, whereby they were enabled to conceptualise the functions of welfare officers and to recognise their theoretical and practical meanings. Thus interviewees cited examples of their practical involvement in various administrative and management functions and they were able to attach conceptual meanings to those functions.

16.2 **RECOMMENDATIONS**

Top-management should adequately consult with welfare officers on matters of policy to ensure that the needs of the communities are identified and fully addressed.

It is essential that all welfare officers should be given access to all new policy documents, and directives.

Welfare officers should also be granted opportunities to discuss policies with other professionals in a workshop or conference situation in order to make their contributions meaningful and influential.

Welfare officers must be well-informed about top-level objectives and they should keep abreast in order to apply all objectives in the execution of their functions. The essence of being well informed about top-level objectives will enable the welfare officers' planning of work to embrace the process wherein methods of action on all levels and in all stages of administrative operations and functional activities will be established and maintained in order to fulfil all major objectives of the department.

The main objectives of welfare officers functions should be aligned to the central objective of the Reconstruction and Development Programme, which objective is to improve the quality of life of all South Africans and in particular the most poor and marginalised sections of communities.

Such an objective should be realised through a process of empowerment which gives the poor control over their lives and increases their ability to mobilise sufficient development resources. In the above context, welfare officers functions should reflect commitment to grassroots, bottom-up development which is owned and driven by communities and their representative organisations.

Welfare offices should be well-informed about their departments' organisational structure at the macro-level to enable welfare officers to identify closely with their department.

In order to acquaint all welfare officers with the organisational structures of the government department in which they will serve in the new era, welfare officers should have access to proposals for the new welfare policy. This new policy document clearly outlines the proposed organisational structures of the Social Welfare Department at National Provincial and Local Government levels by specifying and elaborating on the following structures:

- The single National Social Welfare and Development Department.
- Provincial Social Welfare and Development Departments.

- District and Local Social Welfare Development Departments.

Diagrams of the proposed National Provincial and Local organisational structures are also presented in the document of the proposals for the new welfare policy.

In order to enhance the standards and quality of service delivery to all communities, rationalisation reallocation of areas of operation, functional specialisation and equitable distribution of duties should be implemented. Duty inventories should be reformulated and redesigned to accurately reflect the total functions of welfare officers and their subordinates.

Regarding co-ordination, welfare officers in their agencies need to focus not only on interdepartmental co-ordination, but also they must attend to intra-departmental co-ordination in order to synchronise and integrate the work of all units and sections within their departments.

The purpose of co-ordination should be made to be more effective it is formalised from the highest administrative levels of various government and non-governmental departments and bodies.

There are many public and private institutions whose aim is to contribute to the welfare of the community. Therefore authorities of the wide spectrum of public and private institutions like the cabinet committees, working groups, conferences, departmental heads, municipal authorities, national and regional councils, need to initiate co-ordinated structures which should be replicated down the various hierarchy levels to districts manned by welfare officers and their counterparts.

The proposals of the African National Congress of the new welfare policy call for favourable consideration. These proposals specify the intersectoral co-ordination department which could be intended to bring together different sectors within the welfare department and other cognate government department and organs of civil society to address the needs and problems at all levels.

Such a structure would facilitate quick access of information from the local community to the National Social Welfare and Development Committee and the Social Services Co-ordinating Committee which could function as a welfare forum.

Regarding communication, there must always be two-way communication which must be channelled between districts, regional and head office, through conferences, seminars, meetings, regulations and codes.

The new dispensation will necessitate communication in order to address many issues and problems of adjustment which will be concomitant to amalgamation and integration. Under such circumstances, well defined lines of communication must be reliable and accessible.

In the new non-racial and democratic work environment, welfare officers should be prepared to encounter and cope with new challenges which will require proactive managerial skills.

Provision for managerial skills could be formulated by reliable and relevant administrative mechanisms that should preserve sound quality of human resources and high standards of service to the community.

Relevant and reliable administrative mechanisms should enable welfare officers to ensure that:

- The right personnel are suitably qualified and placed for their jobs.

- They are well-orientated, trained, and adjusted to their work environment.
- They are correctly guided and strongly motivated towards self-development and advancement.
- They are well disciplined and empowered to deal with all their problems in a responsible and positive manner.
- They are imbued with the noble team-spirit and dedication towards serving the community.

In order to ensure efficient administration and management of welfare services, the review of financial control of welfare funds and administration of social security is therefore essential in preparation for amalgamation and integration of all former racially segregated government departments.

Welfare officers should also be equipped to deal with challenges and demands of militant and rebellious subordinates. Strikes and boycotts will need negotiating skills on welfare officers' part.

Welfare officers should also be able to cope with interracial conflicts and problematic issues in order to maintain stability and harmony in their agencies.

Training of welfare officers should be an on-going process aimed at improving particular skills and knowledge. Overall training needs for the Department of Social Welfare and development should be identified in addition to training needs in particular sections or units. Appropriate in-house training programmes and objectives should be developed to address specific organisational and personnel problems.

New structures and delivery systems should be established for overall goals and objectives for welfare officers career development.

When rendering administrative and management functions, welfare officers should consider four basic community needs namely:

- A sense of well-being - a minimum standard of material improvement should be obtained.
- A sense of reasonableness - an individual should be satisfied that he is being dealt with in a just manner in relation to other people in comparable situation.
- A sense of achievement - the individual should be of the opinion that he achieves his objectives in some way.
- A sense of participation - in the determination of goals to be achieved to create the impression that he has some control over his own future.

Welfare officers should be able to set exemplary services which can be emulated by other public functionaries for the betterment of the civil service and the welfare of communities.

Both current and future normative guidelines must be officially recognised and legitimised for practical implementation by all welfare officers. Implementation must be enforced through circulars and encouraged through guidelines and procedure manuals.

The observation of normative guidelines must be monitored to ensure continuous adherence and to censure violation of these guidelines.

Regular training must also be promoted and provided to influence welfare officers to develop positive attitudes towards the practice and observation of all normative guidelines.

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Local Authorities

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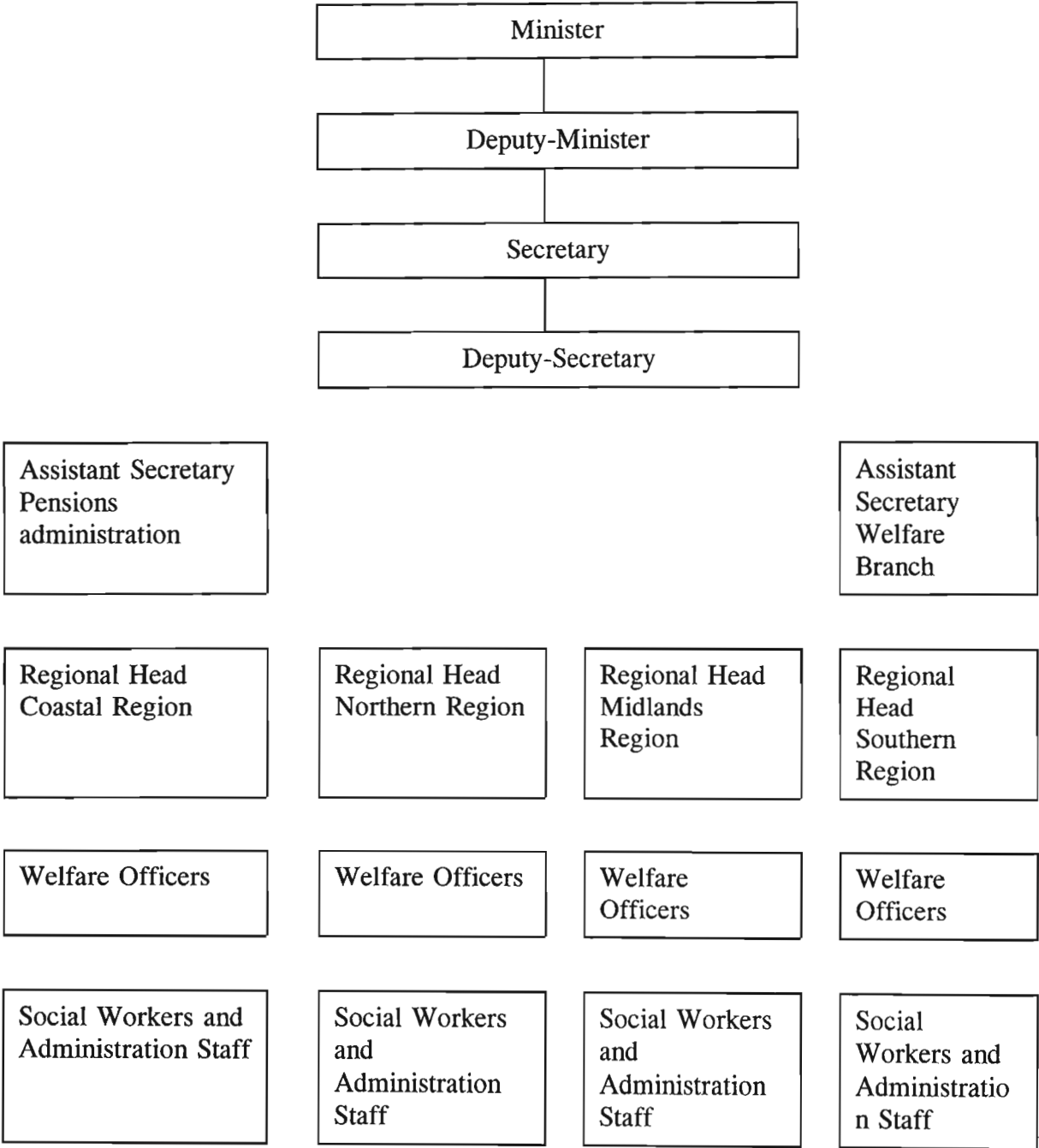
Ngcobo, V.A. Chairman, Regional Authority, Vulindlela District.

NAMES OF INTERVIEWED WELFARE OFFICERS

NAME	DISTRICT	DATE INTERVIEWED
1. B.C. Buthelezi	Mpumalanga	29.10.94
2. D.B. Madide	Hlanganani	15.9.94
3. B. Madonsela	Okhahlamba	17.8.94
4. P.G.L. Madela	Umbumbulu	19.3.94
5. M.C. Majola	Maphumulo	16.5.94
6. M.M. Mkhize	Ndwendwe	11.7.94
7. D.Z. Khumalo	Nongoma	8.7.94
8. H.B. Ngidi	Ntuzuma	18.10.94
9. P.D. Ndidi	Umlazi	27.9.94
10. D.N. Nhlengethwa	Enseleni	27.5.94
11. D.P. Nxumalo	Emzumbe	13.6.94
12. T.E. Sikhakhane	Emnambithi	22.6.94
13. C.T. Zondi	Emsinga	31.3.94
14. P.T. Zulu	Madadeni	24.4.94
15. L.N. Nkosi	Enkanyezi	22.4.94

ANNEXURE A

**ORGANOGRAM OF THE DEPARTMENT OF WELFARE
AND PENSIONS OF THE FORMER KWAZULU GOVERNMENT**



ANNEXURE B

**KWAZULU NATAL MAP SHOWING THE MAGISTERIAL DISTRICTS
OF THE FORMER KWAZULU HOMELAND**

ANNEXURE C

COMPLETE LIST OF DUTIES ATTACHED TO THE POST OF WELFARE OFFICER

1. ADMINISTRATIVE DUTIES

- 1.1 Orientation of all staff in order to provide a total picture of:
 - 1.1.1 The departmental structure and the role of the various divisions.
 - 1.1.2 To give an outline of the functioning and role of the District Welfare Office
 - 1.1.3 To give an outline of the functioning relationship between the district office and head office
- 1.2 To give administrative guidance with application of departmental requirements, procedures and policy, and correct interpretation and application of acts, statutory measures and the utilization of all possible resources and the utilization of all possible resources

2. SUPERVISORY DUTIES

- 2.1 Supervision aimed at developing staff. To ensure full utilization, accurate placement and achievement of high standard of performance.
- 2.3 Plans purposeful, clearly defined and continuous supervision programmes which are explicitly formulated and connected to the specific and general supervision needs of subordinates
- 2.4 Evaluate individual and group performance thus identifying the training needs of the subordinates.
- 2.5 Plan for effective placement of social work students.
- 2.6 Plan and organize for staff development through workshops, courses and on the job training.

3. **EDUCATIONAL DUTIES**

- 3.1 To encourage staff development and in-service training programmes.
- 3.2 To attend the regional authority meetings and report on community issues.
- 3.3 To give information on welfare matters to other groups .

4. **SELF DEVELOPMENT**

- 4.1 To undertake self-development activities like part-time studies.
- 5. To perform any other duties as may be assigned from time to time.

ANNEXURE D

QUESTIONNAIRE

- 1. Your present position
- 2. Qualifications
- 3. Years or experience

PART A

1. ADMINISTRATIVE FUNCTIONS

Policy - Making Functions

- i) Identifying needs
 - a. To what extent are you involved in this function?
.
 - b. What obstacles have you encountered in performing this function? . .
.
 - c. How can the above obstacles be overcome?
.
 - d. Have you undergone training to perform the above function?
.
 - e. What type of training would you prefer?
.
- ii) Preparing legislation, regulations, instructions and other directives
 - a. To what extent are you involved in this function?
.
 - b. What obstacles have you encountered in performing this function? . .
.
 - c. How can the above obstacles be overcome?
.
 - d. Have you undergone training to perform the above function?
.
 - e. What type of training do you prefer?
.

iii) **Analysis of existing policies**

- a. To what extent are you involved in this function?
.....
- b. What obstacles have you encountered in performing this function?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above function?
.....
- e. What type of training would you prefer?
.....

2. **ORGANISING**

i) **Determining Organisational Structures in Macro Context**

- a. To what extent are you involved in this function?
.....
- b. What obstacles have you encountered in performing this function?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above function?
.....
- e. What type of training would you prefer?
.....

ii) **Determining Organisational Structures in Micro Context**

- a. To what extent are you involved in this function?
.....
- b. What obstacles have you encountered in performing this function?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above function?
.....
- e. What type of training would you prefer?
.....

3. **STAFFING**

i) **Devising systems and policies**

- a. To what extent are you involved in this function?
.....
- b. What obstacles have you encountered in performing this function?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above function?
.....
- e. What type of training would you prefer?
.....

ii) **Preparing legislation and directives**

- a. To what extent are you involved in this function?
.....
- b. What obstacles have you encountered in performing this function?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above function?
.....
- e. What type of training would you prefer?
.....

4. **FINANCING**

i) **Establishing financial systems and directives**

- a. To what extent are you involved in this function?
.....
- b. What obstacles have you encountered in performing this function?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above function?
.....
- e. What type of training would you prefer?
.....

ii) Preparing estimates of income and expenditure

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above function?
.....
- e. What type of training would you prefer?
.....

iii) Audit arrangements

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

5. DETERMINING WORK METHODS AND PROCEDURES

i) Checking and devising methods and procedures

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

ii) **Overall Work Study Systems**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

iii) **Productivity Improvement Systems**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

6. **CONTROLLING**

i) **Determining control measures and directives**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

ii) **Reporting to political office-bearers institutions and legislature**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

iii) **Setting standards for services and products**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

iv) **Inspection**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

v) **Devising auditing systems**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

PART B
MANAGEMENT FUNCTIONS

7. POLICY IMPLEMENTATION

i) Setting missions\objectives\goals

- a. To what extent are you involved in this activity?

- b. What obstacles have you encountered in performing this activity?

- c. How can the above obstacles be overcome?

- d. Have you undergone training to perform the above activity?

- e. What type of training would you prefer?

ii) Planning

- a. To what extent are you involved in this activity?

- b. What obstacles have you encountered in performing this activity?

- c. How can the above obstacles be overcome?

- d. Have you undergone training to perform the above activity?

- e. What type of training would you prefer?

iii) Programming

- a. To what extent are you involved in this activity?

- b. What obstacles have you encountered in performing this activity?

- c. How can the above obstacles be overcome?

- d. Have you undergone training to perform the above activity?

- e. What type of training would you prefer?

iv) **Marketing missions\objectives\goals**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

v) **Identifying and reporting short-comings**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

8. IMPLEMENTING ORGANISING PROCESSES

i) **Determining Co-ordinating Mechanisms**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

ii) **Setting duty inventories for units and individuals**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

iii) **Constructing communications systems**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

9. IMPLEMENTING STAFFING POLICIES

i) **Leading**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

- ii) **Motivating**
 - a. To what extent are you involved in this activity?
.....
 - b. What obstacles have you encountered in performing this activity?
.....
 - c. How can the above obstacles be overcome?
.....
 - d. Have you undergone training to perform the above activity?
.....
 - e. What type of training would you prefer?
.....

- iii) **Training**
 - a. To what extent are you involved in this activity?
.....
 - b. What obstacles have you encountered in performing this activity?
.....
 - c. How can the above obstacles be overcome?
.....
 - d. Have you undergone training to perform the above activity?
.....
 - e. What type of training would you prefer?
.....

- iv) **Merit rating**
 - a. To what extent are you involved in this activity?
.....
 - b. What obstacles have you encountered in performing this activity?
.....
 - c. How can the above obstacles be overcome?
.....
 - d. Have you undergone training to perform the above activity?
.....
 - e. What type of training would you prefer?
.....

v) **Maintaining discipline**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

vi) **Counselling**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

vii) **Reporting on personnel systems and individuals**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

10. IMPLEMENTING FINANCIAL PROCESSES

i) Cost-benefit\analysis\costing

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

ii) Preparing draft estimates of income and expenditure

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

iii) Accounting

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

- iv) **Auditing**
 - a. To what extent are you involved in this activity?

 - b. What obstacles have you encountered in performing this activity?

 - c. How can the above obstacles be overcome?

 - d. Have you undergone training to perform the above activity?

 - e. What type of training would you prefer?

11. **IMPLEMENTING WORK METHODS AND PROCEDURES**

- i) **Checking and devising methods and procedures**
 - a. To what extent are you involved in this activity?

 - b. What obstacles have you encountered in performing this activity?

 - c. How can the above obstacles be overcome?

 - d. Have you undergone training to perform the above activity?

 - e. What type of training would you prefer?

12.**IMPLEMENTING CONTROL MEASURES**

- i) **Applying standards prescribed**
 - a. To what extent are you involved in this activity?

 - b. What obstacles have you encountered in performing this activity?

 - c. How can the above obstacles be overcome?

 - d. Have you undergone training to perform the above activity?

 - e. What type of training would you prefer?

ii) **Checking on quantity and quality of products**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

iii) **Internal auditing**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

iv) **Reporting (feedback)**

- a. To what extent are you involved in this activity?
.....
- b. What obstacles have you encountered in performing this activity?
.....
- c. How can the above obstacles be overcome?
.....
- d. Have you undergone training to perform the above activity?
.....
- e. What type of training would you prefer?
.....

PRESENT AND FUTURE FUNCTIONS OF WELFARE OFFICERS

i) PRESENT FUNCTIONS

Interpretation of policy
Implementation of policy
Provision of resources
Planning, Programming
Evaluation of Work Programmes
Devising work Procedures and Methods
Personnel Evaluation
Maintaining discipline
Motivating, Training, Recruiting Staff
Inspection
Supervision
Controlling Reporting

ii) FUTURE FUNCTIONS

Promoting harmony and mutual understanding with all staff, regardless of gender of cultural differences.

Provision of equal opportunities for staff to career development and to address their grievances.

Projecting positive image of welfare department to the community at large.

Ensuring best services to all people irrespective of colour or political affiliation.

Ensuring that employees are well placed, well equipped, and well disposed to their work.

Ensuring effective and efficient rendering of welfare services.

Appraisal and evaluation of services rendered to the community through research and consultations.

CURRENT NORMATIVE FACTORS

- i) **Obedience to political authority**
 - a. To what extent do you observe the above normative factor?
.....
 - b. What has hampered your full observation of the above normative factor?
.....
 - c. How can the above set-back be addressed?
.....
 - d. Have you undergone training to understand the implications of the above normative factor?
.....
 - e. What type of training would you prefer?
.....

- ii) **Maintenance of public accountability and responsibility**
 - a. To what extent do you observe the above normative factor?
.....
 - b. What has hampered your full observation of the above normative factor?
.....
 - c. How can the above set-back be addressed?
.....
 - d. Have you undergone training to understand the implications of the above normative factor?
.....
 - e. What type of training would you prefer?
.....

- iii) **Adherence to Administrative Law**
 - a. To what extent do you observe the above normative factor?
.....
 - b. What has hampered your full observation of the above normative factor?
.....
 - c. How can the above set-back be addressed?
.....
 - d. Have you undergone training to understand the implications of the above normative factor?
.....
 - e. What type of training would you prefer?
.....

- iv) **Promoting economy, effectiveness and efficiency**
 - a. To what extent do you observe the above normative factor?
.....
 - b. What has hampered your full observation of the above normative factor?
.....
 - c. How can the above set-back be addressed?
.....
 - d. Have you undergone training to understand the implications of the above normative factor?
.....
 - e. What type of training would you prefer?
.....

FUTURE NORMATIVE FACTORS

In addition to current normative factors, the following future normative factors are envisaged:

- i) **Respect for human rights**
 - a. What advantages can be derived from the above normative factor?
.....
 - b. How can observation of above factor be facilitated?
.....
 - c. Would you require training to understand above factor?
.....
 - d. What type of training would you prefer?
.....

- ii) **Social justice and equity**
 - a. What advantages can be derived from the above normative factor?
.....
 - b. How can observation of above factor be facilitated?
.....
 - c. Would you require training to understand above factor?
.....
 - d. What type of training would you prefer?
.....

- iii) **Respect for principles of democracy**
 - a. What advantages can be derived from the above normative factor?
.....
 - b. How can observation of above factor be facilitated?
.....
 - c. Would you require training to understand above factor?
.....
 - d. What type of training would you prefer?
.....

iv) **Transparency**

- a. What advantages can be derived from the above normative factor?
.....
- b. How can observation of above factor be facilitated?
.....
- c. Would you require training to understand above factor?
.....
- d. What type of training would you prefer?
.....

v) **Non-racialism**

- a. What advantages can be derived from the above normative factor?
.....
- b. How can observation of above factor be facilitated?
.....
- c. Would you require training to understand above factor?
.....
- d. What type of training would you prefer?
.....

vi) **Non-ethnicism**

- a. What advantages can be derived from the above normative factor?
.....
- b. How can observation of above factor be facilitated?
.....
- c. Would you require training to understand above factor?
.....
- d. What type of training would you prefer?
.....

vii) **Non-tribalism**

- a. What advantages can be derived from the above normative factor?
.....
- b. How can observation of above factor be facilitated?
.....
- c. Would you require training to understand above factor?
.....
- d. What type of training would you prefer?
.....

viii) Non-sexism

- a. What advantages can be derived from the above normative factor?
.....
- b. How can observation of above factor be facilitated?
.....
- c. Would you require training to understand above factor?
.....
- d. What type of training would you prefer?
.....

ix) Respect for cultural differences

- a. What advantages can be derived from the above normative factor?
.....
- b. How can observation of above factor be facilitated?
.....
- c. Would you require training to understand above factor?
.....
- d. What type of training would you prefer?
.....