

**Administration of Social Pensions and Grants  
for Indians in the Phoenix Regional Area.**

**by**

**DEVAGEERANEE GOVENDER**

**Dissertation**

**Submitted in part fulfilment of the requirements for the Degree  
Master of Administration in the Department of Public  
Administration, Faculty of Commerce and Administration at the  
University of Durban-Westville.**

**Supervisor : Professor W.A.J. COETZEE**

**November 1988**

### ACKNOWLEDGEMENTS

I thank God for making this study possible, for instilling in me the inspiration, perserverence and motivation necessary to complete this study.

To my husband CYRIL, my daughter NADINE and my son JONATHAN, is due my deepest appreciation and thanks for their unfailing confidence, support and patience without which this study would not have been possible.

I also wish to thank my supervisor Professor W.A.J. COETZEE for his valued direction and guidance. He has always inspired and motivated me throughout my years of tertiary education.

My thanks also goes to all the officials in the Administration : House of Delegates who were always willing to furnish valuable information to me. A special thanks goes to Doctor H.W.J. Rocher, Mr P. Ramcharan, Mr W. Padayachee and Mrs M. Benjamin.

My sincere gratitude to Miss R. Naidoo and Randy Kangaloo who sacrificed many hours typing and editing this dissertation.

I am also thankful to Paul and Saras Singh for proof reading this dissertation.

Finally, I wish to thank my parents for their encouragement and support throughout my years of study.

DEVAGEERANEE GOVENDER

NOVEMBER 1988

## CONTENTS

Summary	xviii
CHAPTER I	
1. Introduction	1
2. Subject of Study	3
3. Compilation of Information	6
4. Definition of Terms	7
CHAPTER II - The Arrival, Expansion and Distribution of the Indians in South Africa.	
1. Introduction	14
2. Arrival of Indians	15
3. Repatriation	21
4. Distribution of the Indian Population with Particular Reference to Natal.	22
5. Population Density and Distribution in the Phoenix Regional Area.	31
6. Establishment of the Phoenix Regional Office under the Control of the Administration: House of Delegates.	38
7. Summary	40
CHAPTER III - Policymaking for Social Pensions and Grants	
1. Introduction	41
2. Definition of Public Policy	42
3. Policymaking Process	44
4. Political Superstructure in South Africa	45
4.1 State President	47
4.2 Parliament	48

4.3	The Executive	49
4.4	Cabinet	49
4.5	Ministers' Council	50
5.	Policymaking Process with Respect to Laws Relating to General Affairs	52
6.	Laws Pertaining to Own Affairs	53
7.	Formulation of Policy for Own Affairs	54
8.	Administration for Own Affairs	55
8.1	Administration : House of Assembly	55
8.2	Administration : House of Representatives	55
8.3	Administration : House of Delegates	55
9.	Formulation of Policy With Respect To Social Pensions and Grants For Indians In South Africa	56
9.1	Introduction	56
9.2	Organisational Structure of the Administration: House of Delegates	57
9.3	The Policymaking Process with Respect to The Department of Health Services and Welfare	59
9.4	Policies Pertaining to Social Pensions and Grants	60
9.4.1	Regulations	60
9.4.2	Social Pensions	62
9.4.2.1	Persons who Qualify for Social Pensions	62
	a) Old Age Pensions	62
	b) War Veterans' Pensions	62
	c) Blind Persons' Pensions	63
	d) Disability Pensions	64

9.4.2.2	Persons who do not Qualify for a Disability Pension	64
9.4.2.3	Means Test	65
9.4.2.3.1	Income	66
	a) Income from Employment	66
	b) Income from Farming	66
	c) Income from Business	67
	d) Income from Lodgers	67
	e) Subletting	67
	f) Income from Working Spouse or Applicant	67
	g) Pension (Other than a Social Pension)	67
9.4.2.3.2	Assets	69
	a) Fixed Property	69
	b) Investments	69
	c) Usufruct	70
	d) Donation of Assets	70
	e) Property Rented for Farming	70
	f) Annuity Purchased or from Trust	70
9.4.2.4	Attendant's Allowances	73
9.4.2.5	Supplementary Allowance	73
9.4.2.6	Date on which Pension Accrues	74
9.4.2.7	Conversion of Pensions	74
9.4.2.8	Lapse of Pension	75
9.4.2.10	Suspension and Administration of Pensions	75
9.4.2.11	Overpayment	76
9.4.3	Maintenance Grants	76

9.4.3.1	Maintenance Grants in Respect of own Children	77
9.4.3.1.1	Parent's Grant	79
9.4.3.1.2	Children's Grants	80
9.4.3.1.3	Means Test	81
9.4.3.1.4	Period for which a Grant is Payable	84
9.4.3.1.5	Conditions upon which a Grant is Paid	84
9.4.3.2	Foster Parent Grants	85
10.	Summary	88
CHAPTER IV - Organising For Social Pensions And Grants		
1.	Introduction	81
2.	Definition	92
3.	Organisation of the Administration of Pensions And Grants in the Phoenix Area.	95
3.1	Interdepartmental Liaison Committee	98
3.1.2	Duties of the Committee	99
3.2	Administration : House of Delegates	100
3.2.1	Department of Health Services and Welfare	100
3.2.1.1	Pensions and Allowances Subdivision	105
3.2.1.1.1	Functions of the Banking and Overpayment Section	107
3.2.1.1.2	Function of the Pensions and Allowances Section	107
3.2.1.2	Phoenix Regional Office	109
3.2.1.2.1	Social Assistance Services	111
3.2.1.2.2	Administrative Services	111

4.	Origin and Division of Functions in the Institutions Administering Social Pensions and Grants	117
5.	Internal Organisation For Social Pensions and Grants	119
5.1	Horizontal Division of Work	119
5.2	Delegation of Authority	122
5.3	Co-ordination	125
5.4	Lines of Communication	127
5.5	Control	130
5.6	Aids for Organising	131
6.	Summary	132
CHAPTER V - Financing For Social Pensions And Grants		
1.	Introduction	135
2.	Financial Policy and Legislation	136
3.	Organisational Framework within which the Financial Administration of Social Pensions and Grants for Indians in the Phoenix Regional Area Takes Place.	141
3.1	Department of Budgetary and Auxiliary Services	141
3.1.1	Directorate of Finance	142
3.1.1.1	Functions of the Director of Financial Administration	144
3.1.1.2	Financial Function of the Director-General	147
3.1.1.3	Subdirectorate : Financial Planning	150
3.1.1.4	Subdirectorate : Accounts	150
3.1.1.4.1	Division : Sundry Expenses	150

3.1.1.4.2	Division : Salaries	151
4.	Budgetary Procedures for Social Pensions and Grants	154
4.1	Preparation of the Budget	155
4.1.1	Budgeting by Objectives	156
4.1.1.1	The Main Characteristics of Budgeting by Objectives	156
4.1.2	Presentation of the Budget	157
4.1.2.1	Programmes	158
4.1.2.2	Subprogrammes	159
4.1.2.3	Objectives	160
4.1.2.4	Item	161
4.1.2.5	Responsibility	162
4.1.2.6	Fund	162
4.1.3	Estimates of Expenditure	163
4.1.3.1	Request and Priority Classification	166
4.1.4	Procedure for Estimating	168
4.1.5	Estimates of Expenditure	172
4.1.5.1	Planning Forecast of Expenditure	172
4.1.5.2	Main Estimate	173
4.1.5.3	First Revised Estimates	175
4.1.5.4	Second Revised Estimates	177
4.1.6	Types of Budget Figures	178
4.1.6.1	Provisional Revised Budget	178
4.1.6.2	Provisional Approved Budget	178
4.1.6.3	Original Approved Budget	179
4.1.6.4	Current Approved Budget	179

4.1.7	Virement	179
4.1.8	Budget Shuffles	181
4.2	Approval of the Budget and Appropriation of Funds	182
4.2.1	Approval of the Budget	182
4.2.1.1	The Partial Budget	183
4.2.1.2	Main Budget	183
4.2.1.3	Supplementary Budget	184
4.2.1.4	Additional Budget	184
4.2.2	Appropriation of Funds	185
4.2.2.1	Appropriation Act	186
4.2.2.2	Part Appropriation Act	186
4.2.2.3	Additional Appropriation Act	187
4.2.3	Increases In Social Pensions and Grants	187
4.3	Implementation of the Budget	195
4.3.1	Legislative Provisions with respect to Social Pensions and Grants	195
4.3.2	Withdrawal of money	202
4.4	Control of Funds for Social Pensions and Grants	203
4.4.1	Functions of the Financial Control Division with respect to Social Pensions And Grants	203
4.4.2	Auditor - General	204
4.4.2.1	Functions and Powers of the Auditor-General	205
5.	Summary	209
CHAPTER VI - Personnel Administration		
1.	Introduction	212

2.	Policy and Legislation	213
3.	Commission for Administration	218
4.	Provision and Maintenance Of Staff	223
4.1	Creation of Posts	223
4.2	Recruitment and Selection of Staff	227
4.3	Appointment and Probation	232
4.4	Maintenance of Staff Matters	234
5.	Organisation	237
6.	Remuneration	237
7.	Functions of the Personnel Involved in the Administration of Social Pensions and Grants	239
7.1	Phoenix Regional Office	239
7.1.1	Duties of the Senior Health and Welfare Administration Officer	239
7.1.2	Health and Welfare Administration Officer	240
7.1.3	Senior Health and Welfare Administration Clerk: Social Assistance Subdivision	241
7.1.4	Senior Health and Welfare Administration Clerk: Investigation Section	242
7.1.5	Health and Welfare Administration Clerk	242
7.1.6	Registry Clerk	243
7.2	Pensions and Allowances Subdivision	245
7.2.1	Senior Pension's Officer	245
7.2.2	Pension's Officer	246
7.2.3	Senior Pensions Clerk	247
7.2.4	Pension's Clerk	247

7.2.5	Assistant Director : Pensions Administration	253
8.	Training and Development	255
9.	Merit Assessment	260
9.1	Periodic Records	260
9.2	Staff Reports	261
9.3	Merit Awards	265
9.3.1	Evaluation Instruments	266
9.3.2	Qualifying Period	266
9.3.3	Assessment Categories	267
9.3.4	Rewards	267
9.3.5	Procedure for Assessments	268
10.	Summary	269
CHAPTER VII - Work Procedure And Internal Control		
1.	Introduction	273
2.	Definitions	274
2.1	Procedure	274
2.2	Control	275
3.	Work Procedure	276
3.1	Need for Formal Procedures	276
3.2	Composing of Procedures	270
3.3	Advantages of Procedure Manuals	282
3.4	The Role of the Work Study Division	283
4.	Internal Control	285
5.	Work Procedures for the Administration	287
	For Social Pensions and Grants	
5.1	Application for Social Pensions and Grants	287

5.1.1	Completion of application forms for social pensions and grants	300
5.2	Assessment Of Applications	303
5.3	Manner Of Determining Amounts of Social Pensions And Grants	308
5.4	Overpayment	310
5.5	Adopted Child	313
5.6	Supplementary Allowance	313
5.7	Deceased Pensioners and Grantees	315
5.8	Compulsory Deductions from Wages and Salaries	316
5.9	Outstanding Pensions	316
6.	Review of Social Pension and Grant	317
7.	Summary	321

## CHAPTER VIII

1.	General Conclusions	325
1.2	Concentration of the Indian Populations in Natal and the Phoenix Regional Area.	328
1.2.1	Population Distribution in Phoenix	329
1.2.2	Establishment of the Phoenix Regional Office	329
1.3	Policymaking for Social Pensions and Grants	330
1.4	Organisation for Social Pensions and Grants	334
1.5	Financing	339
1.5.1	Budgetary Procedure for Social Pensions and Grants	340
1.6	Provisioning and Utilization of Personnel	343
1.6.1	Merit Assessment	345

1.6.2	Training of Staff	346
1.7	Work Procedure and Control	347
2.	Recommendations	351
2.1	Recommendations directly involving policymaking	351
2.2	Recommendations directly involving organisation	355
2.3	Recommendations directly involving financing	357
2.4	Recommendations directly involving personnel provisioning and utilization	358
2.5	Recommendations directly involving work procedure	361
2.6	Recommendations directly involving control	362
2.7	General	363
	BIBLIOGRAPHY	365
	ANNEXURES	374

## TABLES

Table 1	Distribution of Indentured Indians Introduced into Natal in 1860.	18
Table 2	Annual Flow of Indentured Indians to Natal From 1860 to 1890 By Sex And Port of Embarkation.	19
Table 3	Annual Flow of Indentured Indians to Natal From 1891 to 1911 by Sex And Port of Embarkation.	20
Table 4	Distribution of the Indentured Indian Immigrated Population in Natal During the Period 1860-1908.	24
Table 5	Population Distribution in the Four Provinces	25
Table 6	Numerical Increases and Distribution of the Indian Population During the Census Years 1911 - 1985.	28
Table 7	Geographic Distribution of the Indian Population in Natal as at 6 March 1985.	29
Table 8	Population Growth In A Few Magisterial Districts In Natal.	30
Table 9	Technical Information Pertaining To The Phoenix Regional Area.	36

Table 10 Pension Payment Rates For the Period 1 October 1974 To October 1987.	191
Table 11 Number Of Indian Beneficiaries in The Republic And Expenditure Under the Various Social Assistance Schemes.	191
Table 12 Number of Indian Old Age Pensioners in The Republic and Value of Pensions Paid : 1970 to 1987.	192
Table 13 Number Of Indian War Veteran Pensioners in The Republic and Value of Pensions Paid : 1970 To 1987.	192
Table 14 Number of Indians in Receipt of Pensions for the Blind in The Republic and Values of Pensions Paid : 1970 To 1987.	193
Table 15 Number of Indians in Receipt of Disability Pensions in The Republic and Value of Pensions in The Republic and Value of Pensions Paid : 1970 To 1987.	193
Table 16 Number of Indian Families in Receipt of Maintenance Grants in The Republic and Value of Grants Paid : 1970 To 1987.	194

## FIGURES

Figure 1	Areas Inhabited by Indians in Natal	26
Figure 2	Map of The Phoenix Regional Area.	32
Figure 3	Master Plan of The Phoenix Housing Complex	34
Figure 4	Different Community Areas in Phoenix	35
Figure 5	The Central Government in South Africa	46
Figure 6	Executive Authority and Executive Institutions	51
Figure 7	Procedure for the Formulation of a Law on General Affairs	53
Figure 8	Formulation of Policy for Own Affairs	54
Figure 9	Flow Chart of the Provisioning of Social Pensions and Grants for Indians in South Africa	97
Figure 10	General Organisational Structure of the Administration : House of Delegates.	101
Figure 11	Organisation and Establishment of The Department of Health Services and Welfare	102
Figure 12	The Organisational Structure for the Pensions and Allowances Subdivision	106
Figure 13	Functional Organisation of The Phoenix Regional Office	110

Figure 14 Organisational Structure and Establishment of The Department of Budgetary and Auxiliary Services.	143
Figure 15 Analytical Flow Diagram of General Government Finances.	198
Figure 16 Organisational Structure of The Office of The Commission for Administration as at 1985.	224
Figure 17 Office of The Commission for Administration : Its Position in the Hierarchy of Public Institutions and its Internal Structure as at 1985.	225

## ANNEXURES

1.	Draft Estimates of Programme 4 of the Department of Health Services and Welfare for the year 1987/88.	374
2.	The format for Mutli-Year Estimates	390
3.	The format for First Revised Estimates	391
4.	The format for Second Revised Estimates	392
5.	Application for Employment Form	393
6.	Form on which Quarterly Reports for Officers on Probation is compiled	394
7-14.	Staff Reports Forms	395-402
15.	Merit Award Questionnaire	403
16.	Form used to request for file contents from another office	416
17.	Screening Form	417
18.	Wage and Discharge Certificate	418
19.	Police Report Form	419
20.	Certificate from State Institution in which Spouse is detained	420
21.	Prison Report Form	421

22.	Form used to request for a Bond Certificate.	422
23.	Form used to request for a Medical Report from a Medical Practitioner.	423
24.	Form used for the Medical Report from the District Surgeon.	424
25.	Covering letter used when submitting District Surgeon Reports for Classification.	425
26.	Form used to confirm that an applicant has registered for employment at the Labour Bureau.	426
27.	Application Form for Social Pensions and Grants	427
28.	Form used by the Investigating Officer to Compile his Report in respect of Maintenance Grants.	428
29.	Form used by Pensioners and Grantees to Apply for their Moneys to be Transferred into their Banking Accounts.	431
30.	Power of Attorney Form	432
31.	Form used to claim for Undrawn Pension	433
32.	Form for Review of a Pension and Grant	434

ADMINISTRATION OF SOCIAL PENSIONS  
AND GRANTS FOR INDIANS IN THE  
PHOENIX REGIONAL AREA

BY

DEVAGEERANEE GOVENDER

(SUMMARY)

Promoter : Professor W.A.J. Coetzee

Department: Public Administration

Degree : M. Admin (Public Administration)

During the financial year 1986/87 an amount of R106 615 210 of State finance was spent on the payment of social pensions and grants for Indians in South Africa. This figure provided financial help for 61 881 (this figure excludes the number of children) Indians. Furthermore, from 1985 to 1986 an amount of R89 742 434 was utilised towards the payment of social pensions and grants. Of this amount R17 948 486 was spent on an estimated figure of 9707 Indians receiving social pensions and grants in the Phoenix Regional Area.

In view of this huge financial expense incurred by the State, together with the fact that a large number of these social pensioners and grantees depend solely on this source of income to

maintain themselves and their families, it is imperative that the administration pertinent to these social pensions and grants be of mutual benefit to the State and the public. As no academic research in this field has been conducted to improve or change the present administrative processes, it would, therefore, appear that there is much need for a careful study and assessment of the various facets involved in the administration of social pensions and grants for Indians. The aim of this research project is to conduct an indepth investigation into the administrative processes involved in the application, award and continuation of social pensions and grants for Indians in the Phoenix Regional Area. The Phoenix Regional Area was chosen because it is presently one of the largest Indian suburbs in Natal and is still growing at an alarming rate. In order to highlight the Phoenix residential area, a brief history of the arrival of Indians to South Africa and their gradual distribution throughout the Republic is discussed. The development of the Phoenix Area and the Phoenix Regional Office is also examined.

Thereafter, the generic administrative processes as implemented in the administration of social pensions and grants is explored. Policymaking, organising, financing, staffing, work procedure and control for social pensions and grants is explored. The underlying motive is to evaluate each of these processes and identify areas where changes and improvements could be instituted in order to render a more efficient service to the community.

The study indicated that currently no measures have been initiated by the State to curtail State expenditure in terms of social pensions and grants. For example, if a person is aged, blind, disabled or a war veteran he would automatically qualify for a social pension provided that he qualifies in terms of the means test. No steps have been taken by the legislature to compel these persons to provide for themselves in the event of their facing any one of these contingencies. Thus, as the population increases so will the number of pensioners and grantees. This would no doubt result in the State being faced with a major financial burden towards which the taxpayer has to contribute. This expenditure would also increase in accordance with any increases in the consumer index and the inflation rate.

A review of the organisational structure for social pensions and grants reveals that additional unnecessary expenditure is also incurred by the establishment of three separate departments in the three Houses of Parliament to deal with the administration of these schemes. All three departments have to be provided with staff members, furniture, equipment and stationery. All of the above expenses has to be paid for out of State funds, thus additional expenditure is incurred.

The ensuing discussion also makes apparent that the administration of pensions and grants is undertaken on a centralised basis. Therefore, applicants have to wait for long periods before receiving a reply to their applications for social

pensions and grants. Furthermore, the centralisation of these services results in a duplication of a number of tasks. Here again, duplication results in additional State expenditure which could be avoided with efficient organising.

It is also clear that changes have to be brought about in the financial and staffing organisational arrangements for social pensions and grants. Because organising for social pensions and grants with respect to financing and staffing is centralised, many problems arise which inevitably lead to inefficiency in the administrative processes. Changes also have to be implemented in the work procedure for staffing as well as in the application, award and payment of social pensions and grants. Certain work procedures that have been implemented are not cost effective and could be undertaken in more efficient ways, the result of which would decrease expenditure and contribute towards a higher quality of service rendered to the public.

In view of the foregoing, the following recommendations are forwarded in the hope that they would result in appropriate improvements and/or changes to the present administrative infrastructure and procedures related to social pensions and grants. This would then lead to services being rendered in a manner that would benefit both the State and its community equally.

- i) The State should implement a policy whereby its people should be compelled to provide financially for their

old age, or any other contingency that may arise during their working life.

- ii) Only those persons who cannot make such provision should be assisted entirely by the State.
- iii) A single policy should be introduced for all race groups in South Africa. The "means test" and the rates of pay for social pensions and grants should be equal for all race groups.
- iv) In the case of maintenance grants for own children, the parent's grant should only be paid for six months unless the parent is disabled or aged and therefore cannot secure employment.
- v) The community should be made aware of the importance of providing for old age or disability. This should be achieved through educational programmes.
- vi) A single department should be established to administer social pensions and grants for all the race groups in the Republic and all the generic processes involved in the administration of social pensions and grants should be undertaken by this Department.
- vii) The administration of social pensions and grants should be totally decentralised.

- viii) Medical pension's officers should be appointed at each regional office and should examine applicants for disability pensions and war veteran pensions themselves.
- ix) The method of recruitment and selection of staff should be improved in order to ensure objectivity.
- x) A training division should be created at the Phoenix Regional Office to render training.
- xi) Social pensions and grants should be paid directly into the banking accounts of beneficiaries.
- xii) The internal audit section should inspect the file contents of social pensioners and grantees.
- xiii) A separate section should be created to investigate all applications for social pensions and grants.
- xiv) A central data system should be established from which the assets and income of all citizens could be verified.

- viii) Medical pension's officers should be appointed at each regional office and should examine applicants for disability pensions and war veteran pensions themselves.
- ix) The method of recruitment and selection of staff should be improved in order to ensure objectivity.
- x) A training division should be created at the Phoenix Regional Office to render training.
- xi) Social pensions and grants should be paid directly into the banking accounts of beneficiaries.
- xii) The internal audit section should inspect the file contents of social pensioners and grantees.
- xiii) A separate section should be created to investigate all applications for social pensions and grants.
- xiv) A central data system should be established from which the assets and income of all citizens could be verified.

THE ADMINISTRATION OF SOCIAL PENSIONS AND GRANTS FOR INDIANS IN  
THE PHOENIX REGIONAL AREA

CHAPTER 1

1. Introduction

As early as 1926 the State identified the need to assist indigent persons who were unable to maintain themselves financially. As a result the Government appointed a Commission to investigate this matter and to report back. From the report of the Commission the Old Aged Pensions Act, 1928. (Act 22 of 1928) emanated. This Act became operative as from 1 January 1929. Thereafter the Blind Persons' Act, 1936 (Act 11 of 1936); the War Veterans' Act, 1942 (Act 45 of 1942) and the Disability Allowances Act, 1945 (Act 36 of 1945) were promulgated. These Acts provided for financial assistance to be rendered to those persons who were unable to provide for themselves.

The above-named Acts were followed by the Childrens' Act, 1937 (Act 31 of 1937) which, amongst other things, provided for financial assistance to be given to families and institutions. All of these Acts made provision for assistance to be rendered in the form of social pensions and grants. The underlying motive of the State in providing these services was and still is, to promote the general welfare of its community.

In 1973 the Social Pensions Act, 1973 (Act 37 of 1973) was promulgated. This Act repealed the older Acts that provided

for social pensions. Furthermore the Childrens' Act, 1937 has been replaced by the Childrens' Act, 1960, (Act 33 of 1960) and the Child Care Act, 1983 (Act 74 of 1983). Thus, it is clear that definite steps were taken by the State in the Republic of South Africa to raise the standard of living of its community. By providing financial assistance to its citizenry, in the form of social pensions and grants, the State has succeeded in combating malnutrition and poverty in the country, thereby promoting the general welfare of the community.

Since the takeover of the administration of social pensions and grants for Indians by the Administration : House of Delegates in 1985, this subject has been attracting increasing attention in the Press and other news media and has been especially highlighted by certain bodies who are opposed to the State.

Thus criticism has been continuously aimed at the Administration and allegations of inefficiency in the administration of social pensions and grants have been verbalised. In order to correct certain misconceptions and misunderstandings that the Indian community in Phoenix may have about social pensions and grants, it is essential that a detailed study embracing the various aspects of this sphere of government activity be undertaken. Thus the importance of this study is exemplified.

In addition, seeing that an amount in excess of one hundred

million rands is being appropriated annually to finance these schemes for Indians, it is necessary to investigate into the efficiency of these services and to identify areas where improvements could be brought about. Only an efficient administration of these schemes would justify this expenditure. Another factor that warrants this study is that the majority of social pensioners and grantees depend solely on social pensions and grants to maintain themselves and their families. Therefore, great emphasis is placed by these persons on the manner in which these schemes are administered. Ineffective administration could lead to further social problems in the community.

To date little or no research has been undertaken to provide a comprehensive administrative record of all the facets of social pensions and grants. That a need exists for research, giving a detailed record of all the facets of social pensions and grants is undeniable and should benefit the laymen, academics, public officials, pensioners and grantees tremendously, in that it would give them an insight into a field of public administration that affects their general welfare.

## 2. Subject of Study

The Phoenix Regional Area is envisaged to become the most densely populated Indian suburb in the Republic. This suburb is situated approximately twenty kilometres away from Central Durban and on completion of the housing project, it

will accommodate some 250 000 Indians. Furthermore, approximately 11,5 per cent of the inhabitants are currently in receipt of either a social pension or grant. In view of the fact that a large number of pensioners and grantees reside in this area, it was decided to conduct such research in this area. In order to present a comprehensive study of social pensions and grants, the entire administrative process is examined in accordance with the generic processes of administration, namely policymaking, organising, financing, staffing and determination of work procedure and control.

Chapter II of this dissertation contains a review of the history of Indians in the Republic as well as their distribution patterns. Attention is particularly focussed on the distribution of Indians in the Phoenix Area and on the establishment of the Phoenix Regional Office.

Chapter III deals with policymaking for social pensions and grants. The policymaking process is discussed and the provisions of the Social Pensions Act, 1973 (Act 37 of 1973), the Childrens' Act, 1960 (Act 33 of 1960) and the Child Care Act, 1983 (Act 74 of 1983) are highlighted because they make provision for the application, award and continuation of social pensions and grants. The different social pensions and grants are discussed, namely, old age pensions, war veterans' pensions, disability pensions, blind persons' pensions, maintenance grants and foster parent's grants. In addition the criteria used to decide whether an

applicant qualifies for a pension or grant are also explained.

In Chapter IV the organisational arrangements for social pensions and grants are explored. The organisational structure of the Administration : House of Delegates, and specifically the Department of Health Services and Welfare and the Phoenix Office is examined. As these institutions are directly involved in the administration of social pensions and grants for Indians in the Phoenix Area, the division of work, delegation of authority and responsibility, communication channels and co-ordination among and within these organisational units are explained.

Social pensions and grants are essentially schemes devised by the State to offer financial assistance to those citizens who are unable to maintain themselves. Therefore, funds have to be appropriated by Parliament to meet this expenditure. Chapter V deals with the financing aspect of social pensions and grants. The organising for financial administration of social pensions and grants is examined and an exposition of the budgetary procedure is given. In addition, the control measures instituted to ensure that the funds are utilized in accordance with the approved budget and that they are spent efficiently and beneficially is exemplified.

The quality of the services rendered by the personnel dealing with social pensions and grants depends to a large

extent on how the personnel function is executed. Therefore, in Chapter VI the personnel administration for social pensions and grants is highlighted. The personnel policy is discussed in addition to which the methods whereby posts are created, recruitment is conducted, selection is undertaken and appointments are made is explained. The duties of the staff members concerned with social pensions and grants are listed, and thereafter the methods of training and evaluation of performance is discussed.

As soon as the policies are formulated, and the organising, financing and staffing function is executed, the work related to the administration of social pensions and grants can commence. Chapter VII deals with the work procedure and control measures for social pensions and grants. The manner in which the duties are performed and the various stages in the application and assessment of pensions and grants is reviewed. The control measures integrated with the work procedure are also discussed.

In the concluding chapter general conclusions have been drawn and put forward. Furthermore, appropriate recommendations which could be of use to all the institutions dealing with the administration of social pensions and grants are presented.

#### Compilation of Information

Much of the information embodied in this dissertation was obtained by the writer in her in-service training from the

rank of health and welfare clerk to health and welfare administrative officer. During this period the writer was exposed to all facets of social pensions and grants in the Phoenix Office. Therefore, much of the discussion in the text relates to her work sphere. Many of the conclusions and recommendations detailed in this dissertation have evolved over the period in which the writer executed the functions relating to social pensions and grants. Most of the criticisms and recommendations have come about as a result of discussions held randomly and informally with fellow workers, supervisors, pensioners and grantees.

However, higher ranking officials in the Administration : House of Delegates were also consulted to verify details with which the writer was not fully conversant. Furthermore various acts, manuals and journals have also been consulted.

Finally, use was also made of various publications in the field of public administration.

#### Definition of Terms

Various specific terms have been used throughout this dissertation. Definitions of the terminology are provided hereunder to clarify their meanings.

#### Administration

Different authors define administration differently. A few of these definitions are cited hereunder.

- a) According to Marx " Administration is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which one wants to happen and forestalling everything to the contrary. It is the marshalling of available labor and materials in order to gain that which is desired at the lowest possible cost in energy, time and money ..... Motivated by whatever desires and interests they have, people are continually setting goals for themselves; administration consists of whatever they do thereafter to attain their goals .... In general, administration is the broader term, embracing such responsibilities as devising an appropriate organisation, establishing priorities of work and harnessing all efforts toward attainment of the ends sought".<sup>1</sup>
- b) Cloete argues that administration "..... consists of a wide - ranging set of activities (processes) which can be grouped according to their respective functions. Six main groupings of activities/processes will then be obtained on the basis of functions, namely policymaking, organising, financing, staffing (personnel

-----

1. Fritz Morstein Marix; Elements of Public Administration, 2nd Edition, Prentice-Hall Inc., New Jersey, 1959, p. 4

provision and utilization), determining work procedures and the exercise of control over the progress being made to ensure that the target will be reached".<sup>2</sup>

c) Fesler concludes that "administration is concerned with how, not what; with means, not ends, not other values - a set of dichotomies that provoke debate rather than settle the definition."<sup>3</sup>

d) According to a cross section of the basic dictionary definitions the verb "administer" means, inter alia :

- govern; rule; control; direct
- operate; make (something or someone) work;
- give (dose); treat with (prescribing drugs; dispense (medicine).

e) Cutchin defines administration as meaning the "execution of public affairs by persons jointly engaged in working toward common goals."<sup>5</sup> He is of the view that an administrative system would consist of :

-----

2. Cloete, J.J.N. : Introduction to Public Administration, J.L. Van Schaik (Pty) Ltd, Pretoria, 1981, p.2.
3. Felser, J.W. : Public Administration Theory and Practice, Prentice-Hall Inc., Englewood Cliffs, New York, 1980, p. 1.
4. Balogun, M.T. : Public Administration in Nigeria, A Developmental Approach, the Macmillian Press Ltd, London, 1983, p. 4.
5. Cutchin, D.A. : Guide to Public Administration, F.E. Peacock Publishers Inc., Itasca, Illinois, 1981, pp. 6-7

- an environment that both stimulates administration and receives the product of its work;
- the inputs that carry stimuli from the environment to administration;
- the outputs that carry the results of administrative action to the environment;
- the conversation process that transforms (converts) inputs into outputs; and
- the feedback which transmits the output of one period back to the concession process as the outputs of a later time.

f) Roux asserts that administration "....can be stated as the totality of those processes which are generic to all institutionalized group behaviour..."<sup>6</sup>

g) Tead verifies that administration consists of ".... a variety of component elements which together in action produce the result of getting done a defined task with which a group of people is charged..."<sup>7</sup>

From the foregoing definitions it is evident that various scientists studying the field of administration have compiled frameworks of analysis of the activities of -----

6. Roux, B. :The Central Administration, Provincial and Local Authorities, and the Judiciary, Worral, D. (ed, South Africa ; Government and Politics, J.L. Van Schaik Ltd., Pretoria, 1971, p. 79.
7. Tead, O. :Administration : Its purpose and performance, Harper and Brother, New York, 1959, p. 2.

administration which led to the current existence of various classification models. For example, the POSDCORB classification which points to the administrative functions, namely planning, organising, staffing, directing, co-ordinating, reporting and budgeting which have been extensively adopted by authors such as Luther Gulick,<sup>8</sup> Waldo,<sup>9</sup> Bartholomew,<sup>10</sup> Pfiffner,<sup>11</sup> Koontz and O'Donnell,<sup>12</sup> and Reynders.<sup>13</sup>

However, a more universally acceptable attempt by Cloete<sup>14</sup> bears a close resemblance to the division of chapters in the book Dimock, Dimcok and Koenig<sup>15</sup>, namely the functions of

-----

8. Gulick, L. : "Science, Values and Public Administration" in Gulick, L., and Urowick, L., (eds) : Papers on the Science of Administration, Institute of Public Administration, New York, 1937.
9. Waldo, D. : The Study of Public Administration, Doubleday and Co. Inc., Garden City, New York, 1955, p. 45
10. Bartholomew, P.C.: Public Administration, Littlefield, Adams and Co., Paterson, N.J., 1959.
11. Pfiffner, J. : "Why not make social service operational?", in Hawley, C.E. and Weintraub, R.G. : Administrative Questions and Political Answers, D. Van Nostrand, New York, 1968, p. 90
12. Koontz, H. and O'Donnell, C.O. ; Readings in Management, McGraw-Hill, New York, 1959.
13. Reynders, H.J.J. ; Die Taak van die Bedryfsleier, J.L. van Schaik, Pretoria; 1967, pp. 63-64.
14. Cloete, op. cit., p. 2
15. Dimock, M.E., Dimock, G.O. and Koenig, L.W. Public Administration, Revised Edition, Holt, Rinehart and Winston, New York, 1981.

policymaking, organising, financing, personnel administration, procedure analysis and control.

The underlying principle in all these definitions is that administration occurs in every sphere of human activity whether it is planned or not. In order for any goal to be achieved, administration has to take place. Administration is not an end in itself but always remains a means to an end.

#### Social Pension

A social pension refers to any pension paid in terms of the Social Pensions Act, 1973 (Act 37 of 1973).

#### Grant

A grant refers to any allowance paid to families in terms of the Childrens' Act, 1960 (Act 33 of 1960) and the Child Care Act, 1983 (Act 74 of 1983)

#### Applicant

An applicant refers to anyone who applies for a social pension or grant.<sup>16</sup>

#### Pensioner

A pensioner<sup>17</sup> is anyone who is in receipt of a social pension in terms of the Social Pensions Act, 1973.

-----  
16. Sykets, J.B. : The Concise Oxford Dictionary, New Edition, Claredon Press, Oxford, 1982, p. 45

17. Ibid., p. 817

### Grantee

A grantee is any person who receives a grant in terms of the Childrens' Act, 1960 and the Child Care Act, 1983.

### Phoenix Regional Area

For the purpose of this dissertation the Phoenix Regional Area shall refer to the Indian Suburb of Phoenix which is situated approximately twenty kilometres from Central Durban.

### District Surgeon

A district surgeon is any full-time or part-time medical officer appointed by the State or such Administration to carry out any duty, perform any function or exercise any power assigned under the Social Pensions Act, 1973 to a district surgeon.

### Regional Representative

This term refers to any officer who is in charge of a regional office of the Department of Health Services and Welfare of the Administration : House of Delegates.

### Pension's Medical Officer

A pension's medical officer is any medical officer appointed by the Administration : House of Delegates to examine the medical reports of applicants for social pensions and grants with a view to classifying them as either permanently unfit for employment or not.

## CHAPTER II

### THE ARRIVAL, EXPANSION AND DISTRIBUTION OF THE INDIANS IN SOUTH AFRICA.

#### 1. INTRODUCTION

At the time of the annexation of Natal as a British Colony in 1843 the colony yielded no special economic<sup>1</sup> commodity that could contribute a profit. The colony was sparsely populated, unimproved and development was further impaired by poor communications. Sugar cane, however, was by far the most profitable product and in fact became the dominant product in the coastal area in the 1850's. Although skilled management and capital was available for the maintenance of the sugar industry, the problem of obtaining labour<sup>2</sup> loomed large on the horizon. In 1859 this problem was solved by the legalization of the importation of Indian indentured labourers from the Indian subcontinent.

In this chapter the arrival, expansion and distribution of the Indians, with special reference to Natal will be examined. In addition, attention will be focused on the establishment of the Phoenix housing complex and the establishment of the Phoenix Regional Office under the control of the Administration : House of Delegates. This

- 
1. Coetzee, W.A.J. : The Role of the Indian South African in the Administration of his Community, Unpublished D. Phil Thesis, University of Pretoria, Pretoria, 1976, p.6.
  2. Maasdorp, G.G. : A Natal Indian Community, Natal Regional Survey, University of Natal, Durban, 1968, p. 3.

chapter would therefore highlight the concentration of the Indians in the Phoenix Area as well as reflect on the factors that contributed to the establishment of the Phoenix Regional Office as an institution to serve the community with respect to an aspect of their social needs; viz. pensions and grants.

## 2. ARRIVAL OF THE INDIANS

The first Whites arrived in Natal in 1824. They were followed in 1837 by the Voortrekkers, English Settlers and immigrants from the Cape Colony, Germany, United Kingdom and Mauritius.<sup>3</sup> The first census of Durban in 1852 showed a European population of 750.

In 1938 the Black population of Natal numbered 2500 but by 1845<sup>4</sup> this number swelled to approximately 100 000 and between the latter date and 1881 this number increased so much so that in the decade 1840 - 1850<sup>5</sup> the Black population in Natal outnumbered the Whites by ten or more, to one. These Blacks, made good domestic servants, but unsatisfactory wage-workers in prolonged industrial employment. As a result in 1855 the colony of Natal suffered a severe

-----

3. Pachai, B. : The International Aspects of the South African Indian-Question 1860-1971, C. Stark (Pty) Ltd.,
4. Brookes, E.H. : History of Native Policy in South Africa 1830 to the Present Day, J.L. van Schaik Ltd., Pretoria, 1927, p. 22.
5. Palmer Mabel : The History of Indians in Natal, Natal Regional Survey, Vol. 10, Oxford University Press, Cape Town, 1957, p. 3.

economic depression. Unskilled labour which was of utmost importance to the sugar industry for the cultivation, reaping and the manufacture of sugar was not available.<sup>6</sup>

Furthermore, the insistence of Theophilus Shepstone, Natal Secretary for the Native Affairs for the period 1853-1856, on the preservation of the tribal way of life, had helped to foster a spirit of idleness in the natives and their refusal to bind themselves to a long period of service. Therefore, whereas 300 000 labourers were required in the colony in 1857 only 6000 local blacks were available.<sup>7</sup>

In 1856, however, the seriousness of the unskilled labour deficiency in the colony reached its peak and the first suggestion that Indian immigrants might serve the labour needs of Natal came from a colonist, JR Saunders of Tongaat.<sup>8</sup>

Thus, the ball was set in motion for the importation of Indian labourers. However, owing to the cumbersome governmental machinery of both the Natal Government and the Indian Government, a great deal of time was lost. But on 21 June 1859 three bills were introduced and signed by the

-----

6. Thompson, L.M. :"Indian Immigrations into Natal, 1860-1872" Archives Year Book, Vol. 11, 1952, pp. 4-5.
7. Aiyer, P.S. :Conflict of Races in South Africa, (African Chronical, Durban, n.d., p.3.
8. Coetzee, Op. cit., p. 13

Queen of England on 28 October 1959. These bills gave rise to Laws 13, 14 and 15 of 1959.<sup>9</sup> Law 14 made provision for the immigration of Coolies (Indians) into the colony at public expense and for the regulation by Government of such immigrants while Law 15 made it possible for citizens to introduce at their own expense immigrants from India.<sup>10</sup>

The first group of Indian immigrants<sup>11</sup> arrived on board the Truro in November 1860. Table 1<sup>12</sup> reflects the distribution of Indentured Indians into Natal in that year. They were later followed by regular shipments until July 1866. During the period 1860-1866, a total of 6 445 indentured Indian immigrants (4081 men, 1416 women and 948 children) disembarked in Natal.<sup>13</sup>

Another economic recession in 1867 then halted demands for more labourers for the next few years, but by 1874 immigration was renewed and continued until 1911.

-----

9. Choonoo, A.G. : Indentured Indian Immigrations into Natal, with particular reference to its role in the development of the Sugar Industry 1860/1911, MA Thesis, University of Natal, Durban, 1967, p. 20.
10. Colony of Natal : Natal Ordinanciees, Laws and Proclamations, vol. 1 (1843-1870), Law 14 compiled and edited under the authority of and with the sanction of His Excellency and Lieutenant-Governor and Honourable the Legislative Council by C.F. Cadiz and R. Lyon, Vause, Slatter and Co., Government Printers, PMBurg, 1879, pp. 261-276 - Vide Pather, *op. cit.*, pp. 41-42.
11. Brain, J.B. : Christian Indians in Natal 1860-1911, An Historical and Statistical Study, Oxford University Press, Southern Africa, 1983, p.1.
12. Coetzee, *op. cit.*, p. 36
13. Choonoo, *op. cit.*, pp. 139-141

TABLE 1 DISTRIBUTION OF INDENTURED INDIANS INTRODUCED INTO NATAL  
IN 1860.

Coastal Counties and estates	Number assigned to : sugar planters				
	Men	Women	Children	Total	Others Total
<u>Durban County</u>					
Clare Estate	10	1	-	11	
Sea Cow Lake	55	12	14	74+(7) <sup>+</sup>	
Springfield	39	10	5	54	
Umgenti	11	1	-	12	
Claremont	2	-	-	2	6
Isipingo	61	14	5	80	
<b>Total</b>	<b>178</b>	<b>38</b>	<b>24</b>	<b>233+(7)<sup>+</sup></b>	<b>6</b>
<u>Victoria County</u>					
<u>1. Inanda Div.</u>					
Avoca	1	1	-	2	34
Milkwood Kraal	26	-	1	27	
Ottawa	10	3	1	14	
Tongaas	40	13	5	58	
<u>2. Tugela Div.</u>					
Chakas Kraal	28	13	5	46	
Umhlali	-	-	-	-	30
<b>Total</b>	<b>105</b>	<b>30</b>	<b>12</b>	<b>149(147)</b>	<b>64</b>
<u>Alexander County</u>					
Lower Umkomaas	-	2	1	3	
Umzinto	50	13	2	65	
<b>Total</b>	<b>50</b>	<b>15</b>	<b>3</b>	<b>68</b>	
<b>Grand Total</b>	<b>333</b>	<b>83</b>	<b>39</b>	<b>448+(7)<sup>+</sup></b>	<b>70</b>

N.B.<sup>+</sup> Apparently a mistake occurred in the total column for Sea Cow Lake and as a result the totals for Durban County as well as the grand total appear to be erroneous. The Total for Victoria county should be 147.

The annual flow of indentured Indians for the full period is shown in Tables two<sup>14</sup> and three.<sup>15</sup>

TABLE 2 ANNUAL FLOW OF INDENTURED INDIANS TO NATAL FROM 1860 TO 1890 BY SEX AND PORT OF EMBARKATION.

YEAR	MEN	WOMEN	CHILDREN	MADRAS	CALCUTTA	TOTAL
1860	572	242	99	601	312	913
1861	432	118	49	359	240	599
1862	---	---	---	---	---	---
1863	408	154	123	685	---	685
1864	1 306	463	472	1 841	400	2 241
1865	793	238	97	1 128	---	1 128
1866	570	201	108	879	---	879
1874	2 864	1 145	301	---	4 310	4 310
1875	1 186	474	397	---	2 057	2 057
1876	483	192	79	---	754	754
1877	1 594	668	+	1 172	1 090	2 262
1878	3 605	1 693	+	3 576	1 722	5 298
1879	779	337	+	1 116	---	1 116
1880	1 200	473	+	1 168	505	1 673
1881	1 676	936	+	909	1 703	2 612
1882	1 076	428	122	753	873	1 626
1883	1 464	567	373	947	1 457	2 404
1884	1 927	703	333	1 626	1 337	2 963
1885	783	300	156	850	389	1 239
1886	135	59	33	---	227	227
1887	645	219	77	941	---	941
1888	581	241	130	952	---	952
1889	1 961	813	595	2 670	699	3 369
1890	2 636	1 061	707	3 301	1 106	4 407
TOTALS	28 679	11 725	4 251	25 474	19 181	44 655

+ Totals for men for the years 1877-1881 include the number of boys and likewise the totals for women for the same period, include the number of girls.

14. Coetzee, op. cit., p. 32

15. Loc. cit.

TABLE 3    ANNUAL FLOW OF INDENTURED INDIANS TO NATAL FROM 1891 TO  
1911 BY SEX AND PORT OF EMBARKATION.

YEAR	MEN	WOMEN	CHILDREN	MADRAS	CALCUTTA	TOTAL
1891	1 794	760	549	1 181	1 922	3 103
1892	2 299	1 013	757	3 026	1 043	4 069
1893	1 244	504	315	1 475	588	2 063
1894	2 064	849	546	1 840	1 619	3 459
1895	1 737	706	450	1 695	1 198	2 893
1896	2 455	968	528	1 977	1 974	3 951
1897	3 764	1 558	729	3 129	2 922	6 051
1898	3 607	1 515	817	4 076	1 863	5 939
1899	868	327	105	205	1 095	1 300
1900	3 168	1 305	962	4 961	474	5 435
1901	4 317	1 800	1 228	6 529	816	7 345
1902	3 980	1 638	874	4 373	2 119	6 492
1903	3 237	1 343	536	2 804	2 312	5 116
1904	4 769	1 934	972	6 048	1 627	7 675
1905	4 797	1 948	1 172	6 510	1 407	7 917
1906	7 015	2 879	1 747	7 786	3 855	11 641
1907	3 940	1 641	905	6 012	474	6 486
1908	1 948	793	433	2 351	823	3 174
1909	1 501	611	375	2 487	---	2 487
1910	3 606	1 468	784	3 831	2 027	5 858
1911	3 196	1 366	513	3 698	1 377	5 075
TOTALS	65 306	26 926	15 297	75 994	31 535	107 529

To sum up, a total<sup>16</sup> of 44 655 indentured Indians (28 679 men, 11 725 women and 4 251 children) immigrated to Natal between 1860 and 1890. This figure was stepped up considerably during the period 1891 - 1911 when no less than 107 529 indentured Indians (65 306 men, 26 926 women and 15 297 children) set foot on Natal soil. Thus, during the entire period of Indian immigration to Natal<sup>17</sup> - 1860-1911 - a total of 152 184 indentured Indians came to the colony - 62 per cent men, 25 per cent women and 13 per cent children. However, in 1911 the Government of India prohibited immigration of indentured labourers and in 1913 the South African Government prohibited voluntary immigration of Indians.<sup>18</sup>

### 3. REPATRIATION

Between the years 1902 and 1913 there had been an annual average repatriation<sup>19</sup> of nearly 3 000 Indians and by the end of 1926 no less than 21 780 Indians had voluntarily repatriated, i.e. returned to India.

In 1927, the Immigration and Indian Relief Act, 1927 (Act 37 of 1927) made provision for assisted immigration to India. The return of these immigrants to India could be attributed to the poor employment conditions in Natal.

16. Loc. cit.

17. Brain, op. cit., p. 2

18. Reddy, P.S. : Administration of Housing for Indian South Africans in the Durban Municipal Area, Unpublished M.A. Thesis, 1981, p. 17.

19. Smith, Durban, R.H. : Labour Resources of Natal, Oxford University Press, Cape Town, 1950, p. 8.

4. DISTRIBUTION OF THE INDIAN POPULATION WITH PARTICULAR  
REFERENCE TO NATAL

During the first 30 years<sup>20</sup> of immigration, indentured Indian labourers were confined to the coastal sugar plantations, north and south of Durban. In terms of Law 14 of 1859, which legalized the system of immigrating indentured Indians "-- the immigrants were to be assigned to planters and other persons willing to employ them in a manner provided by this law."<sup>21</sup> Thus, in 1860 almost 70 per cent of the Indians went to the coastal sugar planters, 10 per cent to tea, coffee and indigo planters and 20 per cent were absorbed by the harbour authorities, and by business enterprises in Durban and Pietermaritzburg.<sup>22</sup>

From Table 4<sup>23</sup> it is clear that the pattern of distribution of indentured Indian labourers changed considerably after 1880. From 1891 Indians also inhabited the Midland and Upland areas where the increased tempo of agricultural and mining developments demanded a more reliable labour force than that which could be provided by the Natal Natives.

-----

20. Choonoo, op. cit., p. 162.

21. Natal Ordinances and Laws, Law 14, 1859, op. cit., Section 3.

22. Choonoo, op. cit., p. 163.

23. Ibid., p. 164.

In 1891, the Indian population showed the following geographical patterns : 80 per cent in the coastal belt, 15 per cent along the transport route, 30 per cent in the coastal districts and 20 per cent over the remainder of Natal.<sup>24</sup>

Apart from immigration the Indian population grew rapidly by natural increase.<sup>25</sup> By 1890 Natal born Indians constituted 14 per cent and by 1904 comprised 20 per cent of the total population.

With the exception of Kokstad, Utrecht and Vryheid, Indian South Africans, inhabited all the densely populated areas in Natal.<sup>26</sup>

-----

24. Reddy, P.S., op. cit., p. 18

25. Smith, op. cit., p. 7

26. Sing, D. : Principal Factors Inhibiting the Establishment of Separate Local Authorities for the Northern Durban and Southern Durban Indian Local Affairs Committees, Unpublished M. Admin. Dissertation, University of Durban-Westville, Durban, 1980, p. 34.

TABLE 4 DISTRIBUTION OF THE INDENTURED INDIAN IMMIGRANT  
POPULATION IN NATAL DURING THE PERIOD 1860-1908.

Magisterial district	1860	1866	1875	1880	1908
<u>Coast</u>					
Durban Borough	263	464	698	---	---
Durban County	248	1 008	1 857	---	---
Umlazi Division	---	---	---	2 597	1 936
<u>Victoria County</u>					
Inanda Div.	131	2 326	4 843	9 157	6 300
Lower Tugela Div.	73	592	561	628	2 746
Alexander County	67	381	918	1 653	2 681
Lower Umzimkulu	---	---	---	---	1 254
Total	782	4 771	8 877	14 035	14 917
<u>Midlands</u>					
PMBburg Borough	77	266	250	754	564
PMBburg county	---	---	18	704	---
Impendhle	---	---	---	8	99
Alfred	---	---	---	---	53
Ixopo	---	---	---	5	140
Richmond	---	---	---	---	669
New Hanover	---	---	---	---	710
Lions River	---	---	---	---	285
Umvoti	---	4	---	8	336
Kranskop	---	---	---	---	22
Total	77	270	268	1 480	2 878
<u>Uplands</u>					
Underberg	---	---	---	---	82
Polela	---	---	---	---	48
Bergville	---	---	---	---	56
Estcourt	---	---	---	---	606
Weenen	---	---	---	28	31
Klip River	---	---	---	25	104
Dundee	---	---	---	---	132
Newcastle	---	---	1	---	148
Total	---	---	1	53	1 207
<u>Zululand</u>					
Mtunzini	---	---	---	---	62
Lower Umfolozi	---	---	---	---	247
Total	---	---	---	---	309
Grand Total	859	5 041	9 146	15 568	19 311

Figure 1 depicts the various areas inhabited by Indians in Natal. A scrutiny of table 5<sup>27</sup> shows that of the different races in South Africa the Indians are in the minority. It also depicts the steady growth of the Indian population from 1970 - 1985.

TABLE 5    POPULATION DISTRIBUTION IN THE FOUR PROVINCES

DATE	TOTAL POPULATION	POPULATION GROUP			
		WHITES	COLOURED	ASIANS	BLACKS
May 1970	18 348 861	3762 548	2040 262	630 309	119 15742
May 1980	20 550 300	4218 212	2457 826	747 392	131 26870
Mar 1985	23 438 590	4576 690	2825 094	793 978	152 42828

Table 6<sup>28</sup> reveals that almost 80% of the Indians are concentrated in the province of Natal.

-----

27. Press statement by Dr A.P.T. Du Toit, Chief of Central Statistics Services concerning the 1985 Population Census, 2 August 1985.

28. Reddy, P.S., op. cit., pp. 19-20. The 1985 figures were included by the writer.

FIGURE 1

A MAP OF NATAL SHOWING THE PROCLAIMED INDIAN AND COLOURED  
GROUP AREAS AS AT OCTOBER 1978



KEY

- ◊ Indians
- Coloureds
- T Transkei

During the period 1920 to 1930 no less than 88 per cent<sup>29</sup> of the Indian population inhabited Natal. In 1946, however, the percentage dropped to 81 per cent.<sup>30</sup> Thereafter it rose again to reach 83,5 per cent<sup>31</sup> in 1970 and once again dropped to 81 per cent<sup>32</sup> in 1980 and 80 per cent<sup>33</sup> in 1985.

Although the Indian population has had the tendency to increase and decrease it is a known fact that as a permanent indigenous population Indians will continue to live in this part of the country in increasing numbers in future years.

Table 7<sup>34</sup> depicts the distribution of the Indian population in Natal as at 6 March 1985.

-----

29. Supra., Table 6

30. Supra., Table 6

31. Supra., Table 6

32. Supra., Table 6

33. Supra., Table 6

34. Press Statement by Dr A.P.T. Du Toit, op. cit.

TABLE 6      NUMERICAL INCREASES AND DISTRIBUTION OF THE INDIAN  
POPULATION DURING THE CENSUS YEARS 1911 - 1985.

YEAR	DETAILS	CAPE	NATAL	O.F.S.	TRANSVAAL
1911	Population	8 000	134 000	--	11 000
	Total Population of S. Africa	152 000	152 000	--	152 000
	Percentage of Total Population	5%	88%	--	7%
1921	Population	7 000	42 000	--	15 000
	Total Population of S. Africa	164 000	164 000	--	164 000
	Percentage of Total Population	4.27%	86.59%	--	9.14%
1936	Population	10 000	184 000	--	25 000
	Total Population of S. Africa	220 000	220 000	--	220 000
	Percentage of Total Population	4.55%	83.64%	--	11.81%
1946	Population	15 000	232 000	--	38 000
	Total Population of S. Africa	286 000	286 000	--	286 000
	Percentage of Total Population	5.24%	81.12%	--	13.64%
1951	Population	18 000	299 000	--	50 000
	Total Population of S. Africa	367 000	367 000	--	367 000
	Percentage of Total Population	4.9%	81.47%	--	13.63%
1960	Population	18 000	389 000	--	64 000
	Total Population of S. Africa	447 000	477 000	--	477 000
	Percentage of Total Population	3.77%	82.55%	--	13.68%
1970	Population	21 630	512 060	--	80 240
	Total Population of S. Africa	618 140	618 140	--	618 140
	Percentage of Total Population	3.5%	83.52%	--	12.98%
1980	Population	22 995	646 927	--	102 654
	Total Population of S. Africa	794 639	794 639	--	794 639
	Percentage of Total Population	2.8%	81.41%	--	13.04%
1985	Population	29 167	638 488	70	123 264
	Total Population of S. Africa	793 978	793 978	793 978	793 978
	Percentage of Total Population	3.67%	80.75%	0.01%	15.57%

TABLE 7      GEOGRAPHIC DISTRIBUTION OF THE INDIAN POPULATION IN  
NATAL AS AT 6 MARCH 1985.

DISTRICT	TOTAL POPULATION	NUMBER OF INDIANS
ALFRED	9 139	314
BABANANGO	9 427	0
BERGVILLE	21 119	178
CAMPERDOWN	29 602	1 925
DANHAUSER	15 158	2 313
DUNDEE	27 805	2 815
DURBAN	447 856	125 992
ESHOWE	12 388	497
ESCOURT	38 818	5 547
GLENCOE	14 542	2 339
HLABISA NATAL	14 452	135
IMPENDHLE	4 420	29
INANDA	216 163	143 882
IXOPO	26 066	179
KLIPRIVER	56 585	8 458
KRANSKOP	6 270	187
LION RIVER	36 054	3 152
LOWER TUGELA	115 232	34 767
LOWER UMFOLOZI	56 198	2 145
MOOIRIVER	19 945	633
MOUNT CURRIE	35 053	19
MTONJANEMI	10 358	37
MTUNZINI	16 515	1 582
NEW HANOVER	32 844	2 146
NEWCASTLE	50 049	9 339
NGOTSHE	23 397	--
PAULPIETERSBURG	16 688	12
PIETERMARITZBURG	191 516	56 643
PINETOWN	320 985	199 808
POLELA	4 269	7
PORT SHEPSTONE	53 498	10 428
RICHMOND	20 197	1 219
UMVOTI	34 231	2 821
UMZINTO	47 860	18 265
UNDERBERG	8 420	3
UTRECHT	27 931	5
VRYHEID	66 861	345
WEENEN	9 791	322

By 1970 no less than 90%<sup>35</sup> of Natal's Indians (about 75% of the total Indian population of South Africa) were settled within the radius of approximately 90 kilometres from central Durban. This region includes the areas of heavy concentration, namely the districts of Durban, Pinetown, Inanda, Lower Tugela, Umzinto and Camperdown.

Table 8<sup>36</sup> clarifies the population density and expansion in these districts from 1951 to 1985. The Inanda district which is the second most densely populated district comprises the Phoenix Regional Area which in turn is the most densely populated area in this district and constitutes a population of 154 534<sup>37</sup> as at 31 October 1986.

TABLE 8 POPULATION GROWTH IN A FEW MAGISTERIAL DISTRICT IN NATAL.

DISTRICT	1985	1980	1970	1960	1951
Durban	125 992	158 646	183 647	219 939	156 241
Inanda	143 882	106 928	50 971	35 092	23 599
Pietermaritzburg	56 643	53 330	35 999	27 758	20 462
Pinetown	199 808	224 610	146 502	16 086	14 536
Lower Tugela	34 767	39 462	34 066	29 124	23 827
Umzinto	18 265	20 029	16 954	15 024	1 339
Camperdown	1 925	2 381	1 777	1 509	14 882

35. Reddy, P.S., : op. cit., p. 40

36. Press Statement by Dr A.P.T. Du Toit, op. cit.

37. This information was obtained in a telephonic conversation with Mr B. Swart of the City Treasurers Department, Durban.

5. POPULATION DENSITY AND DISTRIBUTION IN THE PHOENIX REGIONAL AREA

Approximately 20 kilometres north of Durban lies the suburb of Phoenix which is expected to house some 250,000<sup>38</sup> people on completion of a major housing project. This new town has been earmarked to become the most densely populated Indian township in the Republic.

The Phoenix Regional Area has been developed by the Durban City Council in conjunction with the Department of Community Development. Figure 2<sup>39</sup> illustrates the geographical position of the Phoenix Area in relation to the whole of the Durban metropolitan area.

The first houses in Phoenix were occupied in March 1976 and the project was envisaged to be completed by February 1986 when some 35 350<sup>40</sup> dwellings would have been completed. However, owing to the present economic depression in the country this objective has not been attained as yet. As at 22 August 1986 only 22 900<sup>41</sup> houses were erected.

The major objective for the development of the Phoenix Regional Area was "to provide affordable housing for low income Indian households as rapidly as possible."<sup>42</sup>

-----  
38. News Letter : City Engineers Dept.: Phoenix New Town, 1982, p. 1

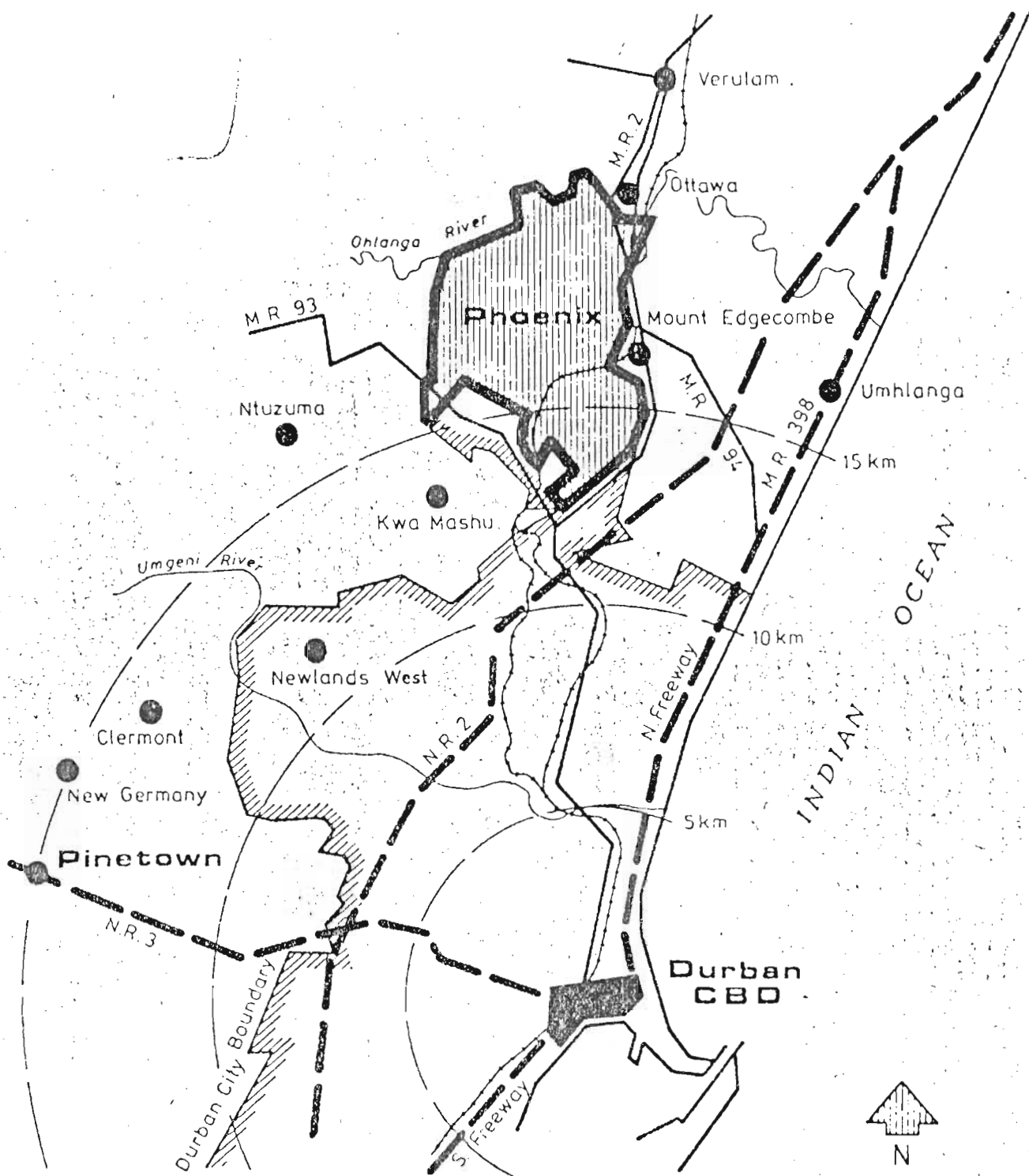
39. City Engineers Department, op. cit., p. 1

40. Loc. cit.

41. Letter 2/29/2 from the City Engineers Dept. dated 22 August 1986.

42. City Engineers Department, op. cit., p. 4

FIGURE 2



REGIONAL SETTING

The Phoenix area has been planned to constitute twenty five identifiable community areas, each housing some 12 000<sup>43</sup> people.

Figure 3<sup>44</sup> is the master plan that has been drawn for the Phoenix housing complex while Figure 4<sup>45</sup> clearly defines the different community areas known as "units".

Of the twenty five units, twenty are fully developed, two are in the process of being developed and three are still to be developed.<sup>46</sup>

Table 9 gives an insight to the technical layout of the Phoenix area.

-----

43. Ibid., p. 5

44. Ibid., p. 6

45. This map was obtained from the Phoenix Regional Office of the Administration : House of Delegates.

46. This information was obtained in a telephonic conversation with Mr B. Swart from the City Treasurers Department.

# PHOENIX MASTER PLAN

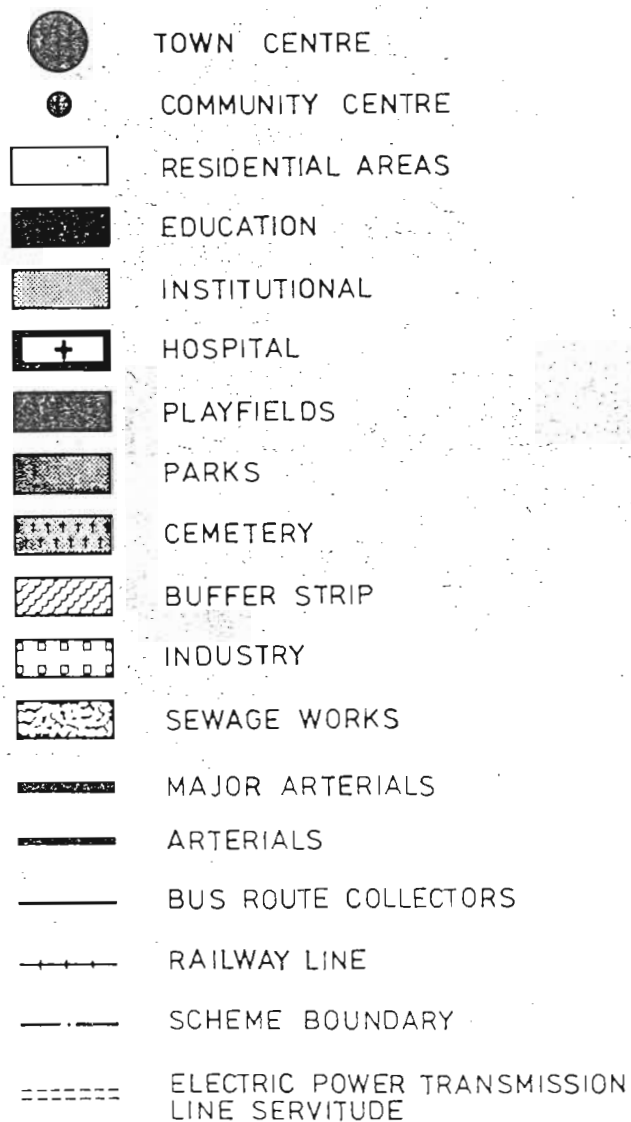


FIGURE 3

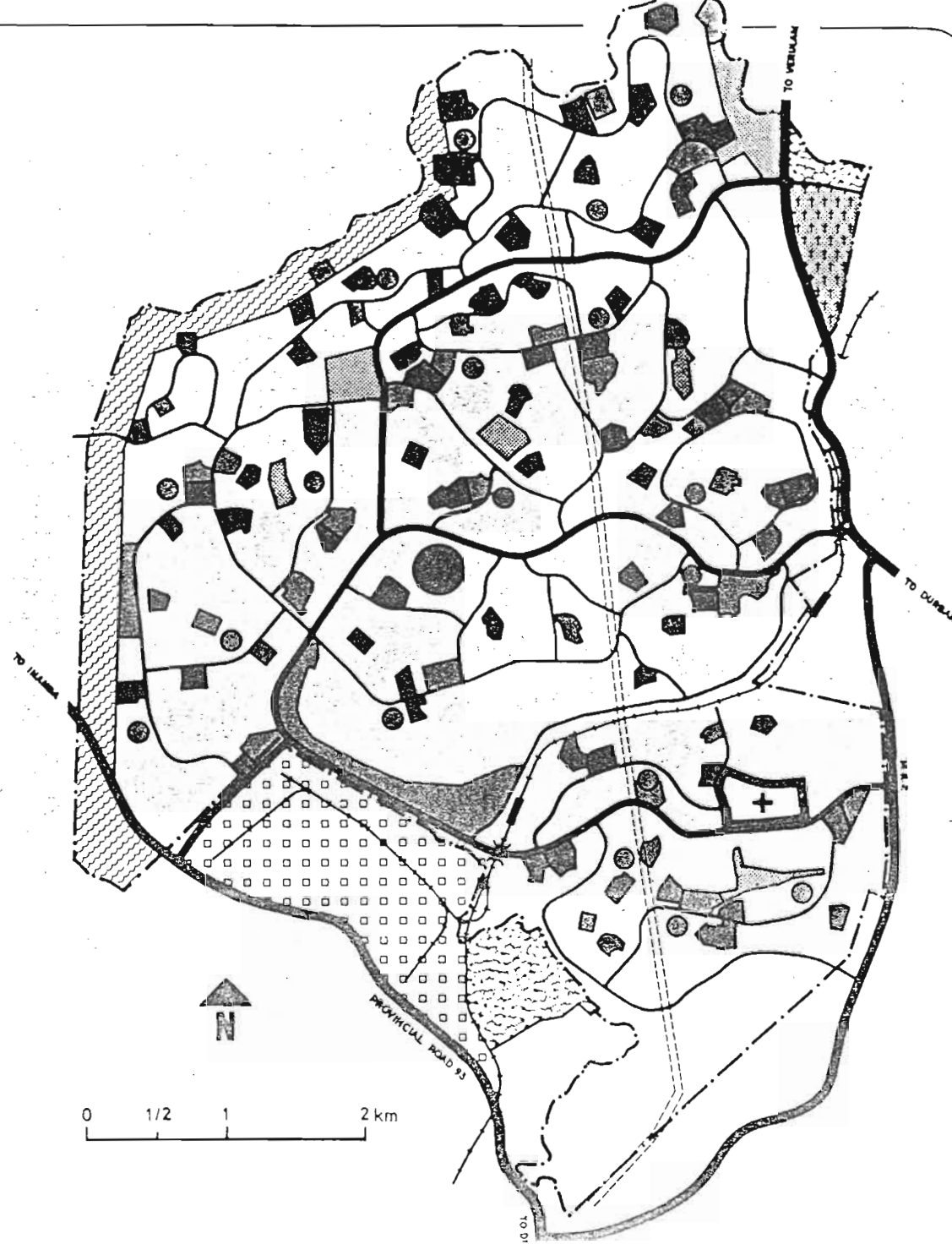


FIGURE 4



TABLE 9 TECHNICAL INFORMATION PERTAINING TO THE PHOENIX REGIONAL AREA

TOTAL	NUMBER	AREA (ha)	SIZE (ha)	CATCHMENT (persons)	DISTRIBUTION (m)
Town	230 000	2 935			
Population	35 300				
Dwellings : Total	8 300				
Flats	8 900		1-2 Bedrooms	34 800	
Terrace	14 600		2-4 Bedrooms	62 000	
Semi Detached	400		2-4 Bedrooms	102 000	
Detached/Existing	3 100		3 + Bedrooms	3 600	
Owner Builder	80 pph		3 + Bedrooms	27 600	
Gross Residential' Density	200 pph				
Net Residential Density					
Residential Area		1 058			
EDUCATION :					
Higher	1	6	6	230 000	Central on Bus Route
Institution	3	29	7-12	230 000	Central on Bus Route
Senior	23	77	3-6	10 800	Central on Bus Route
Infant/Primary	55	128	2-4	3 800	300 - 400
Creche/Nursery	79	19	0,2	2 500	300
OPEN SPACE :					
Central Sports	1	36	36	230 000	Central on Bus Route
Swimming Pool	6		25m x 25m	40-50 000	Community Centre
Sportsfield	57	177	2-4	4 000	500
Play Lot/Ground	90	31	0,1-0,3	1 000-3 000	150 - 300
Within Clusters		145	Varied		
Parklands		67	Varied		
Passive		128	Varied		
Oversteep		147			

continued next page...

TABLE 9 continued...

TOPIC	NUMBER	AREA (ha)	SIZE (ha)	CATCHMENT (persons)	DISTRIBUTION (m)
Town Centre	1	14	14	230 000	Central on Bus Route
COMMUNITY CENTRE :	20	55	Shopping :	120m <sup>2</sup> -130m <sup>2</sup> 1000	1 per Community Area
Amenity Centre/Hall	20		500 seat	12 000	Community Centre
Library	8		Varied	30 000	Community Centre
Cinema	9		Varied	25 000	Community Centre
Mosque	11		0,3-0,4	20 000	Community Centre
Petrol Filling Station	10		0,2	23 000	Community Centre
Old Age Home	7	8	1-1,5	30 000	Community Centre
Worship	93	33	0,2-0,4	25 000	Evenly Distributed
Reserve Sites	Numerous	43	0,1-1	230 000	Evenly Distributed
Local Shop	50	5		35m <sup>2</sup> -40m <sup>2</sup> /1000	300
HEALTH :					
Hospital	1	22	600-800 bed	230 000	Central on Bus Route
Clinic	3	4	0,5-2	75 000	On Bus Route
TRANSPORT :					
Road		401			
Rail					
Reservoir	5	6			
Cemetery	1	18	26 000 graves	230 000	
Sewage Works	1	32	32		
CONSTRAINTS :					
Servitudes		62			
Buffers		144			
Industry		230	Private located	adjoining plan	

Of the 154 534<sup>47</sup> residents of Phoenix almost 17 000<sup>48</sup> are pensioners and grantees. The percentage of residents in receipt of a pension or grant is 11,5 per cent. Furthermore the projected population for 1991 is 178 000<sup>49</sup> thus a growth rate of 15,18 per cent<sup>50</sup> is envisaged for a period of five years.

6. ESTABLISHMENT OF THE PHOENIX REGIONAL OFFICE UNDER THE CONTROL OF THE ADMINISTRATION : HOUSE OF DELEGATES

As early as 1976<sup>51</sup> the establishment of the Regional Office in Phoenix was authorised by the Secretary of the former Department of Indian Affairs. Subsequently, the Department of Community Development was commissioned to provide suitable accommodation which later became available for occupation in March 1983.<sup>52</sup> As at this time the residents of Phoenix were forced to travel to the Durban and Verulam Regional offices for assistance. This meant that they had to travel a distance of some 20 kilometres and 10 kilometres, respectively, from their townships.<sup>53</sup>

-----  
47. Loc. cit.

48. This figure was obtained by manually counting the number of residents by obtaining their residential addresses. It must be stated that an accurate figure cannot be given as the number of pensions and grants varies from day to day.

49. Letter 2/29/2 from the City Engineers Department, op. cit., p. 3

50. This percentage was worked out by the writer.

51. Workstudy report 3/2/3/17 on the Organization and Establishment of the Phoenix Local Office, 1983, p. 1, obtainable at the Administration: House of Delegates, Durban.

52. Loc. cit.

53. Loc. cit.

As a result of poor transport facilities and the below average socio-economic standing of most of those to whom services are rendered, many undue hardships were experienced. In order to obviate these hardships the decision to establish a regional office in Phoenix was adopted.

This office first opened its doors to the public on the 3 November 1983 with a staff complement of twelve.

The objective of the Phoenix Regional Office is "to further the interests of the race group on a subregional level."<sup>54</sup> At present this office renders assistance to an average of 3 700<sup>55</sup> people per month.

The services provided by this office include the application and review of pensions, the issuing of public assistance and social relief, the acceptance of applications for identity documents, the registration of births and of marriages.

-----  
54. Loc. cit.

55. This average was worked out by the writer with the figures taken from the Statistical Register maintained at the Phoenix Regional Office of the Administration : House of Delegates

## 7. SUMMARY

The first group of Indians immigrated to South Africa in 1860. These Indians settled mainly in Natal where their labour was used in the sugar industry. As at March 1985, 75 per cent of the Indian population inhabited the province of Natal, 15,57 per cent inhabited Transvaal, 3,67 per cent inhabited the Cape Province and 0,01% inhabited the Orange Free State.

The Phoenix area is the second largest Indian township in Natal, presently inhabited by approximately 154 534 residents. In order to cater for the needs of this community, the Phoenix Regional Office, of the Department of Health Services and Welfare under the control of the Administration : House of Delegates was established in November 1983.

The services rendered by this office include the application and review of social pensions and grants, the issuing of public assistance and social relief, the acceptance of applications for identity documents and the registration of births and marriages.

In the next chapter, policy making aspects pertaining to social pensions and grants will be discussed so as to examine the processes and procedures involved in policymaking and to evaluate them.

### CHAPTER III

#### POLICYMAKING FOR SOCIAL PENSIONS AND GRANTS

##### 1. INTRODUCTION

The making and analysis of public policy is an important and difficult task which serves as one of the pillars on which the strength and effectiveness of the government rests.<sup>1</sup> The promotion of the general welfare of any society depends on the nature of public policies made by the policymakers (legislature), the resources available, and on whether the policymakers have a clear understanding of social problems and needs. The provisioning of social pensions and grants is one way of promoting the general welfare which, inter alia, measures counteracting poverty, the uplifting of minority groups and the promoting of industrialism, thereby creating job opportunities.<sup>2</sup> In order to achieve the objective of providing for those persons who cannot maintain themselves due to some problem, governments must take positive action, study the resources and evaluate the consequences of the action they intend to take. Therefore policymaking must take place. During the policymaking process decisions are taken, and policies are formulated. These policies dictate the manner in which social pensions and grants should be administered. It stipulates who

- 
1. Ivan, L Richardson, Sidney Baldwin :Public Administration Government in Action, Charles E. Merrill Publishing Company, Ohio, 1976, p. 30.
  2. Hanekom, S.X. Rowland, R.W. Bain, E.G.:Key Aspects of Public Administration, Macmillan South Africa Publishers (Pty) Ltd., Johannesburg, 1986, p. 25.

qualifies for the pension or grant, the factors to be considered when applications are received, the amount to be paid and the manner in which it should be paid.

In this chapter the term "public policy" would be defined and the policy making process would be examined with special reference to the South African Government since the administration of social pensions and grants is undertaken by the South African Government. Thus, the political super-structure would be highlighted and an exposition of the legislation pertaining to social pensions and grants would be examined with a view to assessing its effectiveness.

## 2. DEFINITION OF PUBLIC POLICY

An indepth definition of the term policy making is given by way of the undermentioned examples:

1. Marx is of the opinion that " There is no single definition of public policy. It is what governments say and do or do not do. It is the goals or purposes of government programs, for example the elimination of ignorance and poverty. Policy is also the important ingredients of programs, like the requirement that all elementary school teachers be college graduates, or the compulsory division of funds earmarked for education between vocational and liberal arts programs. Policy further includes the implementation of intentions and rules."<sup>3</sup>

3. Fritz Morstein Marx :Elements of Public Administration, Second edition, Prentice Hall Inc., New Jersey, 1959, p. 337.

2. According to Lorch "A policy is a big decision governing how a cluster of little decisions will be made. What is "big" and what is "little" is entirely in the eyes of the beholder."<sup>4</sup>

3. Ureges contends that " Public policy consists in authorities or sanctioned decisions by governmental actions."<sup>5</sup>

4. On the nature of public policy Hanekom, et al. maintain that "The nature of public policy are that all policies are directed at the future; that public policy takes place within the framework of legally instituted institutions (Parliament, the executive public institutions such as departments of state, public corporations or control boards); and that public policies are usually aimed at the promotion of the general welfare of society rather than at the interests of a specific community."<sup>6</sup>

- 
4. Robert, S. Lorch : Public Administration, West Publishing Company, Minnesota, 1978, p. 273.
5. Joseph A. Ureges, Jr : The Dimensions of Public Administration, Allyn and Bacon Inc., Massachusettes, 1975, p. 63.
6. Hanekom, Rowland, Bain, op. cit., p. 26.

A common thread runs through each of these definitions which points to the fact that a public policy is a rule, regulation or law set down by the government of a society with respect to the promotion of the general welfare of that society, for example the Housing Act, 1966 (Act 4 of 1966). This Act is a policy set down by the government to promote the provisioning of housing for the various race groups in South Africa.

### 3. POLICYMAKING PROCESS

In order to understand the nature of public policy it is essential to break it down into specific phases. All these phases put together makes up the policymaking process, namely:

- (a) policy demands, which are representative of community needs and which needs some kind of action on the part of the authorities;
- (b) policy decisions, which are the decisions made by those in power and which will elicit some form of action pertaining to the needs of society;
- (c) policy statements, representing the formal articulation of public policy, that is, the making public of what the authorities intend doing;
- (d) policy outputs, which is what the authorities actually do and not necessarily what their intentions were as represented in policy statements; and
- (e) policy outcomes or consequences resulting from steps taken to satisfy policy demands.<sup>7</sup>

7. Loc. cit.

The policy decisions are, however, influenced by various other factors present in the environment.<sup>8</sup> The more common factors include, inter alia, technological developments, population increase, international relations, natural disasters, public needs, policy trends, activities and representatives of interest groups, personal views of political office-bearers and results of research and investigations.

#### 4. POLITICAL SUPERSTRUCTURE IN SOUTH AFRICA

The Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) stipulates, inter alia, that the "legislative power of the Republic of South Africa is vested in the State President and Parliament, which is the sovereign legislative authority in and over the Republic, and shall have full power to make laws for the peace, order and good government of the Republic."<sup>9</sup> Thus, the main function of the supreme legislative authority is made explicit.

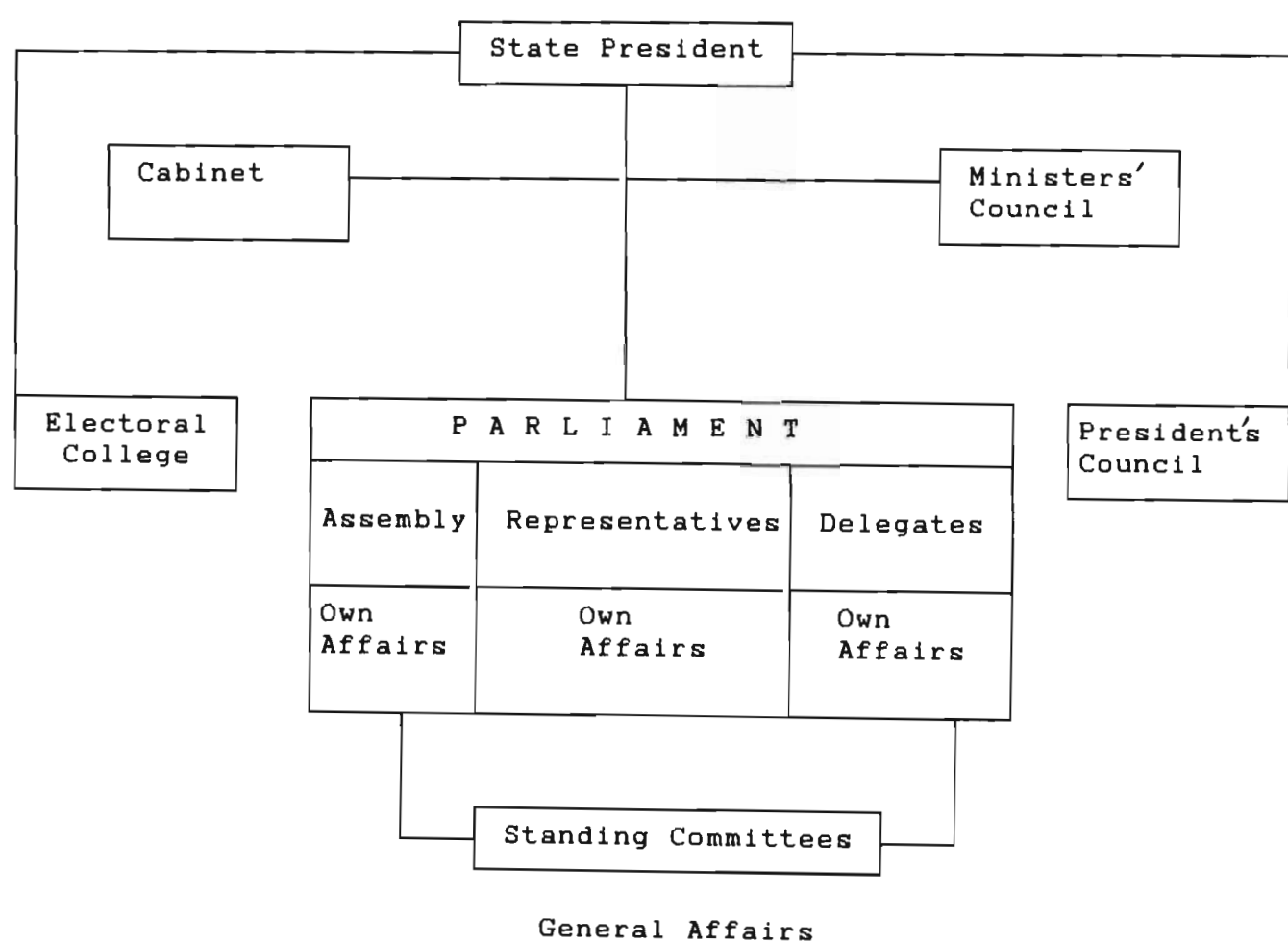
-----

8. Cloete, J.J.N. :Introduction to Public Administration, J.L. Van Schaik, Pretoria, 1981, pp.58-64.
9. Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) Section 30.

Parliament consists of three chambers namely : the House of Assembly (Whites), the House of Delegates (Indians) and the House of Representatives (Coloureds).

Figure 5<sup>10</sup> illustrates the organizational structure of the Central Government in South Africa.

Figure 5 : The Central Government in South Africa



10. Reddy, P.S. : Administration of Housing for Indian South Africans with Particular Reference to the Role of the Development and Services Board of Natal, Unpublished D. Admin. Thesis, University of Durban-Westville, Durban, 1985, p. 74.

#### 4.1 STATE PRESIDENT

The legislative powers of the State President as the head of the Republic includes, inter alia :

- 1) Prior to any bill being presented in Parliament the State President has to classify it as an "own affair" or a "general affair." If the bill is classified as an own affair it is attended to by the House concerned. In the event of the bill being a general affair, then it has to be dealt with in all three Houses of Parliament.
- 2) The State President may refer disputed bills accepted by all three Houses to the President's Council for further investigation and recommendations.
- 3) The State President can take back a bill or refer it back to one or more Houses of Parliament.
- 4) The State President signs all bills into laws.
- 5) He has wide powers to issue proclamations and regulations in terms of a large number of Acts. These actions have the power of law.
- 6) As the supreme legislative authority in South Africa, the State President can address joint sittings of all three Houses of Parliament or a separate session of a particular House.
- 7) The State President is not merely a signatory of a bill but a supreme legislative authority in the Republic.

#### 4.2 PARLIAMENT

Parliament constitutes three Houses namely : the House of Assembly (representing the White population group), the House of Delegates (representing the Indian population group), and the House of Representatives (representing the Coloured population group).

Each house is elected separately by the voters of the respective population groups. Each House deals with two types of matters. On the one hand it deals with matters pertaining to own affairs while on the other hand it deals with matters pertaining to general affairs. A general affair is defined by the Constitution as being of a general nature and requires the assent of all three Houses of Parliament before a bill becomes law.

The most important function of Parliament is to make laws for the Republic of South Africa. Some of its other important functions include its control over the actions of the executive, certain judicial functions pertaining to its own activities and its power to consider petitions from the ranks of the public.

#### 4.3 THE EXECUTIVE

The constitution stipulates that the executive shall consist of two levels, namely<sup>11</sup>:

- with regard to the own affairs of a population group the executive power is vested in the State President acting on the advice of the Ministers' Council in question.
- with respect to general affairs the executive power is vested in the State President acting in consultation with the Ministers who are members of the Cabinet.

#### 4.4 CABINET<sup>12</sup>

The implementation of laws passed by Parliament in respect of general affairs is entrusted to the Cabinet. The Cabinet consists of :

- the State President who shall preside at its meetings;
- the ministers appointed to administer the departments of state for general affairs;
- any Minister appointed to perform functions other than the administration of a department of state and designated by the State President as a member of the Cabinet; and
- any member of a Ministers' Council designated by the State President as a member of the Cabinet.

---

11. The Republic of South Africa Constitution Act, 1983, op. cit, Section 19.

12. Ibid., Section 20.

The Cabinet must conduct its action in a manner that is acceptable by Parliament. In the event of the three Houses of Parliament passing a vote of no confidence in the State President's Cabinet, the State President is forced to resign or call a general election. Thus, a control measure is built into the system. Figure 6 depicts the executive authority and executive institutions for own and general affairs.

#### 4.5 MINISTERS' COUNCILS<sup>13</sup>

The implementation of laws passed by each House in respect of own affairs is entrusted to the Ministers' Council of the respective population group. A Ministers' Council is appointed for each House of Parliament.

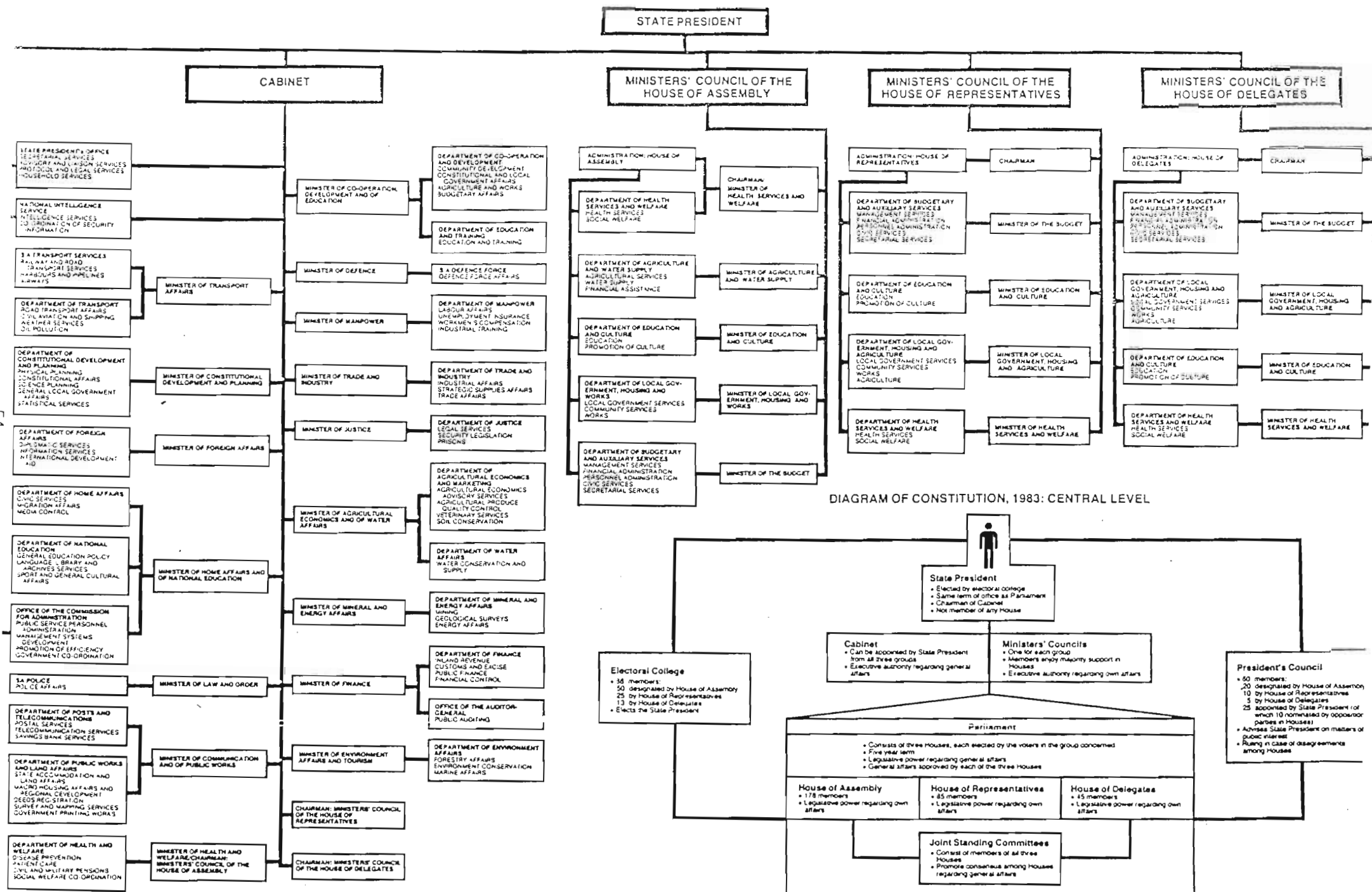
The Ministers' Council consists of :

- the Ministers appointed to administer departments of state for own affairs of the same population group;
- any Minister who is a member of the population group in question and who has been appointed as a member of the Ministers' Council to perform functions other than the administration of a department of state;
- any Minister of the Cabinet who is a member of the population group in question and who has been co-opted by the Ministers' Council as a member thereof; and
- Deputy Ministers for own affairs.

Each Ministers' Council has its own Chairman who is appointed by the State President.

-----

13. Ibid., Section 21.



## 5. POLICYMAKING PROCESS WITH RESPECT TO LAWS RELATING TO GENERAL AFFAIRS

A law pertaining to a general affair is formulated according to the steps illustrated in Figure 7.<sup>14</sup>

In order for a law to become valid it has to be passed by all three Houses of Parliament by a majority vote. The Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) provides that the three Houses of Parliament may institute "joint standing Parliamentary Committees"<sup>15</sup> to consider bills with respect to general affairs. The purpose of these committees is to promote consensus between the majority party in each House of Parliament.

In cases where the House fails to agree on the content and formulation of the bill, the State President has the right to refer the matter to the President's Council.<sup>16</sup> When such a referral is made the State President can ask the council for either a recommendation or a decision. When a recommendation is given it is not binding on the three Houses of Parliament. In the case of the latter the President's Council cannot formulate its own recommendation but has to choose among one of the three versions passed by the three Houses of Parliament and the decision is binding.

14. -----  
Hanekom, Rowland, Bain, op. cit., p. 97

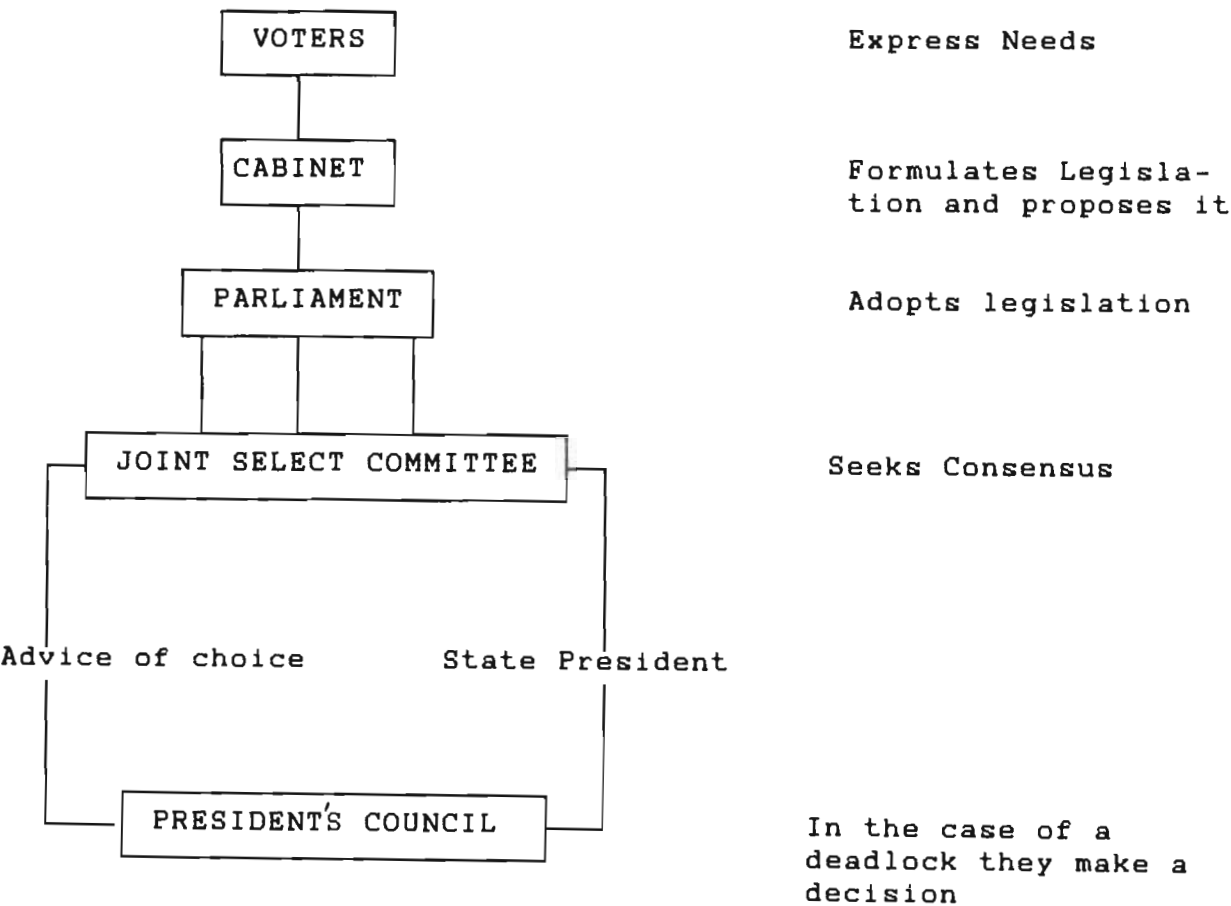
15. Republic of South Africa Constitution Act, 1983, Section 64

16. Ibid., Section 70-78

6. LAWS PERTAINING TO OWN AFFAIRS

Laws of this nature are formulated according to the diagrammatic representation in Figure 8.<sup>17</sup>

FIGURE 7 PROCEDURE FOR THE FORMULATION OF A LAW ON GENERAL AFFAIRS

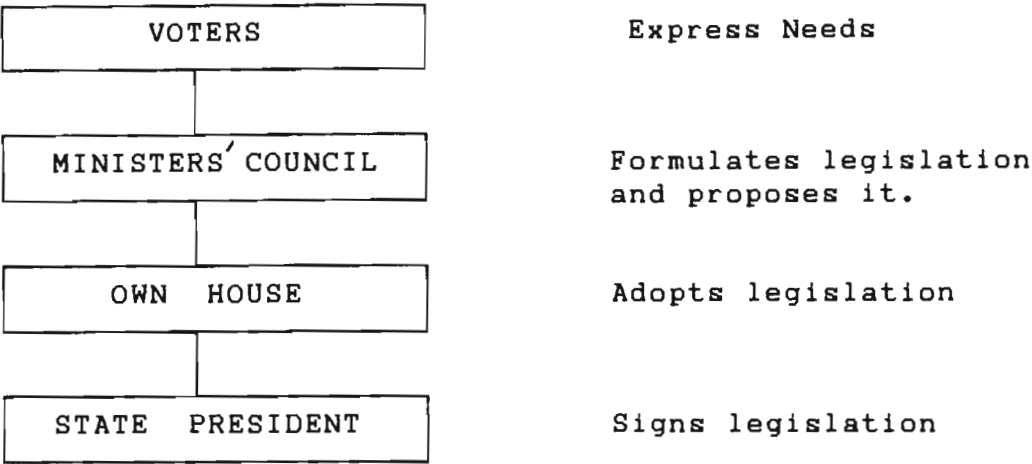


17. Republic of South Africa : Parliamentary Guide for State Departments, Government Printer, Pretoria, 1985, pp. 44-60.

7. FORMULATION OF POLICY FOR OWN AFFAIRS

The process involved in the formulation of policies for own affairs is depicted in Figure 8.<sup>18</sup>

FIGURE 8 FORMULATION OF POLICY FOR OWN AFFAIRS



The constitution lays down that matters such as education, art and culture, health and welfare services, community development (including housing), agriculture and local government (town councils) are the own affairs of each group. Most other matters are general affairs and need the approval of Parliament as a whole.

-----  
18. Reddy, P.S., op. cit., p. 74

## 8. ADMINISTRATION FOR OWN AFFAIRS

On 7 September 1984 the following State departments in the three Houses of Parliament were announced by the State President.<sup>19</sup>

### 8.1. Administration : House of Assembly

- Education and Culture
- Health and Welfare
- Budgetary and Auxiliary Services
- Local Government, Housing and Works
- Agriculture and Water Supply

### 8.2 Administration : House of Representatives

- Education and Culture
- Health and Welfare
- Budgetary and Auxiliary Services
- Local Government, Housing, Works and Agriculture.

### 8.3 Administration ; House of Delegates

- Education and Culture
- Budgetary and Auxiliary Services
- Local Government, Housing, Works and Agriculture
- Health Services and Welfare.

-----

19. The Daily News, 2 August 1984.

The relevant Ministers' Council is the political head of each of these administrations. In addition, a permanent civil servant is the Director-General of each administration.

9. FORMULATION OF POLICY WITH RESPECT TO SOCIAL PENSIONS AND GRANTS FOR INDIANS IN SOUTH AFRICA

9.1 INTRODUCTION

The Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) stipulates that "all welfare matters pertaining only to a specific group, including social pensions and grants are the groups own affairs."<sup>20</sup> Thus the administration of pensions and grants for Indians falls under the jurisdiction of the Administration ; House of Delegates. The Department : Health Services and Welfare is directly involved in this sphere of work. It must be mentioned, however, that the administration of social pensions and grants does not vary from one metropolitan area in the Republic to another. The same policies, rules and regulations apply to all South African Indians. Therefore, the policy aspects in this dissertation will be discussed in general. It must be stated at the outset, however, that the classification of social pensions and grants as an own affair is questionable since it concerns the general welfare of all citizens and also since the policies, rules and regulations are the same for all the population groups in -----

20. Republic of South Africa Constitution Act, op. cit., Section 14-18.

the Republic. Strictly speaking social pensions and grants is more a general affair than an own affair.

In order to present a clear understanding of how the policies related to social pensions and grants are formulated and implemented it is, at the outset, necessary to examine the organizational structure of the Administration : House of Delegates, and the policymaking procedure adopted by this House. Thereafter, the legislative provisions pertaining to social pensions and grants will be scrutinized and evaluated.

## 9.2 ORGANIZATIONAL STRUCTURES OF THE ADMINISTRATION : HOUSE OF DELEGATES

The new Constitution promulgated in September 1984 made provision, inter alia, for the establishment of the Administration : House of Delegates. The Constitution further provides that the House of Delegates shall constitute part of Parliament. The House of Delegates presently consists of 45 members, 40 of whom are elected by the voters, 2 of whom are nominated by the State President and 3 of whom are elected by the 40 members already elected by the voters.

To constitute a meeting of the House for the exercise of its powers, a quorum of 13<sup>21</sup> members is necessary. All questions in the House must be determined by a majority of -----

21. Ibid., Section 61.

votes of members present other than the Chairman or the presiding member who shall, however, have and exercise a casting vote in the case of an equality of votes. Section 63<sup>22</sup> of the Constitution specifies that the House of Delegates may make rules and orders pertaining to the conduct and order of its own business and proceedings.

In order for the House of Delegates to execute matters pertaining to its own affairs effectively the creation of four departments was necessary, namely : the Department of Budgetary and Auxiliary Services; the Department of Local Government, Housing and Agriculture; the Department of Education and Culture; and the Department of Health Services and Welfare.<sup>23</sup>

Of these departments only the Department of Budgetary and Auxiliary Services and the Department of Health Services and Welfare deal directly with the administration of pensions and grants for Indians. The Department of Budgetary and Auxiliary Services manages the financial matters, the staff matters and also renders auxiliary services to the Department of Health Services and Welfare, while the latter department deals with the actual implementation of the legislation pertaining to social pensions and grants.

-----

22. Ibid., Section 63.

23. Fiat Lux, October 1985, Vol. No. 8, p.1.

### 9.3 THE POLICYMAKING PROCESS WITH REFERENCE TO THE DEPARTMENT OF HEALTH SERVICES AND WELFARE

Since social pensions and grants fall under the ambit of own affairs the procedure followed in the formulation of policies is in accordance with Figure 8.<sup>24</sup>

The voters express their needs which are then formulated into legislation by the Ministers' Council which proposes it to the own House which in turn adopts the legislation. Thereafter, the legislation is referred to the State President to be signed into a law. Thus a law is formulated. These laws are generally the skeletal framework as to how the needs of the voters are to be satisfied. It is really the public administrator who adds the "flesh" in the implementation of these acts (policies).

The acts that pertain to social pensions and grants for Indian South Africans are the Social Pensions Act, 1973 (Act 37 of 1973) and Part VII of the Childrens' Act, 1960 (Act 33 of 1960), and the Child Care Act, 1983 (Act 74 of 1983) respectively.

-----  
24. Supra., p. 53

9.4

POLICIES PERTAINING TO SOCIAL PENSIONS AND GRANTS

The Social Pensions Act, 1973 (Act 37 of 1973) makes provision for assistance to be given to persons who are either aged, blind, mentally or physically disabled.<sup>25</sup> The objective of this Act is "to consolidate and amend the laws relating to pensions and allowances for the aged, blind, disabled persons and war veterans and to provide for incidental matters."<sup>26</sup>

9.4.1

REGULATIONS<sup>27</sup>

The Minister of the Department of Health Services and Welfare may in consultation with the Minister of the Department of Budgetary and Auxiliary Services make regulations as to the :-

- a) form of an application;
- b) payment of social pensions and grants. The maximum amount to be paid in any particular case, the method of payment, payment to persons other than the pensioner himself and the stopping of payment of a pension or grant;
- c) requirements and conditions in addition to those specified elsewhere in the Act, to be complied with by an applicant;
- d) applications for social pensions or grants including the particulars and information to be furnished by the applicants;

25. Social Pensions Act, 1973, op. cit., Section 1.

26. Loc. cit.

27. Ibid., Section 17.

- e) consideration, granting or refusal of any application for a social pension or grant;
- f) income and assets to be taken into account in determining the amount of a social pension or grant;
- g) circumstances in which social pensions or grants may be paid to persons maintained or receiving treatment in State or State-Aided institutions;
- h) date of accrual of any pension or grant;
- i) method of payment of social pensions and grants;
- j) cancellation, lapsing, or suspension of any social pension or grant and the variation of the amount thereof;
- k) procedure to be adopted at any enquiry under this Act and the Childrens' Act, 1960;
- l) administration of social pensions and grants;
- m) information which may from time to time be required of any pensioner or grantee;
- n) repayment of sums overpaid;
- o) manner in which and the period within which an appeal may be lodged against the decision of the Director-General;
- p) information to be furnished in terms of Section 14 of the Social Pensions Act, 1973 and the Childrens' Act, 1960 ; and
- q) any other matter which shall or may be prescribed in terms of the Social Pensions Act, 1973 and the Childrens' Act, 1960.

9.4.2 SOCIAL PENSIONS

9.4.2.1 PERSONS WHO QUALIFY FOR SOCIAL PENSIONS

a) OLD AGE PENSIONS

In order for a member of the Indian population group to qualify for an old age pension, the person has to meet the following basic requirements:

- i) In terms of the Social Pensions Act, 1973 a male person qualifies for an old age pension on attaining the age of 65 years and a female person on attaining the age of 60 years.<sup>28</sup>
- ii) At the time of application the applicant must be resident in the Republic or be a South African citizen or have been resident in the Republic for a continuous period of five years immediately preceding the date of his application,<sup>29</sup> and
- iii) On application of the means test<sup>30</sup> the applicant must qualify for assistance.

b) WAR VETERANS' PENSIONS

Subject to the means test a war veterans' pension is payable to any Indian person who has attained the age of sixty years and who is, owing to any physical or mental disability, unable to provide adequately for his maintenance, and who has performed any military or

-----

28. Memorandum on Welfare Services, Department of Health Services and Welfare of the Administration : House of Delegates, Durban, 1987, p. 12

29. Ibid., p. 13

30. Infra. p. 65

naval service in South Africa during the Anglo-Boer War (1899-1902), the Zulu Rebellion (1906), the Great War (1914-1920), the Second World War (1939-1945)<sup>31</sup> and the Korean War (1950-1953). In the event of any person under the age of 60 years applying for this pension, the applicant must be examined by a district surgeon whose medical report must accompany the application. In this case the applicant must be unfit for employment. The amount payable to a war veteran is equal to the old pension<sup>32</sup> and is supplemented by an allowance of R71,00 per month which brings the maximum veterans pension up to R233,00 per month per person as at 1 October 1987. The applicant has to meet the same residential qualifications as that of an old age pensioner.

c) BLIND PERSONS' PENSIONS

In terms of the Social Pensions Act, 1973 any person who is nineteen years of age and older is registered as a blind person may apply for this pension.<sup>33</sup> The residential qualifications of such applicants are the same as those for old age persons.

-----  
31. Ibid., p. 18

32. Loc. cit.

33. Loc. cit.

d) DISABILITY PENSIONS<sup>34</sup>

This pension is paid to a disabled person who in terms of the Social Pensions Act, 1973, is any person who has attained the age of 16 years and is owing to a physical or mental disability unfit to obtain from any service, employment or profession the means needed to enable him to provide adequately for his maintenance. Such a disability must be of a permanent nature. The residential qualifications are the same as those for old age pensions. The means test is also applied to these applications to establish whether the applicants would qualify for such a pension in view of their income and means.

9.4.2.2 PERSONS WHO DO NOT QUALIFY FOR A DISABILITY PENSION<sup>35</sup>

No person qualifies for a disability pension if he, inter alia :

- a) is required by law to attend school;
- b) is a person in respect of whom a grant is already paid in terms of the Childrens' Act, 1960;
- c) refuses to submit to a medical examination or treatment;
- d) refuses to register for employment if so directed; and
- e) refuses to accept employment which is within his capacity.

34. -----  
Loc. cit.

35. Memorandum on Welfare Services, 1986, p. 19

A disability pension may be paid to a person who is classified as totally unfit and who is employed in a sheltered workshop provided his income and means do not disqualify him.<sup>36</sup>

#### 9.4.2.3 MEANS TEST

Notwithstanding the preceeding requirements all applicants must qualify in terms of the means test in order to receive a pension. The means test is a standard according to which the assets and income of an applicant are measured in order to decide whether he or she qualifies for such pension. The means test which is stipulated in the Social Pensions Act, 1973 as amended will now be discussed and an example of the application of the means test will be given to add clarity as to how it is applied. The means test is amended annually to keep in line with any increases in social pensions. All figures quoted in this chapter are applicable as from October 1987. The means test is applied from the time of application and at subsequent reviews to assess whether the applicant or pensioner still qualifies for such assistance. It is the responsibility of the pensioner to inform the office of any changes in his circumstances that may occur between reviews.

-----  
36. Loc. cit.

The means test differs from one race group to another. The difference lies mainly in the asset and income limitation. Because the rates of pay for the different social pensions and grants differs from one race to another, the asset and income limitation also differs so as to keep in line with the rates of pay. The difference in the rates of pay and the asset and income limitation has led to dissatisfaction amongst the non-white population groups since they receive a lower rate of pay than their white counterparts. The various moneys and assets that are taken into account in the application of the means test will now be discussed.

9.4.2.3.1 INCOME<sup>37</sup>

a) INCOME FROM EMPLOYMENT

The annual gross salary from which only certain deductions in respect of medical aid schemes, pension funds and unemployment insurance benefits may be made, is taken into account for the purpose of the means test.

b) INCOME FROM FARMING<sup>38</sup>

Profits derived from the practice of agriculture by an owner or usufructuary shall be assessed at R72,00 per annum irrespective of the actual profit made. However, in the case of immovable property rented for agricultural purposes the profits from farming shall

---

37. Ibid., p. 12

38. Loc. cit.

not be deemed to be income but the value of the rented property will be converted into an income value as in the case of the fixed property.

c) INCOME FROM BUSINESS<sup>39</sup>

The yearly nett profit is regarded as income.

d) INCOME FROM LODGERS<sup>40</sup>

If an applicant has more than three lodgers who are not his children the total fees paid for lodging is regarded as income.

e) SUBLETTING<sup>41</sup>

Where rooms are let to more than two persons, one quarter of the gross rental is regarded as income.

f) INCOME OF WORKING SPOUSE OR APPLICANT<sup>42</sup>

Where the income of a husband is less than 50 per cent of the income of his working spouse, only one quarter of her income together with his full income is taken into account for the purposes of the means test.

g) PENSION (OTHER THAN A SOCIAL PENSION)

The benefit received from a pension or provident fund is taken into account.

-----

39. Loc. cit.

40. Loc. cit.

41. Loc. cit.

42. Loc. cit.

The combined assessed income of a married couple is halved for the application of the means test. The combined assets of a married applicant and his spouse shall be taken into account for the purpose of determining such applicant's income. Only half the personal earnings of a blind person is taken into account in considering his application. The income and means of an applicant who has attained the age of 100 years is not taken into account. The Director-General may, if he is satisfied that a married applicant is separated from his spouse and is not properly maintained by his spouse, direct that the applicant be regarded as a single person and that the income and other means of his spouse be ignored. If the applicants income is less than 50 per cent of his spouses, then only half his income and a quarter of that of his spouse's incomes is taken into account in the case of blind persons pension. However, in the case of all other social pensions the full income of the pensioner and a quarter of his wife's is taken into account if his earnings is less than 50 per cent of his spouses income.

Any remuneration received by a male after he has attained the age of 70 years and a female after she has attained the age of 65 years is not taken into account.<sup>43</sup>

43. -----  
Social Pensions Act, 1973 (Act 37 of 1973)  
Section 15.

#### 9.4.2.3.2 ASSETS

In terms of the Social Pensions' Act, 1973 assets consist of fixed property, investments, usufruct and assets donated within five years prior to the date of application. The unencumbered value of the total assets in excess of R5 000 is converted into an income value for the purpose of the means test.

##### a) FIXED PROPERTY<sup>44</sup>

The unencumbered value of fixed property (the valuation of the local authority or where there is no such valuation by the Land Bank) is taken into account. In the event of the applicant residing on the fixed property and does not use such property for agricultural purposes, the value of such property shall be regarded as not exceeding an amount of R4 900.

##### b) INVESTMENTS<sup>45</sup>

The value of investments is taken into account but the actual income gained from the investment, for example interest on a fixed deposit, is ignored.

-----

44. Memorandum on Welfare Services, 1986, p. 13

45. Loc. cit.

c) USUFRUCT<sup>46</sup>

The value of the usufruct is calculated but the value of the usufruct is entirely ignored after expiration of a period of five years from the date on which the usufructuary donates or relinquishes the usufruct.

d) DONATION OF ASSETS<sup>47</sup>

Assets donated within a period of five years prior to the date of application are taken into account. Assets donated more than five years previously will be ignored.

e) PROPERTY RENTED FOR FARMING<sup>48</sup>

A property rented for the purposes of farming is taken into account. The income is calculated on the full value of the property while the profits derived from the practice of farming is ignored.

f) ANNUITY PURCHASED OR FROM TRUST

(PENSION FUNDS<sup>49</sup> EXCLUDED)

The actual annuity received is disregarded and the income gained from the capital value of the investment is assessed.

-----  
46. Loc. cit.

47. Ibid., p. 14

48. Loc. cit.

49. Loc. cit.

The combined value of assets is not halved in respect of married persons for the purposes of the means test.

The asset limitation is R28 000. The means plus pension limitation is R2 484<sup>50</sup> per person per annum. The pensions are calculated on an individual basis on the divided income plus the full income value of assessed assets. The maximum basic pension is R1 944<sup>51</sup> per annum per pensioner, or R167,00<sup>52</sup> per month in the case of old age and blind pensioners and a total of R162,00<sup>53</sup> per month in the case of disabled pensioners. The war veterans receive a pension of R233,00<sup>54</sup> per person per month. A free income of R540,00<sup>55</sup> per annum per person is allowed.

For every R24,00<sup>56</sup> per annum or portion thereof, by which a persons assessed income exceeds the free income of R540,00<sup>57</sup> per annum (in the case of a married couple

-----

50. Loc. cit.

51. Loc. cit.

52. Loc. cit.

53. Loc. cit.

54. Loc. cit.

55. Loc. cit..

56. Loc. cit.

57. Loc. cit.

after the joint income has been halved), the pension is reduced by R24,00 per annum. An unmarried person with an assessed income in excess of R1704,00 per annum does not qualify for a pension. The minimum pension payable to a person is R66-00 per month.

#### EXAMPLE OF THE APPLICATION OF THE MEANS TEST<sup>58</sup>

EXAMPLE : Married Person

Assets :	Fixed property value at .....	R 42 400
	Bond on property.....	R 28 400
	Savings/investments .....	R 4 000
Income :	Husbands annual salary .....	R 1 488

#### CALCULATION

#### ASSETS

Salary..... R 1 488	Value of property.....	R 42 400
	<u>Less</u> Bond .....	<u>R 28 400</u>
	Unencumbered value.....	R 14 000
	<u>Plus:</u> Savings .....	<u>R 4 000</u>
	Assessed value.....	R 18 000

#### PENSION PAYABLE

One half of income R 1 488 : 2 .....	R 744
Income value of assets - R 18 000 minus R 5 000 =	
	R 13 000 @ 6% .....
	R 780
Assessed Income .....	R 1 524
Maximum pension per annum .....	R 1 944
Income in excess of 540-00 (R1524-00 - R540-00) .....	<u>R 984</u>
Pension payable per annum .....	<u>R 960</u>

or R80-00 per month

58. Ibid., pp. 16-17

#### 9.4.2.4 ATTENDANT'S ALLOWANCES<sup>59</sup>

If the physical or mental condition of a social pensioner is such that he needs constant care and attendance from another person, the pensioner may be granted an attendant's allowance of R18,00 per month in addition to his pension. Payment of this allowance is considered on application which must be accompanied by a medical certificate in respect of the applicant. The allowance is, however, paid automatically to a pensioner when he attains the age of 85 years provided that he is not already in receipt of such an allowance. In the case of such persons being inmates in a subsidised State institution an attendant's allowance is not payable. In the case of pensioners held in State institutions or institutions run by State expense for a period exceeding three months a social pension is not payable.

#### 9.4.2.5 SUPPLEMENTARY ALLOWANCE<sup>60</sup>

A supplementary allowance is payable to a person who delayed his application for a war veterans pension or old age pension by at least one year after the date on which he attained the prescribed age. The object of this allowance is to encourage persons to work for as long as possible, and to help the Government in this

59. -----  
The Social Pensions Act, 1973, op. cit., Section 21

60. Ibid., Section 20

way to limit the expenses in respect of monthly pensions. It is for this reason that the allowance is paid according to a sliding scale.<sup>61</sup>

9.4.2.6 DATE ON WHICH PENSION ACCRUES<sup>62</sup>

A social pension is payable from the first day in which the application is attested,<sup>63</sup> however, in the case of an old age pension and a war veterans pension, if the application is made within 60 days of the applicant attaining the prescribed age, the pension is payable from the first day of the month in which the applicant attained such prescribed age. In the case of a foster care grant the grant is payable from the date the child was officially placed in the custody of the foster parent.

9.4.2.7 CONVERSION OF PENSIONS<sup>64</sup>

If a pensioner is in receipt of any one of the social pensions and qualifies for such pension to be converted to either an old age pension, such pension may be converted accordingly provided that it is not to the disadvantage of the pensioner.

-----  
61. Infra., pp. 330-331

62. The Social Pensions Act, 1973, op. cit., Section 38

63. Infra., pp. 311-312

64. Social Pensions Act, 1973, op. cit., Section 2

9.4.2.8 LAPSE OF PENSION<sup>65</sup>

A pension shall lapse when a pensioner dies or when a pensioner has not drawn his pension for a continuous period of six months. However, the Director-General may authorize the payment of all pension moneys due to the pensioner until the time of his death to a person who has incurred the funeral expenses in respect of the late pensioner. If the Director-General is satisfied that the failure on the part of the pensioner to draw the pension was due to circumstances beyond his control, he may authorize that such pension be reinstated from the date it was last drawn.

9.4.2.9 CANCELLATION OF A PENSION<sup>66</sup>

On conducting a review of a social pension the Director-General may :

- i) cancel, reduce or increase any social pension in accordance with the Social Pensions Act, 1973 ;
- ii) he may restore a pension that has been reduced or reduce a pension that has been increased.

9.4.2.10 SUSPENSION AND ADMINISTRATION OF PENSIONS<sup>67</sup>

On the one hand, if in the opinion of the Director-General a pensioner abuses his pension, such pension may be suspended.

-----  
65. Ibid., Section 23

66. Ibid., Section 24

67. Ibid., Section 6

On the other hand, if in certain cases the Director-General finds that it is not advisable to pay a pension directly to the pensioner he may pay such pension to any other person or institution appointed to administer the pension.

9.4.2.11 OVERPAYMENT<sup>68</sup>

The Director-General may recover pensions that were paid to persons who were not entitled to such assistance as a result of fraudulent behaviour or a change in circumstances. He may, however, write off any portion or the whole of such sums if he is satisfied that the recovery of such moneys would be uneconomical or if the recovery of such sums may cause undue hardship to the person concerned.

Social pensions are not assignable or executable. The Minister<sup>69</sup> may delegate the duties entrusted to him to the Director-General or to any other officer who falls within the jurisdiction of the Director-General. The Director-General, in turn, may with the approval of the Ministers delegate duties entrusted to him to other officers in the departments within his control.

9.4.3 MAINTENANCE GRANTS

Part VII of the Childrens' Act, 1960 (Act 33 of 1960) makes provision for financial assistance to a family

68. Ibid., Section 7

69. Ibid., Section 15

where minor children exist. This type of assistance is given in the form of maintenance grants. Maintenance grants are one of the measures employed by the State to preserve family unity and to ensure that children are cared for and brought up within the family circle.

Should the breadwinner die, or desert the family, it may be necessary to commit the children to a home. However, such a step is prevented by the payment of the maintenance grant to the mother to enable her to keep her children under her care. In the event of both parents falling away, the children concerned may be placed in foster care and a grant paid to the foster parents.

Maintenance grants may, therefore, be paid to the natural parents or foster parents of children in need of care. The maintenance grants paid to natural parents is made up of a parent's grant and a child's grant. All applicants for maintenance grants must be residents of South Africa.

#### 9.4.3.1 MAINTENANCE GRANTS IN RESPECT OF OWN CHILDREN

A maintenance grant<sup>70</sup> in respect of own children is payable to a parent :

- i) in the case of a woman :
  - a) who is a widow, divorced or married;

---

70. The Childrens' Act, 1960 (Act 33 of 1960), Section 69

- b) who has been deserted by her husband for a period of at least three months;
  - c) whose husband is in receipt of a social pension;
  - d) whose husband has been found to be medically unfit for a period of at least six months;
  - e) whose husband has been sentenced to imprisonment for a minimum period of three months, or to detention in a State or State-Aided institution for not less than three months.
- ii) a widower, divorced or deserted father in receipt of a social pension or who, had it not been for his means and residential qualifications, would have qualified for such pension or who has been declared medically unfit for a period of at least six months;
- iii) an unmarried mother provided<sup>71</sup> that the under mentioned proof is furnished :
- a) the name of the father of each child;
  - b) documentary evidence of maintenance which the father of each child pays or of reasons why the father is not able to maintain the child;
  - c) legal proceedings taken to obtain maintenance from the father of each child.

-----

71. Memorandum on Welfare Services, op. cit., pp. 22-23

9.4.3.1.1 THE PARENT'S GRANT<sup>72</sup>

The parent's grant forms the larger portion of the maintenance grant and is not paid to a woman if :

- a) she is in receipt of a social pension;
- b) she cohabits with a man with whom she is not married and is in such circumstances as in the opinion of the Director-General, are not conducive to the welfare of the children;
- c) she is in the opinion of the Director-General, capable of undertaking some work within her capacity and which suits her circumstances, and she refuses or fails to undertake such work or to register for such work at a labour bureau and to remain in communication with such labour bureau for at least three months.

In the case of unmarried mothers who are unemployed, they are required to secure employment within six months failing which their parent's allowance is discontinued, unless the applicant is found to be permanently unfit for employment. Only unwed mothers, however, are required to register for and to procure employment. Mothers who are married can, however, claim a maintenance grant on the grounds of losing the

-----

72. Loc. cit.

breadwinner. This procedure, encourages these mothers to become dependent on State assistance. Nothing at this stage is being done to encourage every mother who applies for the maintenance grant to register for and to seek employment. Therefore these persons, even after they no longer qualify for the said grant, still expect the State to support them. At present most mothers who are in receipt of the maintenance grant are not employed or are not even seeking employment, even though they are physically and mentally fit to do so. This situation results from the fact that these mothers are not co-erced by the Department of Health Services and Welfare into seeking employment or fending for themselves. This, therefore implies that the Department is indirectly encouraging these persons to become State dependent for the rest of their lives, since as they grow older they would be unable to secure employment in the open labour market.

#### 9.4.3.1.2 CHILDREN'S GRANTS<sup>73</sup>

The children's grant is payable in respect of each of the first four children of an applicant and can be paid in addition to the parent's grant or

-----

73. Ibid., p. 21

on its own depending on the circumstances of the applicant. The children's grant shall not be payable to any parent unless such parent is :

- i) a man who is in receipt of a social pension or who, were it not for his annual income and means or residential qualifications, would have been eligible for such pension or who is in the opinion of the Director-General, totally unfit medically to perform any remunerative work for a period of at least six months;
- ii) a woman who cohabits with a man with whom she is not married and is in such circumstances as in the opinion of the Director-general, are not conducive to the welfare of the children;
- iii) a woman who was a grantee and subsequently is remarried to a person other than the father of the children.

#### 9.4.2.1.3. MEANS TEST<sup>74</sup>

The same basis as that used in assessing the income values of assets and income in respect of social pensions is applied, although certain other provisions exist as far as the limitation of the income value is concerned. A parent may qualify for a grant only if she is not in receipt of any other social pension or grant.

---

74. Ibid., p. 21

The parent's grant which constitutes the major portion of the maintenance grant is paid at a rate not exceeding R1 944<sup>75</sup> per annum (R162,00 per month) as from 1 October 1987 while the children's grant at a rate not exceeding R504,00<sup>76</sup> per annum (R42,00 per month) in respect of each of the first four children. The grant plus the income of the family must not exceed R3 420,00<sup>77</sup> (R285,00 per month) in respect of each of the first four children. If the beneficiary is a single parent an additional allowance of R90,00<sup>78</sup> per annum is paid to her. All figures are applicable as from 1 October 1987 and are currently applied. The minimum parent's grant is R66,00 per month and the minimum child's grant payable is R38,00 per month.

Any applicant must qualify in terms of the means test in order to receive a grant either at full rates or reduced rates. The grant payable is reduced by R24,00<sup>79</sup> per annum for each R24,00 by which the assessed income of the family exceeds R3 468.<sup>80</sup>

-----

75. Loc. cit.

76. Loc. cit.

77. Loc. cit.

78. Loc. cit.

79. Loc. cit.

80. Loc. cit.

# EXAMPLE OF THE APPLICATION OF THE MEANS TEST<sup>81</sup>

Example Widow with three children

Fixed property .....	R 11 000	Pension from previous	
Fixed deposit .....	<u>R 3 000</u>	employer.....	<u>R 1 200 00</u>
	R 14 000	Salary.....	R 2 040 00
Less: Bond.....	<u>R 5 900</u>		
Assessed valued.....	<u>R 8 100</u>	Assessed income...	<u>R 3 240 00</u>

## (i) GRANT PAYABLE TO MOTHER

Assessed income (R3 240 : 2).....	R 1 620 00
Assessed income value of assets R8 100 - R5 000 =	
R3 100 @ 6%.....	R <u>186 00</u>
	R 1 806 00
Income limitation.....	R 1 704 00
Grant payable to mother, therefore .....	Nil

## (ii) GRANT PAYABLE IN RESPECT OF CHILDREN

Limitation in respect of mother and 3 children.....	R 5 076 00
Grant payable in respect of three children.....	<u>R 3 612 00</u>

or R122 00 per month.

The income limitation<sup>82</sup> per child is as follows;

1st child - limitation in respect of parent or parents	R 3 432	
and child	<u>R 552</u>	R3 972
2nd child - plus limitation in respect of second child	<u>R 552</u>	R4 524
3rd child - plus limitation in respect of third child	<u>R 552</u>	R5 076
4th child - plus limitation in respect of fourth child	<u>R 552</u>	R5 628

81. Memorandum on Welfare Services, op. cit., pp. 24-25

82. Loc. cit.

#### 9.4.3.1.4 PERIOD FOR WHICH A GRANT IS PAYABLE<sup>83</sup>

1. The grant is payable from the first day of the month in which the application was made until the end of the year in which the child attains the age of 18 years.<sup>84</sup> Provision does, however, exist for the grant to be continued until the age of 21 years.
2. The parents' grant, providing other requirements are met, is paid until the last child attains the age of 18 years or leaves school, whichever is first.

#### 9.4.3.1.5 CONDITIONS UPON WHICH GRANTS ARE PAID<sup>85</sup>

The following conditions prevail :

- 1) the child must be in the custody of the parent. In exceptional cases, however, the grant may be paid in respect of a child who is not residing with the parent;
- 2) the child who is of school going age must be attending school unless for some valid reason which is deemed fit by the Director-General;

-----  
83. The Childrens' Act, 1960, op. cit., Section 61

84. Ibid., Section 62

85. Ibid., Section 63

- 3) the child must be cared for adequately by the parent;
- 4) the maintenance grant may be paid to the applicant or any other person or institution appointed by the Minister;
- 5) the Minister may at any time review the grant and depending on the circumstances of the grantee either increase, reduce or cancel the grant; and
- 6) the grantee must inform the Minister immediately of any change in her circumstances so as to avoid an overpayment of State moneys.

#### 9.4.3.2 FOSTER-PARENT GRANTS

Grants to foster parents are paid in terms of the Child Care Act, 1983 (Act 74 of 1983). These grants are paid:

- a) in respect of children in need of care who have been placed by court in the care of persons other than their parents or step-parents; and
- b) in respect of the maintenance of children by their guardians if inadequate assets were left for their maintenance.

The means test is not applied to foster parent grants and the income and assets of the foster parents or guardian do not affect the grant. A maximum basic grant of R123,50<sup>86</sup> per child per month is paid as from October 1987. The

-----

86. Memorandum on Welfare Services, op. cit., p. 27

foster parent grant is payable from the date on which the children are legally placed in the care of such foster parents or guardians. The cancellation of the grant takes effect from the date on which the children are no longer in the care of the foster parents or guardians.

From the foregoing discussion and the requirements listed for the different types of social pensions and grants, it is evident that it is not difficult for the Indians in the Phoenix Area to obtain assistance from the State. It is apparent that several conditions exist whereby an applicant may qualify for State assistance. These include old age, blindness or any debilitating physical disability provided that the asset and income limitations set are not exceeded. The availability of social pensions and grants, however, encourages citizens to become State dependent. This should not be the case. Individuals should be encouraged to be responsible and to provide for themselves.

In 1986 an investigation was carried out by the Human Sciences Research Council's Institute for Sociological and Demographic research.<sup>87</sup> The investigation was undertaken among 6 587 South Africans to assess their attitudes toward providing for old age and their expectations of financial security after retirement. The primary aim of this investigation was to assess their attitudes toward

-----  
37. Monica Feireira : Attitudes of South Africans regarding provision for old age, Report 5-152 Human Sciences Research Council, Pretoria, 1986.

contributory pension funds. The investigation was a nationwide one, conducted among representative samples of Blacks, Coloureds, Indians and Whites in urban areas and Blacks and Coloureds in rural areas, between the ages of 25 and 59 years.

This investigation was undertaken as a result of the fact that during the period 1951-1980 the number of persons 65 years and older in South Africa doubled to one million. It is projected that by the year 2000 this figure will be two million, by the year 2030 the number of persons aged 65 years and older in South Africa, including the Black independent states, will be 4,9 million and by the year 2045, 5,3 million. Thus, it is evident that by the year 2045, government expenditure on social pensions and grants will no doubt increase accordingly with the increase in the population. Therefore, some measure has to be devised to curtail expenditure as far as this sphere of government activity is concerned. In addition, the measure implemented must encourage the people to become self reliant, thereby providing for their old age or any other contingency that may arise during their working life. The introduction of a National Pension Fund could be the solution to this problem. Judging from the findings of the investigation carried out by the Institute for Social and Demographic Research, the introduction of this fund would be welcomed by the majority of people in the country. The findings of the investigation were as follows :

- i) there is an overall need for a basic need plan that provides for retirement, unemployment and other working life contingencies;
- ii) there is need for an educational campaign to make individuals aware of the need to make provision for old age;
- iii) there is a need for employers to provide pension funds for employees to a greater extent and to disseminate information concerning pension rights and benefits among workers; and
- iv) a section of the population will not be able to provide for itself and will depend on financial assistance from the State after retirement.

#### 10. SUMMARY

A public institution cannot exist without policies. In the Republic of South Africa the supreme legislative authority is vested in the State President and Parliament. These legislative institutions are responsible for the formulation of policies which take the form of Acts. These Acts stipulate the actions of public servants and regulates their behaviour. The objectives of each public institution is embodied in an Act. The Social Pensions Act, 1973 and the Childrens' Act, 1960 makes provision, inter-alia, for the payment of social pensions and grants to Indians. Social pensions include old age pensions, disability pensions, war veterans' pensions and blind persons' pensions. Maintenance grants and foster parent grants are the two types of grants

available in respect of minor children. There are various requirements that an applicant for a social pension or grant must comply with in order to qualify for such a social pension or grant. These requirements are embodied in the relevant Acts. In addition, the applicant must qualify in terms of the means test. The applicant's income and assets are assessed when applying the means test. Thus, if the applicant qualifies in term of the requirements and on application of the mean test the social pension or grant is awarded.

From the foregoing discussion it is evident that State assistance is easily obtainable in the Republic. Furthermore, not a single, but various avenues exist, whereby a citizen can apply and qualify for State assistance. However, very little is being done to encourage these citizens to provide for times when they are faced with the need for financial assistance.

The burden on the State to maintain its citizens is consequently increasing by the day and unless appropriate methods (policies) are devised to discourage State dependency, the State will soon face a major problem in trying to meet the needs of social pensioners and grantees. Furthermore, it must be stressed that an increase in State expenditure as a result of an increase in the number of persons receiving social pensions and grants affects the tax payer and voter directly since they would have to meet the increased State expense by paying more taxes.

The formulation of policies pertaining to social pensions and grants is the first aspect of its administration. Thereafter, to give effect to these policies, suitable institutions, sections, subsections, divisions and subdivisions have to be established. Therefore, in the next chapter organising for social pensions and grants will be discussed. The institutions dealing with this aspect of public duties will be highlighted and their relationship with each other will be examined.

## CHAPTER IV

### ORGANISING FOR SOCIAL PENSIONS AND GRANTS

#### 1. Introduction

Policies that have been formulated by the legislature have to be implemented in order to realise the objectives of the State. Therefore, state departments have been established, each of which dealing with a different objective of the State. The policies pertaining to social pensions and grants for Indians in the Phoenix Area are implemented by the Department of Health Services and Welfare under the control of the Administration : House of Delegates.

Effective implementation of these policies, however, requires sound organisational processes. The product of the organising process is referred to as organisation. This consists of a communications network, involving different levels of authority and competence, the allocation of duties and functions and the implementation of a structural arrangement of posts. When efficiency and effectiveness in the administration of social pensions and grants is closely examined, the organisational arrangements within the institutions concerned is open to scrutiny. Poor organisation can lead to inefficiency and unnecessary expenditure. It could also lead to a duplication of services which may include the adoption of unnecessary and additional procedures. Therefore, in executing the organising function, the management officials of the

Department of Health Services and Welfare and the Phoenix Office should carefully consider the environmental, social, economic and technological aspects of the country and community concerned.

In this chapter the term organisation is defined so as to exemplify its meaning in the context of the administration of pensions and grants within the Phoenix Area. Thereafter, the organisation of those institutions directly involved in the administration of pensions and grants for Indians in the Phoenix Area is reviewed in order to highlight how authority, responsibility and functions are divided and delegated from the higher echelons of the institution to the bottom and to show that although each unit operates separately, they all work towards a common goal. Finally, an evaluation of the organising for social pensions and grants is undertaken.

## 2. DEFINITION

A number of authors have endeavoured to define the term organisation. A few of these definitions are cited here: Robbins states that "An organisation is a structure made up of two or more people who accept co-ordinated direction to achieve certain goals."<sup>1</sup>

-----

1. Robbins, S.P. :Organisational Behaviour: Concepts of Controversies, Englewood Cliffs, Prentice-Hall Inc., New Jersey, 1979, p. 6.

Litterer asserts that "An organisation is defined as a system of inter-related behaviours of people who are performing a task that has been differentiated into several distinct subsystems, each subsystem performing a portion of the task, and the efforts of each being integrated to achieve effective performance of the system".<sup>2</sup>

Lukens is of the opinion that "Whenever many men are ... working together the best results are secured where there is a division of work among these men ... Work division is the foundation of organisation and the reason for organisation.. (O) organisation ... is a process of logically grouping activities and responsibilities and establishing relationships to enable people to work together effectively and accomplishing the objectives of the enterprise".<sup>3</sup>

Cloete maintains that "organising consists of grouping people (individuals or groups) in an orderly pattern so that everything they do will be aimed at achieving pre-determined objectives".<sup>4</sup>

- 
2. Litterer, J.A. : Organisations: Systems, Control and Adaptation, Vol. II, Second Edition, John Wiley and Sons Inc., New York, 1969, p. 230.
  3. Lukens, M.E. : "Organising to Achieve Program Objectives" in Irion, F.C. and Rosenthal, E.: Guidelines for Administrative Action, Albuquerque, Division of Government Research, The University of New Mexico, 1961, p. 8.
  4. Cloete, J.J.N. : Introduction to Public Administration, J.L. Van Schaik, Pretoria, 1981, p. 79

Hanekom, Rowland and Bain contend that "An organisation in broad outline consists of a formally created network of intra-relations, in which definite functional institutional arrangements are inherent. Examined in closer detail an organisation consists of a communications network of levels of authority and competence, an arrangement and grouping of functions and a structural arrangement of posts, sections, divisions, departments and other institutional units ... An organisation is usually of an hierarchic nature".<sup>5</sup>

It can, therefore, be concluded that the organisation of an institution is the product of the organising function. The term organisation must not be confused with the term institution. A public entity is an institution but organisation refers to the actual structural framework of an institution.<sup>6</sup> Therefore, all institutions constitute an organisational framework. When referring to the organisation of an institution, one is in effect referring to the formal structure of an institution. The product of organising, that is the functional-institutional network of intra-relations constitutes an organisation.<sup>7</sup>

-----

5. Hanekom, S.X., Rowland, R.W. Bain, E.G. :Key Aspects of Public Administration, Macmillan South Africa (Publishers) (Pty) Ltd., 1986, p. 215.
6. Ibid., p. 80
7. Cloete, op. cit., p. 87.

The organisational framework of the Department of Health Services and Welfare in the Administration : House of Delegates is illustrated by an organisational chart wherein the functional institutional network of intra-relations is depicted.

3. ORGANISATION OF THE ADMINISTRATION OF PENSIONS AND GRANTS FOR INDIANS IN THE PHOENIX AREA

The provisioning of social pensions and grants for Indians is the responsibility of the Government of the day. This facet of work is an own affair and therefore handled by the respective administrations for the different race groups.

Figure 9<sup>8</sup> depicts on a global level, the flow chart for this function of government activity.

The Department of Health Services and Welfare in the Administration : House of Delegates is entrusted with the administration of social pensions and grants for Indians in South Africa inclusive of the Phoenix Regional Area. This Department does not, however, function independently of the corresponding Departments of Health Services and Welfare in other administrations and the Department of National Health

-----

8. This diagram was drawn up by the writer in consultation with the Regional Representative of the Phoenix Regional Office.

and Population Development. In order to ensure uniformity amongst the three administrations and the Department of National Health and Population Development an Interdepartmental Liaison Committee has been established to co-ordinate and correlate their activities.<sup>9</sup>

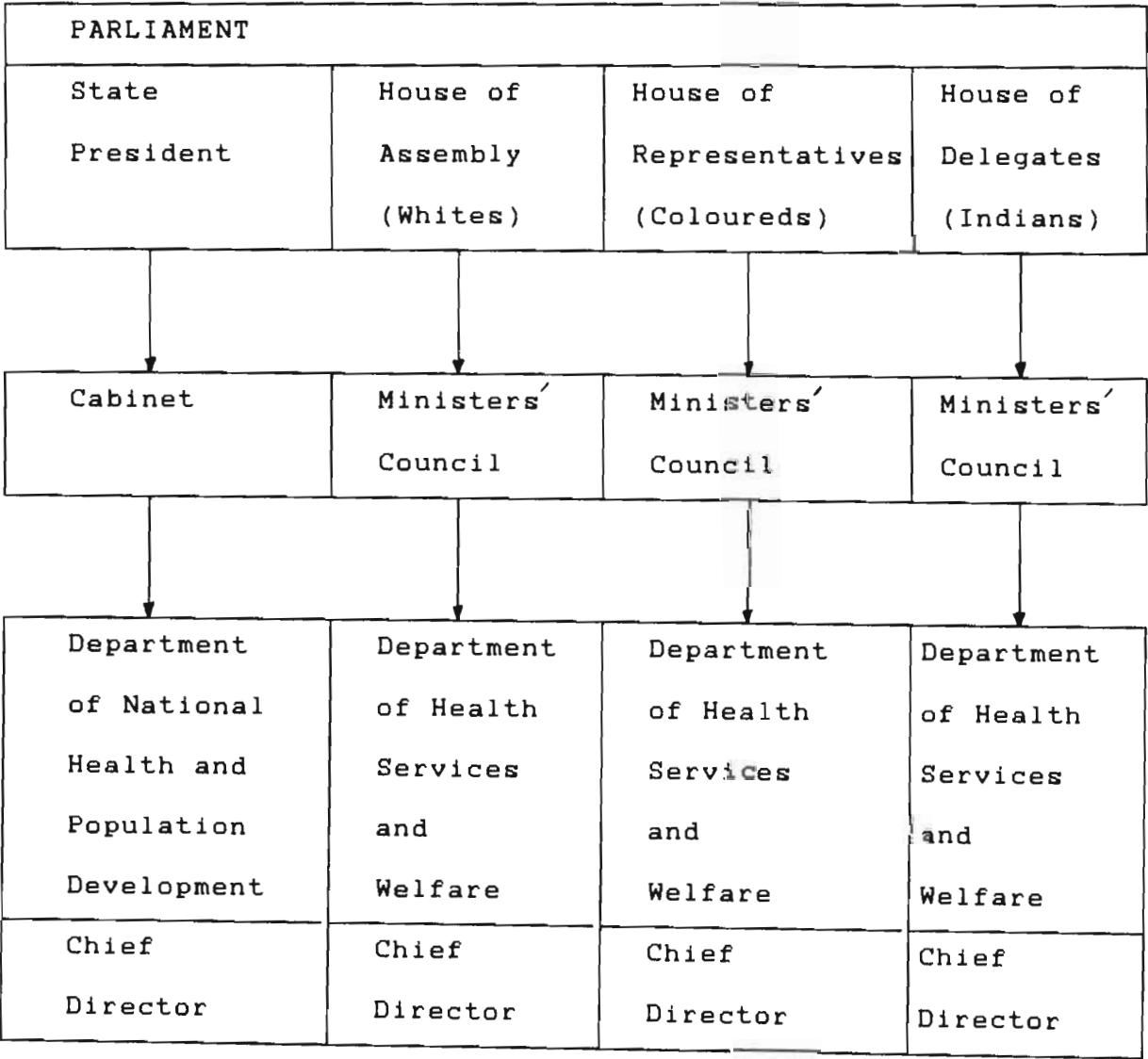
From the foregoing it is evident that the Department of Health Services and Welfare under the control of the Administration : House of Delegates cannot introduce new policies or amend existing policies in respect of social pensions and grants without the mutual consent of the Departments of Health Services and Welfare in the other two administrations and other state departments concerned with social pensions and grants. Therefore, the classification of social pensions and grants as an own affair is questionable. Since the policies, rules and regulations for social pensions and grants are the same for all the race groups in South Africa, it would be appropriate to classify this facet of government activity as a general affair. The present system of establishing three separate departments in the three Houses of Parliament to administer social pensions and grants leads to an overlapping of services by these three departments and thereby unnecessary expenditure by the State. If the provisioning of social pensions and grants

-----

9. Information obtained in the interview with the Regional Representative of the Phoenix Office.

were to be classified as a general affair then a single state department can be established to undertake this function on a decentralised<sup>10</sup> basis for all the race groups in the Republic.

FIGURE 9 FLOW CHART OF THE PROVISIONING OF SOCIAL PENSIONS AND GRANTS FOR INDIANS IN SOUTH AFRICA.



10. Loc. Cit.

All legislation and policies governing social pensions and grants are common to all three administrations and therefore applies to all the race groups in the Republic. Therefore, the three Health Services and Welfare Departments and the Department of National Health and Population Development must consult with each other prior to any changes in legislation or policy being brought about.

The Department of National Health and Population Development is the controlling body of the three Departments of Health Services and Welfare. Therefore, any amendments or changes in legislation or policy must be sanctioned by this Department. Furthermore, this Department undertakes research in the field of social pensions and grants in order to improve the existing system.

3.1 Interdepartmental Liaison Committee<sup>11</sup>

Each of the three administrations and the Department of National Health and Population Development are represented on this Committee.

Also represented on this Committee is the Department of Defence, the Prisons Department and the Provincial Administrations that have taken over the welfare of Blacks.

-----  
11. This information was obtained from the Director of Social Welfare Services in an interview on 14 April 1988.

Two representatives from each of the above-mentioned departments and two representatives from each of the four provinces constitute the Interdepartmental Liaison Committee.

A maximum of 22 representatives are allowed at the Committee meeting. The Committee meets four times a year and it has no executive powers.

3.1.2 Duties of the Committee<sup>12</sup>

The following are the duties of the Interdepartmental Liaison Committee, viz. to -

- liaise and consult with each other;
- meet with representatives from the private sector on welfare matters;
- synchronise to some extent the welfare work among the different administrations and departments; and
- consider aspects that may influence welfare policy generally or as far as own affairs is concerned.

Thus, it is evident that positive steps are being taken by those departments concerned with social pensions and grants to improve the present conditions pertaining to its administration for all race groups in South Africa. However, the success of this Committee depends on how dynamic its representatives are and on their ability

---

12. Loc. cit.

to assess the expectations of the public and to try to strike a happy medium between public expectation and the availability of resources (funds).

### 3.2 Administrations : House of Delegates

The Administration : House of Delegates came into being on 7 September 1984. It consists of four departments, namely, Education and Culture; Health Services and Welfare; Local Government, Housing and Agriculture, and Budgetary and Auxiliary Services. Each of these departments has as administrative head, a Chief Director who is accountable to the Director-General of the Administration : House of Delegates. Figure 10<sup>13</sup> depicts the general organisational structure of the Administration : House of Delegates and its constituent departments.

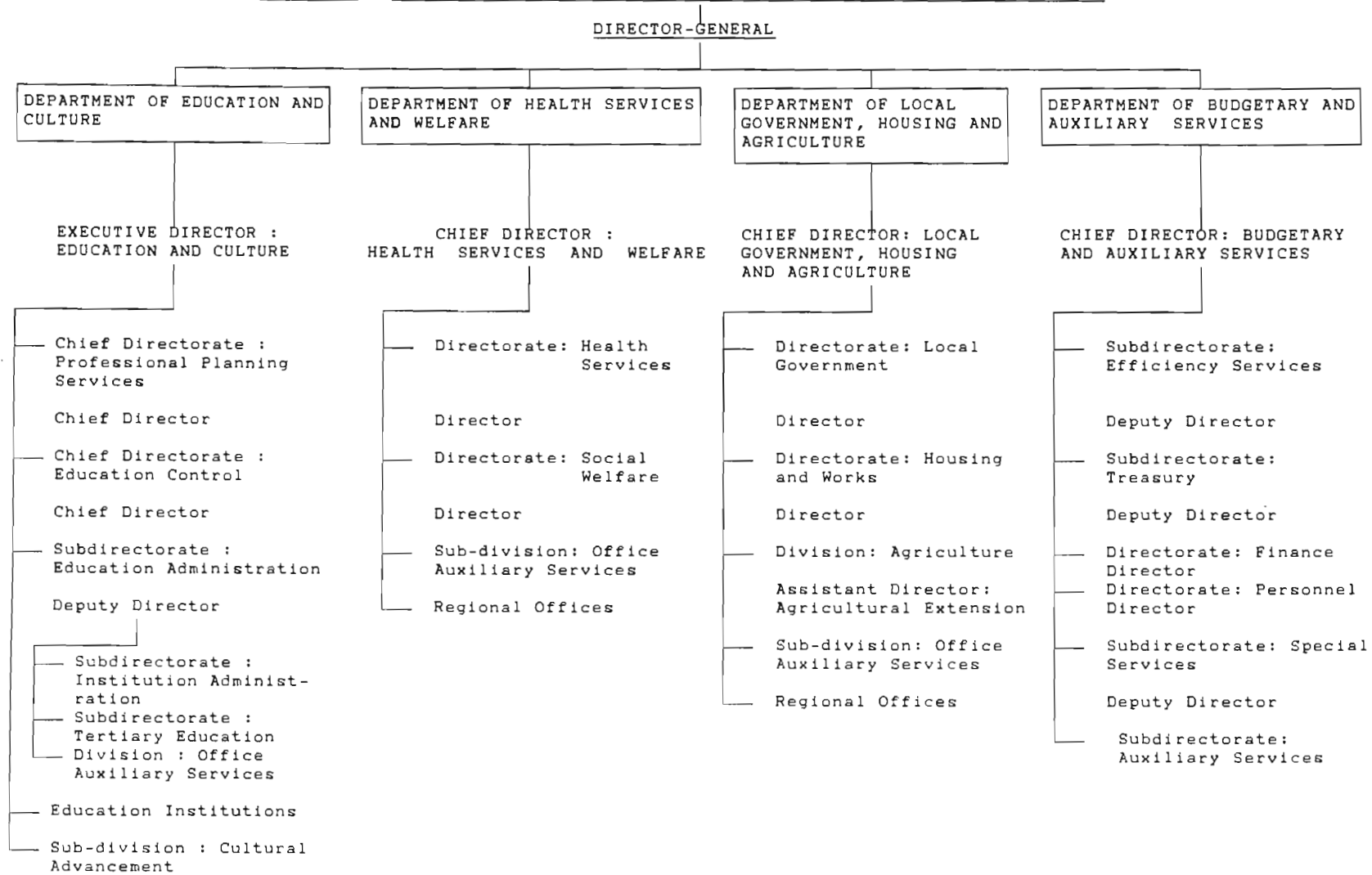
#### 3.2.1 Department of Health Services and Welfare<sup>14</sup>

Figure 11<sup>15</sup> depicts the organisation and establishment of the Department of Health Services and Welfare. The functions of this department are as follows, the -

-----

13. Reddy, P.S. : Administration of Housing for Indian South Africans with Particular Reference to the Role of the Development and Services Board in Natal, Phd. Thesis, Durban, 1985, p. 92
14. Fiat Lux, October 1985, Vol. 20, No. 8. This figure was revised by the writer to include the Regional Offices.
15. Loc. cit

FIGURE 10 : ORGANIZATIONAL STRUCTURE OF ADMINISTRATION : HOUSE OF DELEGATES



102

CHIEF DIRECTOR : HEALTH  
SERVICES AND WELFARE

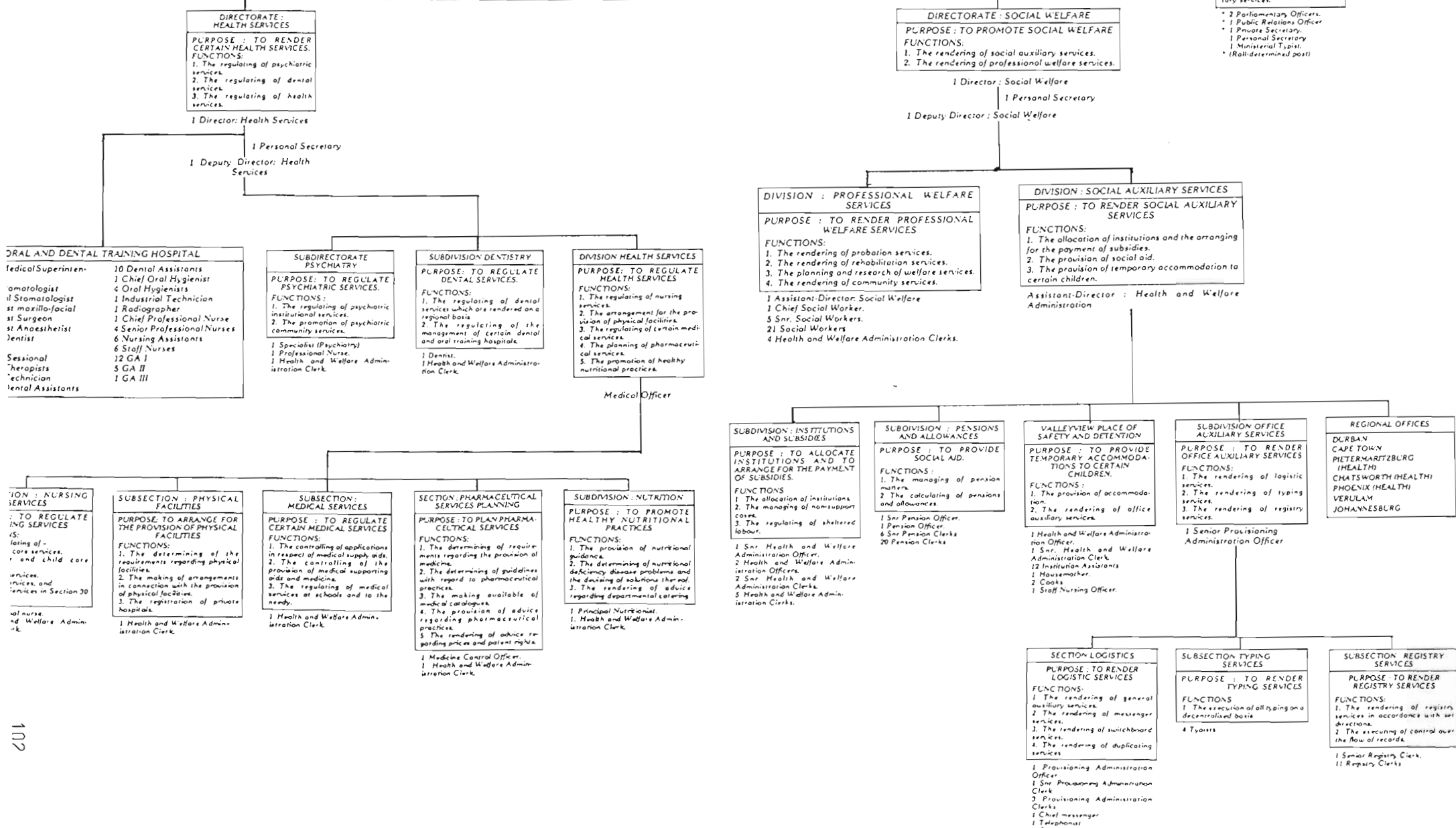
CHIEF DIRECTOR : HEALTH  
SERVICES AND WELFARE

DIVISION MINISTERIAL AND  
PARLIAMENTARY SERVICES

PURPOSE : TO RENDER  
MINISTERIAL AND PARLIA-  
MENTARY SERVICES

**FUNCTIONS:-**  
1. The execution of general and secretarial tasks for the Minister.  
2. The rendering of Parliamentary services.

- \* 2 Parliamentary Officers.
- \* 1 Public Relations Officer
- \* 1 Private Secretary.
- 1 Personal Secretary
- 1 Ministerial Typist.
- \* (Roll-determined post)



- regulating of certain health services;
- promotion of social welfare;
- rendering of office auxiliary services; and
- the regulation of certain health services and the promotion of social welfare on a decentralised basis.

From the foregoing list of functions, it is evident that the Department of Health Services and Welfare is responsible for rendering health services and social welfare services both of which affect the Indian Community directly. As a result the Indian Community places great emphasis on the manner in which these services are rendered since it affects their well-being. Therefore, any inefficiency in the rendering of these services can have a damaging effect on the image of the Administration : House of Delegates and on the Government as a whole. Thus, those officials concerned with organising for these services should at all times be aware of the needs of the Community and execute the organising function in a manner that will meet these needs. It must also be mentioned that the delegation of health services and social welfare services to a single department may not be in the best interest of the Community since the situation may arise where the one service may be given priority over the other. Since the Community places an equal amount of emphasis on both these services, the establishment of separate

departments to execute each of these services is, perhaps, justifiable.

The administrative head of the Department of Health Services and Welfare is the Chief Director who is accountable to the Director-General of the Administration : House of Delegates. Accountable to the Chief Director is the Director of Health Services and the Director of Social Welfare Services. The Director of Social Welfare Services is responsible for two divisions, namely : Professional Welfare Services and Social Auxiliary Services. The functions of the Professional Welfare Services Division are as follows, the -

- rendering of probationary services;
- rendering of rehabilitation services;
- planning of research and welfare services; and
- rendering of community services.

The Division of Social Auxiliary Services is responsible for the following functions, the -

- allocation of institutions and the arranging for the payment of subsidies;
- provision of social aid; and
- provision of temporary accommodation to certain children.

Four subdivisions and seven regional offices have been established to accomplish the duties of the Social Auxiliary Services Division. These subdivisions are

Institutions and Subsidies, Pensions and Allowances, Valleyview Place of Safety and Office Auxiliary Services. The seven regional offices have been set up at Durban, Cape Town, Pietermaritzburg, Chatsworth, Phoenix, Verulam and Johannesburg, in an effort to make these services easily accessible to the Indian community.<sup>16</sup>

The subdivision directly involved in the administration of social pensions and grants for Indians in the Phoenix Area is Pensions and Allowances. The regional office for this area is the Phoenix Regional Office.

#### 3.2.1.1 Pensions and Allowances Subdivision

The Senior Pension's Officer is the administrative head of this Subdivision. Subordinate to him are two pension's officers, one responsible for the Banking and Overpayment Section and the other for the Pensions and Allowances Section. Subordinate to the pension's officers are senior pension's clerks and subordinate to these officials are pension's clerks. There are two senior clerks in the Banking and Overpayment Section

-----

16. Loc. cit.



#### 3.2.1.1.1 Functions of the Banking and Overpayment Section<sup>19</sup>

This Section is responsible for the transfer of social pensions and grants into the banking accounts of the recipients. It is also responsible for creating debts in respect of those social pensioners and grantees who have been paid moneys that were not due to them, owing to a change in their circumstances. Moreover, it creates the debt in conjunction with the Sundry Expenditure Division of the Department of Budgetary and Auxiliary Services of the Administration : House of Delegates. It is also responsible for ensuring that these debts are liquidated either in lump sum or by regular monthly payments.

#### 3.2.1.1.2 Functions of the Pensions and Allowances Section

This Section is the Head Office of the Phoenix Regional Office. The output of the Phoenix Regional Office is the input of this Section. All applications, reviews and queries in respect of social pensions and grants for Indians in the Phoenix Regional Area are directed from the Phoenix Regional Office to this Section. All queries are also dealt with by this Section.

-----  
19. This information was obtained in a telephonic interview with Mr D. Thenadu, the Pension's Officer in charge of this Section on 14 April 1988.

When an application or review is forwarded to this Section from the Phoenix Regional Office, the means test is applied to ascertain whether the applicant qualifies for State assistance. If he qualifies, then the amount is calculated and the social pension or grant is awarded. If he does not qualify he is informed in writing of the outcome of his application. Working in close co-operation with this Section are pension's medical officers who are appointed by the Department of Health Services and Welfare. These pension's medical officers are responsible for assessing the medical reports of the applicants for disability pensions. Only if an applicant is classified permanently unfit for six months or more does he qualify for a disability pension.

Because the pension's medical officers are stationed at the Head Office in Durban, they are unable to examine applicants themselves. Therefore, they invariably base their assessments solely on the medical reports forwarded with the application. These reports may not, however, give a true indication of the applicant's illness. It would be more appropriate to station the pension's medical officers at the regional offices so that they may examine and question applicants themselves prior to deciding whether the applicants are fit for employment or not. This arrangement will also afford the applicant the opportunity to explain to the

pension's medical officer why, as a result of his illness, he is unable to seek and to secure employment.

#### 3.2.1.2 Phoenix Regional Office

Figure 13<sup>20</sup> depicts the functional organisation of the Phoenix Regional Office.

The overall function of this Office is to render social welfare services and specific health services. Two divisions have been established at this Office, namely: the Social Welfare Services Division and the Health Services Division.

The administrative head of the Social Welfare Services Division is the Regional Representative (Senior Health and Welfare Administrative Officer). The functions of this Division are as follows : the -

- rendering of professional welfare services;
- rendering of social assistance services; and
- rendering of administrative services.

The Social Welfare Services Division has three subdivisions, namely:

- Professional Welfare Services;
- Social Assistance Services; and
- Administrative Services

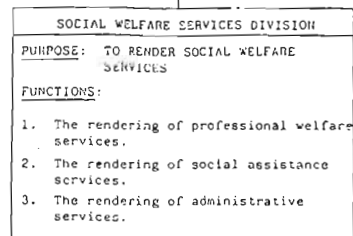
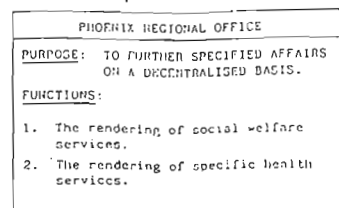
-----

20. Work Study Report on the Procedures and Methods, Organisation and Establishment of the Phoenix Regional Office, compiled by Mr P. Govender, Durban, 30 July 1987, Annexure C.

FIGURE 13

## THE RECOMMENDED FUNCTIONAL ORGANISATION OF THE PHOENIX REGIONAL OFFICE

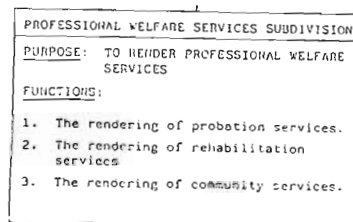
DESCRIPTION OF POSTS	NO.
SENIOR HEALTH AND WELFARE ADMINISTRATION OFFICER	1
SENIOR SOCIAL WORKER	1
SOCIAL WORKER	7
HEALTH AND WELFARE ADMINISTRATION OFFICER	2
SENIOR HEALTH AND WELFARE ADMINISTRATION CLERK	6
HEALTH AND WELFARE ADMINISTRATION CLERK	9
SENIOR CIVIC AFFAIRS CLERK	1
CIVIC AFFAIRS CLERK	2
REGISTRY CLERK	3
TYPIST	1
GENERAL ASSISTANT III (MESSENGER)	1
<b>TOTAL</b>	<b>34</b>



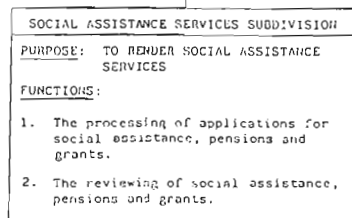
HEALTH SERVICES

See Regional Office, Durban

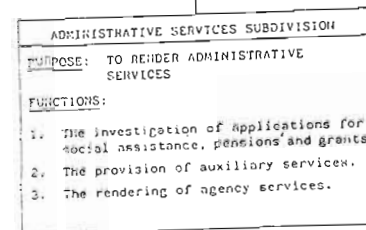
SENIOR HEALTH &amp; WELFARE ADMINISTRATION OFFICER



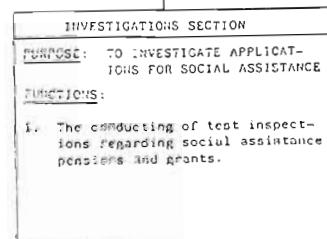
SENIOR SOCIAL WORKER ..... 1  
 SOCIAL WORKER ..... 7



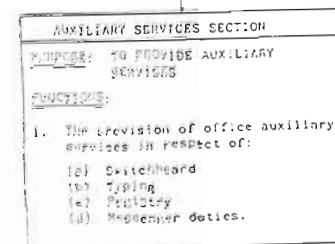
HEALTH & WELFARE ADMIN. OFFICER ..... 1  
 SENIOR HEALTH & WELFARE ADMIN. CLERK ... 3  
 HEALTH & WELFARE ADMIN. CLERK ..... 9



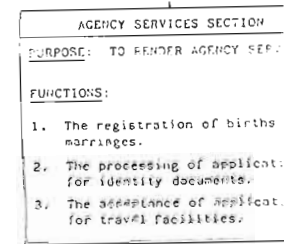
HEALTH AND WELFARE ADMINISTRATION OFFICER



SENIOR HEALTH & WELFARE  
 ADMINISTRATION CLERK ..... 3



REGISTRY CLERK ..... 3  
 TYPIST ..... 1  
 GENERAL ASSISTANT III



SENIOR CIVIC AFFAIRS CLERK  
 CIVIC AFFAIRS CLERK

#### 3.2.1.2.1 Social Assistance Services

The staff complement of this Subdivision is one health and welfare administration officer, three senior health and welfare administration clerks and nine health and welfare administration clerks.

These personnel are responsible for the completion of applications for social pensions and grants and the review thereof, and for the processing of applications for social assistance.<sup>21</sup> They do not, however, process applications for social pensions and grants. The applications are processed by the Pensions and Allowances Subdivision.

The administrative officer of the Social Assistance Subdivision has very little to do with the completing of the application forms for pensions and grants. He merely acts in a supervisory capacity.

#### 3.2.1.2.2 Administrative Services

This Subdivision comprises of three sections, namely : Investigations, Auxiliary Services and Agency Services. The Investigations Section is responsible for conducting investigations in respect of applications received for pensions and grants and social assistance. This Section consists of three senior health and welfare administration clerks.

The Auxiliary Services Section is responsible for

-----

21. Social assistance refers to the issue of groceries and finance to destitute persons on a temporary basis.

rendering office auxiliary services in respect of switchboard operation, typing, registry and messenger services. This Section comprises three registry clerks, one typist and one messenger. The Agency Services Section is responsible for the registration of births and marriages, the processing of applications for identity documents and the acceptance of applications for travel facilities. The staff of this Section is one senior civic affairs clerk and two civic affairs clerks.

From the foregoing discussion, it follows that two organisational units are concerned with the administration of social pensions and grants for Indians in the Phoenix Regional Office. This organisational arrangement leads to an overlapping of certain functions, for example two files have to be created for each pensioner or grantee, one at the Phoenix Regional Office and the other at the Pensions and Allowances Subdivision. This duplication of services can be avoided if all the functions relating to the administration of social pensions and grants for Indians in the Phoenix Area are delegated to the Phoenix Office. Such action will also shorten the time taken to assess an application or review for a pension or grant. Thus efficiency in the administration of social pensions and grants for Indians in the Phoenix Area would be promoted.

The foregoing exposition of the organisational structure of the different units involved in the administration of social pensions and grants, highlights the fact that organising is inter-related and inter-twined with other management functions, such as policymaking, financing and control, which in turn determine the interdependent and mutually-inclusive nature of the organising function.<sup>22</sup>

Organising for social pensions and grants is a goal directed function implying that is not an end in itself but a means to an end. Furthermore, the scope of organising is directly and reciprocally related to the levels of authority of the hierarchy concerned. This implies that the occupants of higher level posts and the staff members of high level institutions bear a correspondingly greater responsibility in the execution of efficient and effective organising than those at lower levels.

The organisation of the Department of Health Services and Welfare and the Phoenix Regional Office, however, only comes into being when the various posts created in its organisational structure have been filled and the relevant Department and Office begins to function.<sup>23</sup>

---

22. Hanekom, Rowland, Bain, op. cit., p. 207

23. Ibid., p. 208

It is self evident, therefore, that human behaviour, is central to organisation which is why organisational theories concentrate mainly on the behaviour of human beings in organisations. According to these theories organisations may be divided into two categories, namely, the closed system and the open system. The organisation of the Department of Health Services and Welfare and the Phoenix Office can be classified as closed systems which are characterised<sup>24</sup> by the following :

- routine tasks occur in given circumstances;
- work specialisation is general;
- work procedures are emphasized;
- conflicts within the institution are dealt with at higher levels of the hierarchy;
- responsibility and accountability are hierarchically structured and emphasized;
- loyalty to the particular office or institution is given high priority;
- the organisation constitutes the formal hierarchic functional structural framework; and
- such a hierarchic structure is typified by definite stipulated interactions including communications, delegation and uniformity of action.

---

24. Ibid., p.210

The characteristics<sup>25</sup> of an open organisation, however, include the following :

- the structure is fluid and flexible in nature;
- non-routine matters occur in changing circumstances;
- specialised knowledge contribute to the development and performance of ordinary routine tasks;
- knowledge is proportionately (evenly) distributed and ubiquitous;
- objectives are emphasized;
- interaction takes place both horizontally and vertically;
- loyalty to the institution as such, not its separate sections, is emphasized;
- conflict is resolved by each member in co-operation with management;
- responsibility and accountability are assumed by all;
- interactions are based on interpersonal relations rather than on formal relations; and
- status is linked to ability and esteem.

-----  
25. Loc. cit.

The main differences<sup>26</sup> between the two types may be summarised as follows :

- i) closed organizations are more formal and are, therefore, more rigid in nature, while open institutions are more informal and are, therefore, more adaptable;
- ii) the intra-relations network in a closed system is strictly authoritarian in nature while that of an open system is based on informality and interpersonal free association, so that open organisations tend to be characterised by a non-authoritarian association network; and
- iii) closed institutions are remote from the environment in which they exist and are therefore less dependent upon the environment and its influences. By contrast open institutions are more closely bound up with their environment and are correspondingly more dependent on it.

The best possible system for the Department of Health Services and Welfare and the Phoenix Office is a combination of both systems, since the activities of these institutions are closely related to the community as well as the environment. The policies and organisation have to be flexible enough to allow for changes in the environment, labour market and the economy of the country.

---

26. Loc. cit.

4. Origin and Division of Functions in the Institutions  
Administering Social Pensions and Grants

The implementation of policies pertaining to social pensions and grants is undertaken by the Department of Health Services and Welfare and its regional offices. In order for these policies to be implemented effectively specific functions have to be performed.<sup>27</sup> The first step in the establishment of a state department or regional office is the allocation of functions. Thereafter the division of work must be undertaken. There are four bases according to which work division can take place, namely : purpose, process, place and clientele.

Purpose established institutions are essentially<sup>28</sup> orientated towards accomplishing a specific product. Process based institutions do not concentrate so much on the accomplishment of a specific goal but rather on the performance of specific types of functions, for example an accounts department where all the accountants are grouped together or a typing pool where all the typists are grouped together.

-----  
27. Cloete, op. cit., p. 85

28. Dale S. Beach : Personnel : The Management of People at Work, 3rd edition, Collier Macmillan Publishers, New York, 1975, p. 170.

Institutions based on geographical areas are structured primarily toward serving a particular locale. These institutions are designed to provide a variety of services to all the people of a particular area, for example the Phoenix Regional Office has been established by the Administration : House of Delegates to render the important services to all the residents in the Phoenix Area.

In the case of institutions based on clientele the emphasis is on providing a variety of services for a specific group, for example a play centre for nursery school children is aimed at all children in this age group.

Each of these approaches has its own advantages and disadvantages and an analysis of the work of an official or a group of officials reveals that the execution of specific tasks generally involves all four bases.<sup>29</sup> Therefore, it can be concluded that all four principles are utilized in all institutions, probably in varying degrees, for the purposes of dividing the work. This is also true for the Department of Health Services and Welfare.

---

29. Hanekom, Rowland, Bain, op. cit., p. 89

## 5. Internal Organisation for Social Pensions and Grants

The determination of the internal organisation of the Department of Health Services and Welfare and the Phoenix Regional Office involves the following functions: horizontal division of work, delegation of authority, co-ordination, communication and control. All of these processes can either contribute to the efficiency of these units or inefficiency, therefore those officials responsible for executing these processes should undertake them with extreme caution and know-how.

### 5.1 Horizontal Division of Work

The Minister of the Department of Health Services and Welfare who is the political office-bearer of this institution cannot cope with all the duties entrusted to the institution, owing to the vast nature of the provisions contained in the enabling legislations. Therefore, he is forced to divide the work into smaller units.<sup>30</sup> This entails the creation of separate types of work. However, the first step in the division of work is the creation of a number of divisions, subdivisions, sections, subsections and regional offices to which supervisors are assigned. Each of these units are in turn divided and subdivided until smaller units are created.<sup>31</sup> Thus in the Department

-----  
30. Howard E. McCurdy : Public Administration : A Synthesis, Cummings Publishing Company Inc., Canada, 1977, p.9

31. Cloete, op. cit., p. 90

of Health Services and Welfare and the Phoenix Regional Office the following hierarchy<sup>32</sup> of units exist, namely :

- Branches
- Divisions
- Subdivisions
- Sections
- Subsections

When the division of the field of work is executed, the four bases, namely : product, process, geographical area and clientele are also considered. Therefore, an accurate survey of the various activities to be performed by these units must be undertaken and recorded appropriately.<sup>33</sup>

Furthermore, attention should also be directed towards the three basic functions that are characteristic of all these units, namely; the line function, the staff function and the domestic function.<sup>34</sup>

The line function of the Department of Health Services and Welfare and the Phoenix Office refers to those duties that are directly related to the objectives of these institutions.

-----

32. Loc. cit.

33. Ibid., p. 92

34. Gary Dessler :Organisation and Management, Reston Publishing Company, Inc., U.S.A., 1983, p. 63

Without line functions the institution would be non-existent. One of the line functions of this Department and the Phoenix Office is the administration of pensions and grants and all duties directly pertaining to this objective. Thus duties related to social pensions and grants should be analysed, listed and thereafter divided and allocated to the different divisions, subdivisions, section, subsections and regional offices.

Staff functions, however, are not directly involved with the functioning of these institutions. Instead, these functions are performed by specialists who render expert advice to officials who are overall in command (management). For example, a legal adviser is attached to the Department of Health Services and Welfare to render expert advice to the Department as far as the legality of matters are concerned. His function is therefore a staff function.

Domestic functions are those functions that are not directly involved with the activities of the institution. However, domestic functions are necessary for the performance of line functions, for example, work relating to the provision of stores, office supplies, accommodation, finance and transport. The subdivision dealing with these functions in the Department of Health Services and Welfare is office Auxiliary Services. The above subdivision is responsible for budgeting, provision of equipment, office furniture and transport.

The important aim, however, of the division of work related to pensions and grants is the creation of individual posts through the assignment of authority and duties. Cloete<sup>35</sup> states that to ensure the effective creation of posts it is imperative that accurate descriptions of the work are obtained as they facilitate the analysis and evaluation of all aspects of work. Duty sheets are used for this purpose. The evaluation of the different facets of work is of utmost importance in the hierarchical structuring of posts. The more complicated work is assigned to high rated posts while routine tasks are assigned to posts on the lower rungs of the ladder.<sup>36</sup> Therefore, the higher an official climbs on the hierarchy the more complicated his work becomes.

## 5.2. Delegation of Authority

The Minister of the Department of Health Services and Welfare cannot execute all the functions of his department single handedly, therefore he delegates the work to his immediate subordinates who in turn re-delegate part or

-----

35. Cloete, op. cit., p. 92

36. Loc. cit.

all of this work to their subordinates and so on down to the non-supervisory employees.<sup>37</sup>

Delegation consists of three aspects,<sup>38</sup> namely :

- i) assignment of duties and functions to be performed;
- ii) delegating of authority to the subordinate, sufficient to accomplish the results expected; and
- iii) holding the subordinate accountable or responsible for his actions.

In the Republic of South Africa, the supreme legislative authority is vested in the State President and Parliament. The Minister of the Department of Health Services and Welfare can only act in accordance with the authority delegated to him by way of legislation. Authority refers to the right to give instructions as to the wherewithal of the task to be performed.<sup>39</sup> The Social Pensions Act, 1973, the Childrens' Act, 1960 and the Child Care Act, 1983, make provision for the Minister to delegate authority to the administrative personnel of the Department. However, since accountability is enforced, the delegation of

-----

37. Dessler, op. cit., p. 178

38. Beach, op. cit., p. 178

39. Cloete, op. cit., p. 93

such authority is not treated lightly. It is always done in writing so that these officials are answerable for their actions. The Minister delegates authority to the Chief Directors and the delegation process passes on along the organisational levels until it reaches the Senior Administrative Officer in the Phoenix Regional Office, who, in turn delegates part of his authority to the administrative officers in the relevant sections. With delegation comes accountability which is also practised in accordance with the organisational structure of the Department. Cloete<sup>40</sup> argues that owing to the extreme importance placed on accountability by the electorate, the political office-bearers can as a result become reluctant to delegate since they are accountable for the actions of their institution as a whole. However, specific methods may be employed to exercise control over the actions of subordinates. These usually take the form of submissions of regular reports on the duties performed, the inspecting of documents, the counter-signing of documents and the auditing of financial records.

The assigning of authority in the Department also serves as a basis for positioning the various posts in the hierarchy and also for positioning the officials who will occupy these posts.

-----  
40. Ibid., p. 95

Delegation of authority in the Department is closely concerned with its centralisation. Owing to the accountability factor the Department is skeptical about delegating authority, therefore, it tends to be centralised. However, when widespread delegation occurs the Department can then be classified as decentralised.<sup>41</sup>

### 5.3 Co-ordination

According to Dessler "Co-ordination is the process of achieving unity of action among inter-dependent activities."<sup>42</sup>

James Thompson,<sup>43</sup> suggests that there are three types of inter-dependence, namely :

- pooled;
- sequential; and
- reciprocal

Pooled inter-dependence is exemplified by a fully divisionalised, decentralised institution in which the separate divisions are relatively autonomous and independent. Sequential inter-dependence creates a somewhat more acute co-ordination problem, since the output of one unit now becomes the input to the second unit in the sequence, with the receiving unit being dependent for its success on the sending unit.

-----

41. Marx, op. cit., pp. 251-258

42. Dessler, op. cit., p. 105

43. Tom Burns, G.M. Stalker : The Management of Innovation, Prentice Hall Inc., London, 1961, p. 80.

Finally, in reciprocal inter-dependence the output of the various units becomes inputs for the others. The type of inter-dependence in the Department of Health Services and Welfare is a combination of the sequential and reciprocal types. The output of the Phoenix Regional Office as far as pensions and grants is concerned becomes the input of the Pensions and Allowances Subdivision. Furthermore, the output of all the other regional offices is also the inputs for the Pensions and Allowances Subdivision. Thus, it is clearly evident that both sequential and reciprocal inter-dependence exists.

The type of co-ordination amongst the different units in this Department depends, however, on the teamwork which ultimately ensures that everyone in the institution works towards a common goal. Co-ordination within this Department and amongst the four departments in the Administration : House of Delegates is of utmost importance,<sup>44</sup> since all these activities are directed towards a common goal, namely: the promotion of the general welfare of the Indian Community in the Republic.

---

44. Cloete, op. cit., p. 95

Various methods may be utilized to facilitate and improve co-ordination. These include, regular staff meetings with the heads of the different divisions, subdivisions, sections, subsections and regional offices; personnel training programmes; the formulation of Social Committees; and the publishing of manuals illustrating the inter-dependence of the various units.

In the Department of Health Services and Welfare, there exists two types of co-ordination<sup>45</sup> - internal as well as external co-ordination. External co-ordination refers to the inter-dependence between this Department and other state institutions while internal co-ordination is concerned with the inter-relationships within the Department.

#### 5.4 Lines of Communication

The broad lines of communication in the Department of Health Services and Welfare and the Phoenix Office is contained in the respective organisational charts. Communication refers to the exchange of information and transmission of meaning throughout the organisational hierarchy<sup>46</sup> of the Department. The organisational communication within this Department flows downward, laterally and upward.<sup>47</sup> The formal communications network follows the routes depicted in the organisational chart of the Department and as far as the -----

45. Ibid., p. 97

46. Dessler, op. cit., p. 596

47. Loc. cit.

Phoenix Office is concerned, according to its organisational chart.

Downward communications are submitted from superior to subordinate. These messages usually relate to the nature of the work, procedure and practice to be followed and feedback on performance. For example, if the Director of Social Welfare Services wishes to convey a message to the clerk in the Phoenix Office he first transmits it to the Assistant Director, who then transmits it to the Regional Representative of the Phoenix Office, who in turn advises the immediate supervisor of the clerk and lastly the clerk is informed of the message, by his supervisor. Therefore, it is evident that extreme importance is placed on protocol and officials are instructed that at all times the correct channels of communication must be followed. Failure to do so could be construed as irresponsibility.

Upward communication refers to communication moving upwards from the subordinates to the supervisors. For example, if a clerk in the Phoenix Office requests for a transfer to another department, he first has to approach his immediate supervisor and discuss the matter with him. The supervisor then discusses the matter with the Regional Representative of the Phoenix Office who informs the supervisor that the request must be put down in writing by the clerk. This message is then relayed to the clerk by the supervisor. The written request by the clerk is then forwarded to the Regional Representative via the supervisor. On receipt

thereof, the Regional Representative attaches a covering letter to the request, in which he makes his comments, and forwards it to the Assistant Director, who then forwards it to the Director of Social Welfare Services. Upward communication can pertain to various matters, including, inter alia, budget reports, morale surveys and grievance procedures.

Lateral or horizontal communication involves communication between departments and officials on similar levels in the hierarchy. In the Department of Health Services and Welfare and the Phoenix Office lateral communication occurs between supervisors on the same level in the hierarchy to co-ordinate the activities of the various units in the department and office.

Although it is advantageous to establish formal lines of communication, compulsory adherence to these channels would sometimes frustrate officials on the lower levels of the hierarchy. Should a subordinate want to discuss a grievance about his supervisor to the Regional Representative, he would be reluctant to do so because he may be victimised at a later stage by his supervisor. Therefore, allowance should be made for a certain amount of flexibility in the communication channels to allow for honest feedback on supervision and to avoid officials becoming frustrated. In addition, formal lines of communication have the adverse effect of distorting information.

Organisational charts, as well as, manuals on lines of communication are used to stipulate the formal lines of communication in the Department of Health Services and Welfare and in the Phoenix Office. In addition to the formal communication channels there also exists informal<sup>48</sup> communication networks in the Department. Informal communication, or the "grapevine" as it is commonly known, can have adverse effects in the Department in that information is usually distorted in its transmission, or rumours may be spread within the Department. Therefore, management should, as far as possible, communicate information via the normal channels to all staff members, rather than forcing them to depend on the "grapevine" for information that affects them.

#### 5.5 Control

Crucial to the organising process is the control aspect, especially as far as social pensions and grants is concerned, where major emphasis is placed on accountability. In performing the control function, every supervisor in the Department should explain the objectives of the organisational unit and the Department as a whole and ensure that all activities performed by his subordinates are aimed

-----  
48. Beach, op. cit., p. 596

at achieving these objectives. He should also require his subordinate to give an account of the work that has been done.<sup>49</sup> Control, therefore, implies checking the work of subordinates.

Since this involves a tremendous responsibility, the aspect of span of control must be taken into account by supervisors when dividing the work in the different units of the Department or Office. The span of control "is the number of subordinates reporting directly to a supervisor".<sup>50</sup> There is no agreement regarding the span of control, however, most writers recommend a span of control of between five and six subordinates.<sup>51</sup>

#### 5.6 Aids for Organising

The important factor governing social pensions and grants is accountability and it is for this purpose that each institution involved in this sphere must design in writing its organisational structure. This usually takes the form of organisational charts, manuals, duty sheets or codes.

However, prior to the use of these techniques it is necessary for a survey to be undertaken to identify the

-----

49. Cloete, op. cit., p. 99

50. Dessler, op. cit., pp. 75-76

51. Loc. cit.

various duties to be performed in the institution and thereafter to systematically record these findings.<sup>52</sup> This task is usually undertaken by the Work Study Division which is part and parcel of the Department of Budgetary and Auxiliary Services under the control of the Administration : House of Delegates. Thereafter, the processes of job analysis, job description, and job specification are carried out. The aids used in the division of work should be regarded as tools to achieve a purpose and the manner in which they are used must be adjusted to accommodate for changes in the environment.<sup>53</sup>

#### 6. Summary

In order for the efficient execution of the policies governing the administration of social pensions and grants, effective organisational arrangements have to be made. From the foregoing discussion on organising for social pensions and grants in the Phoenix Area it is evident that the formulation of an organisational chart is of utmost importance to the effective and efficient administration of health and welfare services in the Department of Health Services and Welfare. The importance of the organisational chart is emphasized by the fact that the support functions

-----

52. Cloete, op. cit., p. 102

53. Loc. cit.

of division of work, delegation of authority, co-ordination, communication and control are practised in accordance with this chart.

The relationship between the Phoenix Office and the other organisational units in the Department of Health Services and Welfare is illustrated in the organisational chart. As far as co-ordination is concerned the output of the Phoenix Office is, in respect of pensions and grants, the input of the Pensions and Allowances Subdivision. Therefore, a sequential inter-dependence exists between these two units. The actual operation of the Phoenix Office and its corresponding relationship with the other units in the Department of Health Services and Welfare will be exemplified in chapter VIII under work, method and procedures.

It is, however, important for those officials executing the organising function, to be aware of the fact that this function is a continuous one that should not be neglected as a result of continual changes in the environment. Constant rationalisation and adaptation wherever called for is necessary for the survival of the Department and for the effective execution of functions.

Furthermore those officials, namely the Director and Assistant Director of Social Welfare Services, who are responsible for the organising function should always bear in mind that the efficiency and effectiveness of the

institutions dealing with social pensions and grants depends to a large extent on how they execute this function. At present an applicant for a social pension in the Phoenix Area has to wait for a period of approximately two months for a reply. This points to the fact that there is need to re-evaluate the organisation of the institutions dealing with social pensions and grants. Perhaps, decentralisation of the Department would be more conducive to the efficiency of the Department and will also curtail expenditure. In other words, the application and assessment of social pensions and grants should be dealt with at the Phoenix Office. The Department should also make more extensive use of computers in the work sphere. These technological developments have proven to be far more economical, reliable and accurate as well as efficient.

In the ensuing chapter, the financing of social pensions and grants will be reviewed since these services cannot be provided without the necessary funds. Social pensions and grants are essentially financial assistance schemes designed to assist persons who, owing to some contingency, cannot maintain themselves. Therefore, the appropriation of funds necessary to provide such assistance is of primary importance to this sphere of government activity.

## CHAPTER V

### FINANCING FOR SOCIAL PENSIONS AND GRANTS

#### 1. Introduction

Social pensions and grants are essentially schemes that have been devised by the State to provide financial aid to those persons in the community who are unable to maintain themselves due to old age, disability, blindness or other contingency. Since this assistance is primarily in the form of money, funds have to be obtained from the State. Therefore, financial policies and legislation have to be formulated to provide broad guidelines for the appropriation of such funds.

In the Republic of South Africa, funds are made available to the Department of Health Services and Welfare and the Phoenix Office by Parliament for the payment of social pensions and grants. These funds are made available through an Appropriation Act or by means of other statutory appropriations to defray the costs of social pensions and grants as a charge to the State Revenue Fund. Parliaments function does not, however, end there. Instead through the Treasury, Auditor-General and a Select Committee on Public Accounts, it satisfies itself that the moneys voted by it have been used for social pensions and grants and also that these funds have been spent in an advantageous and efficient manner.

In this chapter the financial policy and legislation governing social pensions and grants for the Phoenix Regional Area will be investigated in order to exemplify the constitutional framework surrounding the financing of social pensions and grants. Thereafter, the preparation of the budget for social pensions and grants, the approval thereof and its implementation will be discussed to highlight the manner in which funds are appropriated and to identify those officials who carry out the duties related to budgeting for social pensions and grants. Lastly, the control measures applied in the financial administration of social pensions and grants will be reviewed. This is necessary to establish whether sufficient control is being executed by the Department of Health Services and Welfare and Parliament to ensure that the funds appropriated for social pensions and grants are being spent in an honest and best possible way to benefit both the State and the community.

## 2. FINANCIAL POLICY AND LEGISLATION

The Administration : House of Delegates cannot utilize public moneys, to pay social pensions and grants for Indians in the Phoenix Regional Area, without prior authorisation from the legislature. To this end the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983) provides, inter alia, as follows :-

Section 81 :

- 1) "There shall be a State Revenue Fund, into which shall be paid all revenues".
- 2) "No moneys shall be withdrawn from the State Revenue Fund, except in accordance with an Act of Parliament".

Section 82

- 1)b)"The accounts in connection with the administration of own affairs of the different population groups, which may be presented by any general law and which shall be credited with all revenues accruing to them in terms of this Act or any other law and from which shall be defrayed all expenditure and be paid any amounts with which they are charged in terms of this Act or any other law."
- 2) "Where any law dealing with own affairs of a population group provides that revenue mentioned therein shall be paid into the State Revenue Fund or that expenditure so mentioned shall be defrayed from that fund, such revenue shall be paid into, and such expenditure shall be defrayed from, the appropriate account contemplated in subsection (1) (b)."

Therefore the legislature authorises the expenditure of public funds to pay social pensions and grants each year by way of Parliamentary appropriations. Section 84 of the Republic of South Africa Constitution Act, 1983, specifies that "In respect of every financial year there shall be paid from the State Revenue Fund into the relevant account -

- a) the amounts in accordance with a formula prescribed by a general law;
- b) any amount appropriated by a general law for that account in respect of the financial year in question; and
- c) any amount to be paid into that account subject to conditions determined by any general law."

The transfer of funds from the State Revenue Fund to the Account of the Administration : House of Delegates is done in accordance with the following :<sup>1</sup>

- a) statutory allocations according to a fixed formula prescribed by a general law;
- b) additional ad hoc grants; and
- c) conditional grants.

The allocation of grants is the main source of revenue of the Administration : House of Delegates to finance its own affairs.

-----

1. The Republic of South Africa Constitution Act, 1983 (Act 110 of 1983), Section 84.

The financial powers<sup>2</sup> of the Administration : House of Delegates include, inter alia, the following :-

- the compilation of estimates of revenue and expenditure for its own affairs in terms of general legislation;
- the appropriation of funds for these estimates from its own account and on conditions which may be prescribed by general legislation on statutory allocations and grants;
- the acquiring of additional levies, authorised by a general law on services rendered to members of its population group over and above normal payments for such services. These levies supplement the allocation and grants which it obtains from the State Revenue Fund;
- receive donations; and
- to exercise control in terms of general precepts for the collection and utilization of revenue for the own affairs of its population group.

The House of Delegates does not, however, have the power to impose taxes or raise loans in order to finance its activities.<sup>3</sup>

-----

2. Part IX of the Explanatory Memorandum of the Republic of South Africa Constitution Act, 1983, (Act 110 of 1983).
3. Ibid., p. 76

The Republic of South Africa Constitution Acts, 1983, specifies in Section 86 that "a House shall not consider any proposals, whether by way of a vote or by way of a resolution, address or bill for the appropriation of any part of the public revenue or of any tax or impost to any purpose and which has not been initiated by the Minister, unless such appropriation has been recommended by message from the State President during the session in which the proposal is made."

After the funds have been appropriated to the Administration: House of Delegates, for the payment of social pensions and grants, the Administration is required to bear final responsibility for the manner in which these funds have been utilised. Therefore, suitable control measures have to be instituted to ensure accountability. The customary control measures which it employs, consist of the legislative provisions dealing with the procedure to be followed in the receipt, custody, banking and disbursement of public funds, as well as with the accounts system to be followed. The legislatures also makes provision for the appointment of functionaries to enquire into the audit of accounts and other financial documents of the Administration : House of Delegates and to report back. The Republic of South Africa Constitution Act, 1983 provides for this in Section 83 which stipulates that "The Accounts of the State Revenue Fund shall be investigated, examined and audited in terms of the provisions of the Exchequer and Audit Act,

1975. Thus accountability and responsibility is enforced.

From the foregoing it is evident that the legislature by way of legislations provides a framework within which the Administration : House of Delegates has to regulate its own financial activities pertaining to social pensions and grants.

3. ORGANISATIONAL FRAMEWORK WITHIN WHICH THE FINANCIAL ADMINISTRATION OF SOCIAL PENSIONS AND GRANTS FOR INDIANS IN THE PHOENIX REGIONAL AREA TAKES PLACE

3.1 Department of Budgetary and Auxiliary Services

The Department of Budgetary and Auxiliary Services is one of the four departments of the Administration : House of Delegates.<sup>4</sup> The purpose of this Department is to render administrative auxiliary services to the Administration : House of Delegates. Its functions<sup>5</sup> include, inter alia, the following:-

- rendering of efficiency services;
- managing financial administration;
- provision and utilization of personnel;
- promotion of security preparedness for the Administration; and
- rendering of auxiliary services.

4. Supra ., p. 95

5. Fiat Lux, Volume 20, No. 8, October 1985, Durban.

It is, therefore, clear that this Department is concerned with the financial administration of social pensions and grants. Thus, it is imperative that the organisational structure of this department be examined and evaluated.

Figure 14<sup>6</sup> depicts the organisational structure and establishment of the Department of Budgetary and Auxiliary Services. The administrative head of this Department is the Chief Director. Directly under his control are the Subdirectorates of Efficiency Services, Directorate of Finance; Subdirectorates of the Treasury, Directorate of Personnel, Subdirectorates of Special Services and the Subdirectorates of Auxiliary Services.

#### 3.1.1 Directorate of Finance

The Director of Financial Administration is the head of the Directorate of Finance. The purpose of this Directorate is to manage the financial administration of the Administration : House of Delegates. Its functions are :-

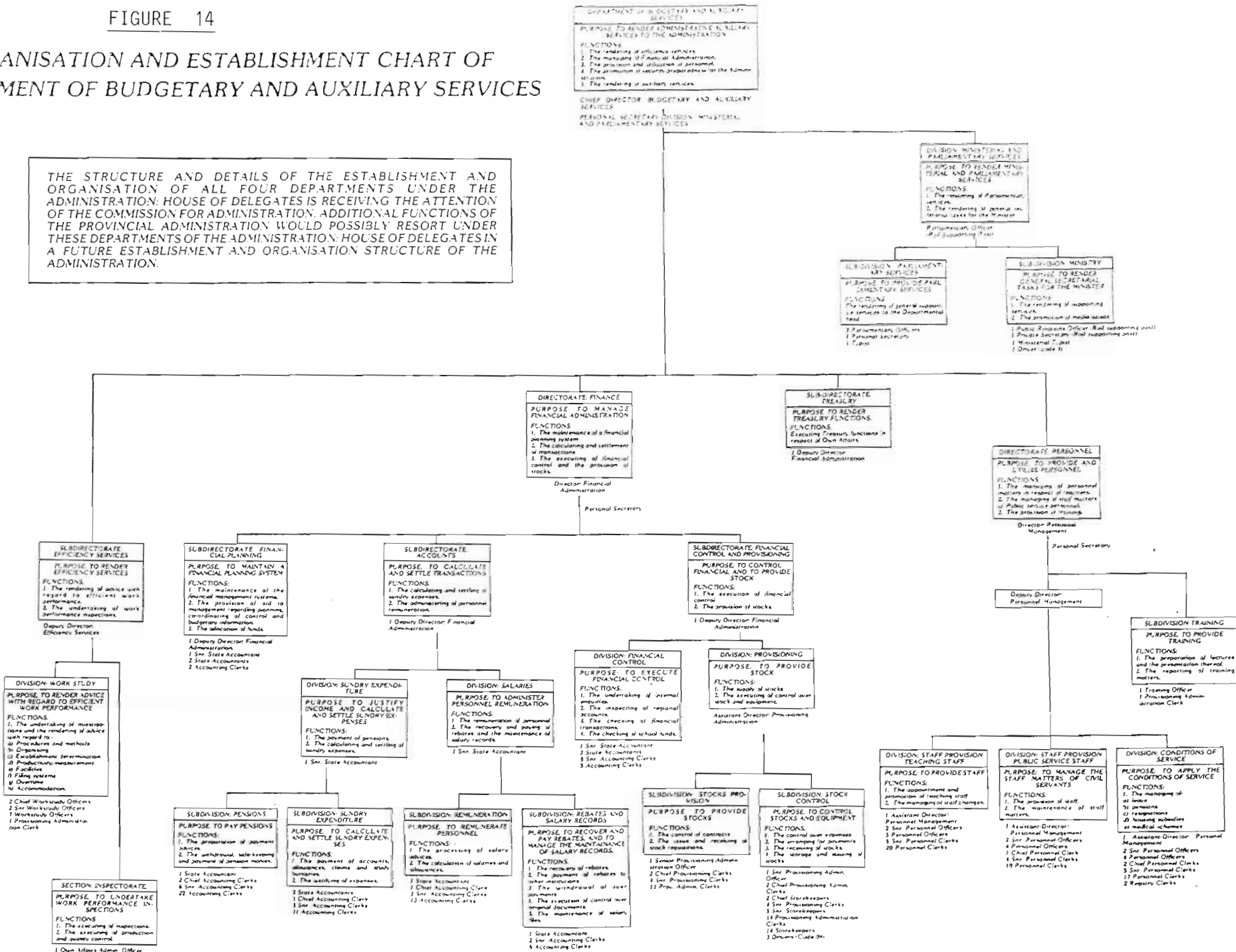
-----

#### 6. Loc. cit.

FIGURE 14

# ORGANISATION AND ESTABLISHMENT CHART OF DEPARTMENT OF BUDGETARY AND AUXILIARY SERVICES

THE STRUCTURE AND DETAILS OF THE ESTABLISHMENT AND ORGANISATION OF ALL FOUR DEPARTMENTS UNDER THE ADMINISTRATION: HOUSE OF DELEGATES IS RECEIVING THE ATTENTION OF THE COMMISSION FOR ADMINISTRATION. ADDITIONAL FUNCTIONS OF THE PROVINCIAL ADMINISTRATION WOULD POSSIBLY RESORT UNDER THESE DEPARTMENTS OF THE ADMINISTRATION: HOUSE OF DELEGATES IN A FUTURE ESTABLISHMENT AND ORGANISATION STRUCTURE OF THE ADMINISTRATION.



- maintenance of financial planning;
- calculating and settlement of transactions;
- execution of financial control;
- finalising the draft estimates of revenue and expenditure for transmission to the Treasury;
- making all payments from voted funds and other State moneys under his control;

The Director of Financial Administration is the Departmental accountant of the Administration : House of Delegates. He is subordinate to the Director-General of the Administration : House of Delegates who is the accounting officer of this institution.

Therefore, the departmental accountant and the accounting officer for social pensions and grants is the Director of Financial Administration and the Director-General respectively. The functions of these two officials will now be examined in an attempt to show the different functions related to the financial administration of social pensions and grants.

#### 3.1.1.1 Functions of the Director of Financial Administration

As departmental accountant the Director is responsible for the following functions<sup>7</sup> - he

- is responsible to the accounting officer in respect of all matters concerning the general financial

-----  
 7. Financial Handbook of the Administration : House of Delegates Chapter G, Durban.

administration of State<sup>8</sup> moneys and State property under his control;

- acts as financial and accounting advisor to the accounting officer;
- gives advice and furnishes information in connection with financial and accounting matters of his department;
- checks the course of expenditure against voted funds; and
  - i) immediately informs the accounting officer where the tendency of expenditure indicates that available funds may possibly be exceeded,
  - ii) takes timely steps to obtain the appropriate approval beforehand if any excess on a vote or main division is unavoidable.
- prepares the annual appropriation accounts of votes under his control and other financial statements as required by the Auditor-General, checks the correctness thereof, and informs the accounting officer on all matters of importance arising therefrom;
- gives prompt attention to all audit queries addressed to him and arranges, where necessary, for the replies on audit minutes to be submitted to the accounting officer for signature;

-----  
8. State moneys include those funds appropriated for social pensions and grants.

- reports directly to the accounting officer anything irregular;
- examines all the department's submissions to the Treasury in connection with revenues and expenditure to ensure that the provisions of the Acts, Financial Regulations, Treasury Instructions and estimate directives are complied with;
- advises the accounting officer on the financial and other implications of all new departmental projects or any proposed extension of or any changes to the existing projects or schemes and all departmental matters relating to revenue and expenditure.
- ensures that, in respect of the financial administration of the department, that the provisions of the relevant acts, regulations, instructions, codes and laws administered by the department are complied with;
- unless otherwise determined, collects, summarizes and evaluates estimates for submission to the accounting officer with comments on the financial implications and policy aspects;
- comments on administrative actions or policy from a financial and accounting point of view;
- reports on any wasteful and fruitless expenditure to the accounting officer;
- ensures that proper systems of internal financial check and control are applied in his department; and
- issues on behalf of the accounting officer

supplementary departmental instructions which are not inconsistent with the financial regulations of Treasury, instructions in connection with the collection, receipt, custody and payment of State moneys or any other matter concerning financial administration.

All the functions listed above also pertain to social pensions and grants seeing that the departmental accountant is responsible for the financial administration of these schemes.

#### 3.1.1.2 Financial Function of the Director-General

As accounting officer for the Administration : House of Delegates, the Director-General is responsible for the following :<sup>9</sup>

- clearly identifying and determining those essential services of the State;
  - determining within the limits of the moneys which have been or could be made available the priority which should be given to the providing of a particular service;
  - determining the most economical means by which a service can be effectively provided;
  - submission and motivation to the Treasury in such form as the Treasury may determine and when
- 

9. Ibid., Annexure B.

requested by the Treasury from time to time, the advanced planning returns and draft estimates in respect of those services which he intends to provide together with his proposals for the allocations of money therefore;

- the most advantageous utilization of the money allocated to him in the approved estimates;
- the regular evaluation and, where possible improvement of the effectiveness and efficiency achieved in meeting the requirements and providing the services for which State moneys have been made available;
- all expenditure from State moneys under his control; and for ensuring that the appropriate authority exists for all payments made by him and on his behalf;
- the production to the Auditor-General of a voucher or an order for every payment made by him from State money;
- the accuracy of the accounting records, accounts and other financial documents under his control and for instituting and maintaining adequate systems of internal checks and control over State moneys ;
- replying to all queries which the Auditor-General in the performance of his duties, may direct to him;
- promptly notifying the departmental accountant of changes in the departmental policy and

administration, a new project, scheme or service which will have an effect on expenditure being considered; and

- the early submission to the Treasury of requisitions for credits from moneys in the Paymaster-Generals Account in respect of voted moneys which he requires to defray expenditure.

As the accounting officer for the Department of Health Services and Welfare, the Director-General performs the above functions in respect of social pensions and grants as well.

Owing to the diversity of the functions of the Directorate of Finance and the need for specialised knowledge and expertise, three subdivisions have been established, namely;- Subdirectorates of Financial Planning; Subdirectorates of Accounts; and Subdirectorates of Financial Control and Provisioning. The functions of the respective subdirectorates are as

follows :-<sup>10</sup>

3.1.1.3 Subdirectorate : Financial Planning

Functions

- maintenance of the financial management system.
- provision of aid to management regarding planning, co-ordinating of control and budgetary information.
- allocation of funds.

3.1.1.4 Subdirectorate : Accounts

Functions

- calculating and settling of sundry expenses.
- administering of personnel utilization.

In order to execute the above functions effectively, two divisions have been established. The Division of Sundry Expenditure and the Division of Salaries.

3.1.1.4.1 Division : Sundry Expenses

The function of this division is the payment of social pensions and grants and the calculating and settling of

-----

10. Fiat Lux, op. cit.

sundry expenses. This division consists of two subdivisions, namely : Pensions and Sundry Expenditure. The former is responsible for the preparation of the payment advices for social pensions and grants and the withdrawal, safe-keeping and payment of social pensions and grants. The Sundry Expenditure Subdivision is responsible for the payment of accounts, allowances, claims and study bursaries and the justifying of expenses.

#### 3.1.1.4.2 Division : Salaries

##### Function

- remuneration of personnel; and
- recovering and paying of rebates and the maintenance of salary records.

The Salaries Division consists of two subdivisions, namely: Remuneration; and Rebates and Salary Records. The Remuneration Subdivision is responsible for the processing of salary advices and the calculation of salaries and allowances. The Rebates and Salary Records Subdivision is responsible for the under mentioned duties :-

- recovery of rebates;
- payment of rebates to other institutions;
- withdrawal of overpayments;
- execution of control over the original documents; and
- maintenance of salary files

From the foregoing discussion, it is evident that a separate subdivision, that is, the Pensions Subdivision has been established to pay social pensions and grants. It may be argued that the establishment of this subdivision would not have been necessary if pensions and grants were paid directly into the banking accounts of beneficiaries. Only a small proportion of pensions and grants are being paid into the banking accounts of beneficiaries at present. If all pensions and grants were paid into the banking accounts of beneficiaries, the Department would save a large sum of money in terms of salary, stationery, equipment and accommodation. At the moment salaries are being paid to thirty staff members in the Pension Subdivision. Furthermore, as a result of pensions and grants being paid to beneficiaries at regional offices, provision has to be made to accommodate not only the beneficiaries but also the staff members of the Pensions Subdivision. In addition, pay cubicles have to be erected and appropriate safes have to be provided. The payment of pensions and grants at regional offices also increases the risk of burglary and damage to State property. Furthermore, the space provided for the payment of pensions is only occupied for six days in the month, thereafter, it remains unoccupied for a major period in the month. It is therefore evident that valuable space, manpower and funds are being used unnecessarily for the payment of

social pensions and grants at the Phoenix and other regional offices whereas payment could be made directly into the banking accounts of beneficiaries.

From the organisation of the Department of Budgetary and Auxiliary Services, it is clear that this Department is responsible for the financial administration of the other departments in the Administration : House of Delegates inclusive of the Department of Health Services and Welfare. This organisational arrangement could, however, lead to conflict between the two departments, namely the Department of Budgetary and Auxiliary Services and the Department of Health Services and Welfare, as regards the work procedure. The situation may arise where one Department issues instructions to another, but the manner in which it is done may not be acceptable to other, thereby leading to the development of petty grievances and dissatisfaction. This organisational arrangement also complicates the matter of attaching responsibility to a particular department in the event of irregularities.

Therefore, those officials concerned with the organisation for social pensions and grants should take a closer look at this organisational arrangement and revise it such that the financial administration of social pensions and grants becomes the responsibility of the Department of Health Services and Welfare.

4. BUDGETARY PROCEDURE FOR SOCIAL PENSIONS AND GRANTS

Social pensions and grants, like most other public matters affect the public directly, and are therefore particularly sensitive issues which have political as well as administrative implications. Therefore, the legislature lays down in detail, the procedure to be followed in dealing with the financial aspects of these matters. The budgetary procedure for social pensions and grants will now be examined to highlight the method by which funds are appropriated and the control measures implemented to ensure that adequate funds are available and that these funds are utilized in a just and efficient manner. The main steps in the budgetary procedure are<sup>11</sup> :-

- preparation of the budget;
- approval of the budget;

-----

11. Cloete, J.J.N. : Introduction to Public Administration, J.L. Van Schaik, Pretoria, 1981, p. 117.

- implementation of the budget; and
- control over finances.

#### 4.1 Preparation of the budget

In order for the Department of Health Services and Welfare under the control of the Administration : House of Delegates to provide for social pensions and grants for Indians in the Phoenix Area, it must be assured of funds from the State, by way of parliamentary appropriations. Steps are normally taken in advance to procure such funds.

A budget is prepared wherein the nature and extent of social pensions and grants as well as a tentative calculation of the expected expenditure for a specified period, namely one year from 1 April to 31 March of the ensuing year - is given. In order to facilitate efficiency and ensure accuracy, all the financial transactions of the Administration : House of Delegates and its four departments is captured and stored on computer and all calculations are executed with the aid of computers. Therefore, various codes have been allocated to financial data. The use of computers also facilitates easy access to financial data.

The system used in budgeting for social pensions and grants for Indians in the Phoenix Regional Area is budgeting by objectives.<sup>12</sup> The advantage of using this system is that it gives the Department of Health Services and Welfare a clear picture of its objectives for a particular financial year. These objectives are listed according to priority and all the cost factors related to each objective are dealt with on a co-ordinated basis so that one may, at a glance, identify the total cost of each objective.

#### 4.1.1 Budgeting by objectives

##### 4.1.1.1 the main characteristics of budgeting by objectives

1. The objectives of Government, with interim aims for each institution are formulated and all executive actions are dealt with as a unit. Emphasis is placed on objectives and not necessarily on a particular institution.
2. All activities are dealt with on a basis of programmes so as to determine their short and long term implications. Thus, all actions can be related to the objectives to be obtained.
3. All cost factors, whether direct or indirect, that have a bearing on a particular program are dealt

-----  
12. Management by Objectives, Manual of the Administration :  
House of Deledates, Durban, p. 2

with on a co-ordinated basis. This means that expenditure on personnel, equipment, transport and other related expenditure are dealt with in one particular programme, compiled to attain an objective, although more than one institution may be involved.

4. Programmes are formulated with regard to the particular goals to be attained. All expenditure must, therefore, be justifiable in accordance with a specific program to be executed to attain an identified goal or objective.

#### 4.1.2 Presentation of the Budget<sup>13</sup>

An indepth understanding of the presentation of the budget for social pensions and grants is of paramount importance to those officials involved in the administration of social pensions and grants, since it enables them to read and implement the budget correctly. Insight into how the budget is presented is also of importance to those officials responsible for budgeting for pensions and grants. Poor budgeting for social pensions and grants could lead to either insufficient funds or unnecessary funds being appropriated. Insufficient funds for

-----

13. See Annexure 1 for the presentation of draft estimates.

social pensions and grants could result in far reaching political consequences for the political office - bearers who depend on the support of voters. In view of the above it is imperative that the components of the budget be examined next. The budget is divided into programmes, subprogrammes, objectives, items, responsibilities and fund.

#### 4.1.2.1

##### Programmes

Each State institution identifies its specific aims towards promoting the general welfare of the citizens. The aims of the Department of Health Services and Welfare in the Administration : House of Delegates are :

- regulating of certain health services;
- promotion of social welfare;
- rendering of office auxiliary services; and
- regulating of certain health services and the promotion of social welfare on a decentralized basis.

To attain the above aims, programmes are identified. Each programme indicates a specific

aim to be achieved. Programme 4<sup>14</sup> of the Department of Health Services and Welfare is the promotion of welfare. The provision of social pensions and grants is one method by which the Department achieves this objective.

#### 4.1.2.2 Subprogrammes

Each programme is subdivided into subprogrammes. The subprogrammes supply information about the fields of activities required of the officials to execute the programme and thereby attain a particular stated goal of the institution. The subprogrammes of Programme 4 of the Department of Health Services and Welfare are :<sup>15</sup>

Subprogramme 1 : Secretarial and Administration  
Services

Subprogramme 2 : Care of the aged

Subprogramme 3 : Care of the handicapped

Subprogramme 4 : Child Welfare

Subprogramme 5 : General Welfare and Co-ordinating  
Services Subsidy

Subprogramme 6 : Rehabilitation Services

Subprogramme 7 : Relief and Distress

---

14. Draft Estimates for the Department of Health Services and Welfare 86/87, Durban. Programme 4.

15. Loc. cit.

Objectives

Each subprogramme comprises of the different objectives that have to be fulfilled in order to achieve the overall aims of the subprogramme and programme. For accounting purposes the objectives are given collation codes. The objectives identify the different needs that have to be fulfilled under each subprogramme. Listed hereunder are the objectives of subprogrammes 2, 3 and 4 of Programme 4 of the Department of Health Services and Welfare, and their collation codes.<sup>16</sup>

## Subprogramme 2 : Care of the Aged

Objectives : 403407 - Old Age Pensions  
403411 - War Veterans' Pensions  
403426 - Old Age Homes  
403430 - Service Centres

## Subprogramme 3 : Care of the Handicapped

Objectives : 403479 - Disability Pensions  
403483 - Blind Pensions  
403498 - Lepers  
403515 - Medical Costs - Blind

-----  
16. Loc. cit.

Subprogramme 4 : Child Welfare

Objectives : 403587 - Departmental Places of  
Safety and Detention  
403591 - Special Grants in Aid  
403604 - Subsidy Children's  
Homes (T/P Current)  
403619 - Subsidy Children's  
Homes (T/P Capital)  
403638 - Maintenance Grants  
(Allowances)  
403642 - Foster Parents' Grants  
(Allowances)  
403657 - Place of Safety  
Allowances  
403623 - Subsidy Place of Care  
(T/P Current)

4.1.2.4 Item

Each objective is further divided into items of expenditure. Manpower, transport, equipment and telephone expenses are items of expenditure of the objective Welfare Administration (collation code 403394) under Subprogramme 1 of Programme 4. Each of the items are given code numbers for accounting purposes. The item code for all social pensions and grants is 2487. The item code for manpower is 2523 while the item code for office supplies is 1643.<sup>17</sup>

-----  
17. Management by Objectives Manual, op. cit., Chapter III

#### 4.1.2.5 Responsibility

Responsibility refers to the organisational unit, namely, division, subdivision or section in respect of which funds are requested and spent.<sup>18</sup> Social pensions and grants are budgeted for on a National basis for all Indians in the Republic of South Africa. Therefore, only one responsibility exists for these objectives. This responsibility is the Pensions and Allowance<sup>19</sup> Subdivision which is given the responsibility code 1446. The expenditure for manpower, postage, telephone, subsistence, transport, stores, equipment, land and building, special services and miscellaneous services are budgeted for by the Phoenix Regional Office in respect of itself. The Pensions and Allowance Subdivision also budgets for the above expenses in respect of itself. The responsibility code, for the Phoenix Regional Office is 1855.

#### 4.1.2.6 Fund

Fund refers to the actual source from which the expenditure is defrayed, that is the fund, budgetary appropriation, vote or account from which the expenditure is paid. There is only one vote for the Administration : House of Delegates and the code is 24 (departmental code of the Administration : House of

---

18. Interview with Mr P. Ramcharan - The Regional Representative of the Phoenix Regional Office on 25 April 1988.

19. The term responsibility refers to the organisational unit for which funds are requested and spent.

Delegates).

The codes allocated to each objective, item, responsibility and fund are permanent and cannot be changed without prior authority from Treasury.<sup>20</sup> All budgetary information or documents must be compiled, using the corresponding codes discussed thus far. From the foregoing it is evident that those officials concerned with budgeting for social pensions and grants must possess a detailed knowledge of the presentation of the budget and of the different components that make up the budget. They must be able to classify each objective correctly. In addition they must be able to anticipate future expenditure for the attainment of these objectives. This expenditure must also be presented correctly in accordance with the relevant programme, subprogramme, objective, item, responsibility and fund.

#### 4.1.3 Estimates and expenditure

Estimates of expenditure in respect of social pensions and grants serve to indicate the expected annual costs of these items of expenditure and the source (fund) from which the expenditure is to be financed. They are defined as the indication by the responsibility manager<sup>21</sup> of his item requirements per objective. The

-----

20. Management by Objective Manual op. cit., Chapter IV.

21. Responsibility manager refers to the official who compiles the estimates for a particular responsibility.

responsibility manager for social pensions and grants is the Senior Pension's Officer in the Pensions and Allowances Subdivision. It is this officer who must ensure that he is fully conversant with the procedure for budgeting for social pensions and grants since he has to bear responsibility for any shortcomings in the estimates of expenditure.

The item estimates compiled by him are classified according to the programme, subprogramme, fund, objective and responsibility to which it belongs. The responsibility manager, in preparing his estimates of expenditure must plan and indicate, per fund, the items required for each and every objective on which he is working.

The system of budgeting by objectives for social pensions and grants has been designed such that, after inception, estimating of expenditure will become a continuous process of review, revision, and comparison, according to the directives and guidelines issued by the Administration : House of Delegates and the Treasury. Thereafter, the maintenance of the budget becomes a continuous process which will result in constant changes of the data available.<sup>22</sup> For instance, whenever there is a change with regard to the

---

22. Management by Objectives Manual, op. cit., Chapter VI, p. 1

requirements for funds or a change as a result of cost increases or increase in rates or tariffs, it will be necessary to adjust the requirements for funds immediately.<sup>23</sup>

In order to provide for this the system incorporates a multi-year estimating concept by which estimate forecasts from one to eight years may be kept. The normal procedure is to make provision for five years, namely : the year preceding the current financial year, the current financial year and the ensuing three years.<sup>24</sup> The following short notation will be used whenever reference is made in this dissertation to the various years :

0 = current

0-1 = the year before the current financial year

0+1 = the next financial year

0+2 } = the relevant number of years following

0+3 } = the current financial year

Estimates of expenditure for social pensions and grants are always based on known rates and will not take expected but unannounced rates into account. All estimates of items of expenditure are drawn up by the

---

23. Loc. cit.

24. Financial Handbook, op. cit., Chapter III, p. 1

responsibility (division, subdivision or section) that is actually responsible for the item and that which will actually requisition and utilize the moneys voted. Estimates of expenditure are always done on the lowest level in respect of each objective and no summary information needs to be prepared. Any changes to estimates is also done on the lowest level. In order to draw realistic estimates it is imperative that each responsibility be advised of all policy changes that applies to them. It is possible for responsibilities to duplicate one year's estimates into the following, for example that year 0 + 2's estimates be set up for the year 0 + 3. Estimates for item requirements are done per objective per responsibility.<sup>25</sup> Adjustments are made by adding or subtracting the required amounts from the existing estimates in the computer system. Such monetary adjustments for all items are made by submitting form codes 1134 (single year estimates) or 1135 (multi year estimates).

#### 4.1.3.1 Request and priority classification

The objective of the system of budgeting by objectives is to improve the effectiveness and efficiency of the

-----  
25. See Annexure 1 for an example of the presentation of draft estimates of Programme 4 of the Department of Health Services and Welfare

Public Service. It is, therefore, clear why it is expected of responsibility managers to list their activities in priority order. Treasury requests that draft estimates be classified according to the following :

- a) continuation of programmes to reach certain specified goals;
- b) new objectives or extensions to existing objectives which are due to policy decisions to improve the quality or extent of the service and which has been approved but in respect of which activation is subject to the availability of funds; and
- c) non - approved new programmes or extensions of existing programmes that, though they have been approved departmentally, do not as yet carry the approval of Treasury or the Cabinet.

Both new objectives and extensions to existing objectives must be further classified according to the following priorities<sup>26</sup>:-

- a) absolute priority - this means that the exclusion or postponement thereof could be catastrophic;

-----

26. Management by Objectives Manual, op. cit., Chapter VI, p. 3

- b) essential extensions or new services that cannot be omitted or postponed without strongly affecting public interests;
- c) desirable extensions or new services which should enjoy priority on the grounds of the exceptional or considerate advantage (economic, social or political) which it holds for the community;
- d) useful extensions or new services which although dispensable, still serve a useful purpose and should be rendered by the Government; and
- e) dispensable extensions or new services which can be left, retrenched or postponed without unduly affecting public interest.

#### 4.1.4 Procedure for Estimating

The Senior Pension's Officer, who is responsible for compiling the estimates of expenditure for social pensions and grants for Indians in South Africa inclusive of the Phoenix Regional Area, compiles the undermentioned estimates :-<sup>27</sup>

- planning forecasts of expenditure (also known as multi-year estimates or long term estimates);
- draft estimates (main estimates);
- first revised estimates; and
- second revised estimates.

-----

27. Most of the material discussed has been obtained in a telephonic interview with Mr M.F.E Hoosen of the Financial Planning Subdirectorate, on 17 May 1988.

Requests for the compilation of these estimates are made by the departmental accountant (Director of Financial Administration) in the form of a circular.<sup>28</sup> The request is forwarded to the Subdivision of Office Auxiliary Services of the Department of Health Services and Welfare. This Subdivision is responsible for the budgeting of the entire Department of Health Services and Welfare. On receipt of this request this Subdivision sends a circular to the Senior Pension's Officer requesting him to compile and submit the estimates in respect of his Subdivision by a certain date. The Senior Pension's Officer then commences establishing his estimates of expenditure for social pensions and grants and for all the other items of expenditure (manpower; transport; equipment and telephone expenses; and other related administrative expenses) necessary to provide these services. The estimates for each category of social pensions and grants are done separately, namely :- old age pensions, war veterans' pensions, blind persons' pensions, disability pensions, maintenance grants and foster-parent grants.<sup>29</sup>

-----

28. Interview held with the Regional Representative of the Phoenix Office who was the Senior Pensions Officer until 20 January, 1988. Interview held on 25 April 1988 at Phoenix.
29. Loc. cit.

The estimates are compiled per objective per responsibility and are based on all known and announced rates of pay. Provision is also made for the annual increase in the number of recipients.

The Pensions and Allowances Subdivision maintains statistics of the number of recipients for each month. When estimating expenditure the Senior Pensions Officer works with one category at a time. He obtains the number of recipients for the last month from the statistics of his Subdivision. To that figure he adds the average increase in the number of recipients for the past three years.<sup>30</sup> The total is then multiplied by the current or announced rate of pay. This total is then multiplied by twelve.

Example : Old Age Pension

Number of pensioners as at last month	=	10 000
Average increase in the number of pensioners for the last three years	=	500
Rate of payment	=	167
Estimate of Expenditure	=	(R10 000 + 500) x R167
	=	R10 500 x R167 x 12
	=	R21 042 000

A similar procedure is applied for the other social pensions and grants. The estimates are then forwarded

-----  
30. Loc. cit.

to the Subdivision of Office Auxiliary Services. This Subdivision, after receiving the estimates from all its responsibilities, prepares the estimates for the entire Department of Health Services and Welfare.<sup>31</sup> The estimates of expenditure are presented according to the item and fund. These estimates are then forwarded to the Departmental Account (Director of Financial Administration) who then, with the assistance of the Subdirectorate of Financial Planning checks them for correctness and format.

After the estimates of all four departments in the Administration : House of Delegates is received and checked, the departmental accountant refers them to the Accounting Officer (Director-General of the Administration : House of Delegates).<sup>32</sup>

The Accounting Officer checks them and then convenes a meeting of the Budget Committee. The Budget Committee comprises of the Director-General (as chairman), the chief directors of the four departments and the Ministers' Council of the Administration : House of Delegates.<sup>33</sup> The Budget Committee then considers the estimates and after making the necessary amendments forwards them to the Accounting Officer for

---

31. Loc. cit.

32. Interview with Mr M.F.E. Hoosen, op. cit.

33. Loc. cit.

transmission to the Treasury and the Minister of Finance. The estimates are condensed to the objective level and forwarded to the Treasury in the form of a memorandum. In the case of the main estimates the Minister of Finance introduces the Bill to Parliament (a joint session of all three Houses of Parliament). Thereafter, each House considers its estimates separately and eventually the Bill is passed with very few, if any, amendments. Once the amount for the Administration : House of Delegates is voted, it is passed onto the Financial Planning Subdirectorate for allocation of the money to the different departments. A vote is also allocated to the various items of expenditure in respect of each objective and responsibility. This vote becomes the final voted budget for the financial year in question.<sup>34</sup>

#### 4.1.5 Estimates of Expenditure

##### 4.1.5.1 Planning Forecast of Expenditure

These estimates are prepared by the Senior Pension's Officer in January each year and are submitted to Treasury by the end of April.<sup>35</sup> The planning forecast of expenditure enables the Treasury to inform the Cabinet on the expected course of expenditure and to determine the guidelines for the various departments.

-----  
34. Loc. cit.

35. Loc. cit.

These are long term estimates (multi- year estimates) and cover five book years,<sup>36</sup> namely 0, 0 - 1, 0 + 1, 0 + 2, 0 + 3.

In order to compile these estimates the Senior Pension's Officer uses the budget estimate report and the financial control report<sup>37</sup> (report 94) which are printed and forwarded to him by the Directorate of Finance.<sup>38</sup> With the use of the information supplied in both these documents he is able to calculate the estimated expenditure for the current financial year (0), which is then used as a basis for compiling the continuous services multi-year estimates, in the light of all known and approved policy changes. All substantial changes are explained in separate submissions. (See annexure 2 for an example of the format of multi-year estimates, Planning Forecast of Expenditure).

#### 4.1.5.2 Main estimates

The main estimates are compiled in July each year and  
-----

36. Management by Objectives Manual, op. cit., Chapter VI, p. 12

37. The financial control report reflects in respect of each item of expenditure the amount voted and the percentage thereof spent thus far.

38. Management by Objective Manual, op. cit., Chapter IV, p. 11

submitted to Treasury in October.<sup>39</sup> The main estimates are compiled in respect of the future financial year (0+1). It reflects the amount voted for the current financial year (0) and the amount required for the next financial year (0+1).<sup>40</sup>

At the time these estimates are being prepared the Senior Pension's Officer is aware of all policy changes in respect of the rates of pay for the current year, as these increases would have been announced in March. Therefore, changes can only be effected at this time. The new directives<sup>41</sup> could also relate to new services or extensions of services, items of expenditure, specific responsibilities<sup>42</sup> or in general the approach that must be followed. The Senior Pension's Officer who should have constantly reviewed and updated<sup>43</sup> his expected expenditure for the current year (0) by regular perusal of the budget estimates report and the financial control report can now make a critical evaluation of his expected expenditure for the current year (0). From these details he is now able to determine how these estimates for the current year

-----  
39. Interview with the Regional representative, op. cit.

40. Loc. cit.

41. Management by Objective Manual, op. cit. Chapter VI, p. 13

42. Loc. cit.

43. Specific responsibilities could refer to particular divisions, subdivisions or branches.

will affect the planned expenditure for the next financial year (0+1) and make the necessary amendments. These estimates are forwarded to the Office Auxiliary Services Subdivision which then compiles the main estimates for the entire Department of Health Services and Welfare . The draft estimates compiled by this Subdivision reflects the actual expenditure for the previous financial year (0-1); the amount voted for current financial year (0); and the request for the next financial year (0+1). (See Annexure 1 for the Draft Estimates).

#### 4.1.5.3 First Revised Estimates

The first revised estimates for the current financial year (0) is prepared prior to the main estimates for the next financial year (0+1).<sup>44</sup> They are prepared in July by the Senior Pension's Officer and forwarded to the Treasury in August.<sup>45</sup>

Seeing that the main estimates for the current year are prepared approximately nine months before the year commences, it is not possible to provide for any increases or bonuses or policy changes that may arise during the current financial year. Therefore, to provide flexibility and afford the Senior Pension's

---

44. Loc. cit.

45. Interview with the Regional Representative, op. cit.

Officer an opportunity to amend his estimates, provision is made for the completion of the first revised estimates. These estimates are compiled in July, that is three months after the financial year has commenced.

When preparing these estimates the Senior Pension's Officer makes use of the financial control report, which indicates the amount voted for the current financial year (0) and the percentage expenditure incurred thus far (for the first quarter). By dividing the amount spent by three and multiplying by twelve the Senior Pension's Officer arrives at the first revised estimate of expenditure.<sup>46</sup> He also takes into consideration any changes announced by the Minister of Finance in his "budget speech" when calculating the first revised estimates.

These estimates are then forwarded to the Subdivision of Office Auxiliary Services for the compiling of the composite first revised estimates for the entire Department of Health Service and Welfare (see Annexure 3 for an example of the layout of the First Revised Estimates).

---

46. Loc. cit.

4.1.5.4 Second Revised Estimate

47

The second revised estimates are prepared in October and forwarded to the Treasury in January. The financial control report is also utilised to compile these estimates. This report, however, indicates the percentage expended after the first half of the year. The Senior Pension's Officer compiles the second revised estimates in the same manner as he does the first revised estimates, the only difference being that

48

he divides the amount expended thus far by six.

The second revised estimates reflects the amounts voted for the current financial year (0), the expenditure as at 30 September of the current financial year (0) and the second revised estimates. These estimates after being compiled are then forwarded to the Subdivision of Office Auxiliary Services. (See Annexure 4 for an example of the layout of the Second Revised Estimates). The provision for four estimates of expenditure by the legislature stems from the fact that government's activities are necessary to ensure the well-being of the community and therefore cannot be discontinued as a result of lack of funds. By making provision for not one but four estimates of expenditure the legislature provides the Department of Health Services of Welfare with ample opportunity to revise and amend its budget

-----

47. Interview with Mr M.F.E. Hoosen, op.cit.

48. Loc. cit.

figures for social pensions and grants according to the changes in the environment, thereby ensuring the continuation of social pensions and grants.

#### 4.1.6 Types of Budget Figures<sup>49</sup>

##### 4.1.6.1 Provisional Revised Budget

Both first and second revised budget figures for social pensions and grants originate from the totals of the expected expenditure figures for the year (0). The Senior Pension's Officer will amend and revise these figures until he is satisfied that they reflect a realistic statement of the expected expenditure for the year (0) and these constitute the first and second revised estimates.

##### 4.1.6.2 Provisional Approved Budget

These figures are the totals of the expected expenditure for social pensions and grants for year 0+1. After amendments the figures reflected as the Provisional Approved Budget will be those submitted to Treasury as the main estimates for year 0+1. Any amendments made by Treasury are updated and thereafter the Subdirectorate of Financial Planning allocates the provisional approved budgets to responsibilities.

-----

49. The writer has drawn extensively from Chapter X of the Manual on Budgeting by Objectives.

#### 4.1.6.3 Original Approved Budget

As soon as the task of allotting a budget per objective to each responsibility is completed the provisional approved budget is now regarded as the original approved budget.

The original approved budget can only be amended if changes to the budget are brought about by the supplementary estimates.

#### 4.1.6.4 Current Approved Budget

When the original approved budget figures are set up on computer the transaction will automatically set up figures for the Current Approved Budget. When the authority of the Minister of Finance is granted or other additional funds are voted, the Current Approved Budget may be amended accordingly. The Current Approved Budget may be amended by shuffles with programmes according to the rules of virement.

#### 4.1.7 Virement

Supplementary and additional budgets are utilized to afford flexibility to the budgeting system. However, both these measures are dependent upon Parliamentary authorisation. They can only be applied when

50

Parliament is in session, that is, for only six months

-----

50. Interview with Mr. F.E. Hoosen, op. cit.

of the year, from January to June. Therefore, these measures have limited application possibilities. To obtain continuous flexibility in budgeting matters for social pensions and grants provision is made for virement.

Section 6 (1) (a) of the Exchequer and Audit Act, 1975 (Act 66 of 1975) authorises the Minister responsible for a particular vote to approve a saving in one main division being used to defray excess expenditure in another main division of the same vote. Parliament must, however, be notified about such re-allocations.

The Accounting Officer may also use savings in a subdivision of a main division to defray excess expenditure in another subdivision<sup>51</sup> of the same main division. Therefore a savings in old age pensions can be used to defray additional expenditure in disability pensions. Further provision is made for shifting allocations between the standard items of expenditure within a specific programme<sup>52</sup> with the approval of the Minister of Finance. However, a shift of expenditure between the standard items of expenditure within a specific programme can only be effected with the

---

51. Management by Objectives Manual, op. cit., Chapter 10, p. 3

52. Loc. cit.

approval of the Accounting Officer. For these changes the Accounting Officer must obtain the Treasury's approval<sup>53</sup> formally before the accounts are finalised annually.<sup>54</sup>

#### 4.1.8 Budget Shuffles<sup>55</sup>

Budget shuffles is another method devised by Parliament to afford flexibility to the budgetary system. Funds can be shuffled between responsibilities (organisational units) to accommodate for over or under expenditure. For example, additional funds voted for the Phoenix Office can be shuffled to accommodate for over expenditure in the Pensions and Allowances Sub division.

This transaction occurs when funds are moved from one responsibility of an objective to another - one budget being decreased and the other increased. Shuffles can be done in the provisional budget figures and the current budget figures, as a result of expected over or under expenditure and can be made until the books are finally closed for that financial year. Shuffles between different votes cannot be made.

-----

53. Loc. cit.

54. Hanekom, Thornhill, op. cit., p. 65

55. Management by Objectives Manual, op. cit., Chapter XIII, p. 1

When savings are identified by comparing the current approved budget with the expected expenditure, they may be shifted to a savings responsibility. This enables management to keep savings on their objectives until it has been determined where additional funds are needed. However, the fact that virement is required to make budget shuffles, must never be lost sight of.

#### 4.2 APPROVAL OF THE BUDGET AND APPROPRIATION OF FUNDS

##### 4.2.1 Approval of the Budget

The approved budget authorises the collection of revenues and the expending of specified sum of money.<sup>56</sup> It also reflects the programme of work which is to be undertaken during a specific financial year. The final approval of the budget is a function of Parliament. The Republic of South Africa Constitution Act, 1983 and the Exchequer and Audit Act, 1975 both contain provisions relating to financial matters which are binding on Parliament itself. The approval of the various budget documents will now be discussed in order to give clarity to the procedures following the submission of these documents to the Department of Finance.

-----  
56. Cloete, op. cit., p. 121

#### 4.2.1.1 The Partial Budget<sup>57</sup>

The partial budget is only a bill and no supporting documents are tabled. The amounts reflected in the draft legislation is determined on the basis of expected expenses for the period April to June and an amount allowed for July. The Budget Section of Treasury drafts and Partial Budget which has to be approved by Parliament.

#### 4.2.1.2 Main Budget<sup>58</sup>

On receipt of the draft estimates by Treasury it is checked and forwarded to the Minister of Finance who refers it to the Cabinet for approval. After the necessary amendments and corrections are made, the Government Printer prints the estimates of expenditure. This is also called the First Print (RP2) of the White Book. Thereafter the Budget Draft Bill is compiled by the Treasury. The Minister of Finance then presents this Bill to Parliament (a joint session of all three Houses of Parliament) where it is read for the first time and the second time. The second reading is referred to as the "budget speech" of the Minister of Finance.

---

57. Notes M.L. Sultan Technikon, Public Administration II, Durban, 1988

58. Loc. cit.

The second reading of the Bill is continued separately in the three Houses of Parliament. This is referred to as the Committee Stage where each House of Parliament considers its own Bill, that is, the House of Delegates considers and discusses its own Bill. In this stage each budget vote is introduced, discussed and approved individually. On conclusion of the Committee Stage the Ministers may amend their estimates by submitting revised estimates or a supplementary budget.

59

#### 4.2.1.3 Supplementary Budget

The Supplementary Budget is merely incorporated into the Main Budget and the necessary amendments are made. Thereafter, the second and final print of the Budget is made. The Budget Bill is then read for the third time in Parliament and after it is signed by the State President, it becomes law. The promulgation thereof in the Government Gazette then follows.

#### 4.2.1.4 Additional Budget

On receipt of the first and second revised budgets by the Treasury, they are checked and thereafter forwarded to the Minister of Finance who then via the Treasury informs the department that the additional funds will be appropriated by him in the Additional Budget.

-----  
59. Loc. cit.

From the foregoing it is evident that Parliament places great emphasis on the approval of the budget and the appropriation of funds. This is due to the fact that Parliament is accountable to the voters for the manner in which public funds are utilized. As soon as the budget has been approved funds have to be made available for the achievement of objectives. In other words funds have to be made available for the provision of social pensions and grants. Therefore, the appropriation of funds is discussed in the next section.

#### 4.2.2 Appropriation of Funds

Money in the State Revenue Fund is appropriated by Parliament by an appropriation or other Act. Only after the money has been appropriated can it be spent to pay social pensions and grants. There are three appropriation acts that authorize the expenditure of money for social pensions and grants, namely : Appropriation Act (Main Budget), Part Appropriation Act (Partial Budget), and Additional Appropriation Act (Additional Budget).<sup>60</sup> Except for the Part Appropriation Act, the other two Acts are accompanied by estimates of expenditure in respect of the State Revenue Fund.

---

60. Compare Kruger, H.B. : "The Exchequer Audit Act, 1975 (Act 66 of 1975)", Public Servant, July 1975, p. 14

#### 4.2.2.1 Appropriation Act

This Act authorizes expenditure for the next financial year. The relative Bill of estimates (main estimates) must be tabled in Parliament before 1 April. When the Bill and accompanying documents are tabled the Minister of Finance delivers his so-called "budget speech". Thereafter, depending on the budget speech, changes to the Bill may be necessary. Supplementary estimates are then drawn and forwarded to Parliament before the close of the session.

#### 4.2.2.2 Part Appropriation Act

As the Appropriation Act is only approved towards the end of June, (end of the parliamentary session), it means that until such time as this Act is promulgated money has to be made available in some other way to cover the expenditure incurred in respect of social pensions and grants, with effect from 1 April. This is done by means of the Part Appropriation Act which must be promulgated by 1 April. On commencement of the Appropriation Act, the Part Appropriation Act ceases to exist. Money appropriated by the Part Appropriation Act can only be used for services in respect of which expenditure was authorised by the Appropriation Act during the immediately preceding financial year (0-1) or in respect of which some other authorisation by an Act of Parliament exists. Money spent under this Act

forms part of the total amount included in the Appropriation Bill and as such in the estimates of expenditure. It is not a separate budget but part of the main budget.

#### 4.2.2.3 Additional Appropriation Act

Very often, as a result of unforeseen circumstances, money voted by the Appropriation Act is insufficient to cover the expenditure. Additional money is then made available by means of promulgating the Additional Appropriation Act, which is accompanied by additional estimates of expenditure (first and second revised estimates). As the extra money needed is for the current year (0), it follows ipso facto that the Bill has to be tabled and approved in Parliament before 31 March. The various appropriation Acts therefore makes provision for the continuation of social pensions and grants throughout the financial year even though the main estimates may not be finalised and approved.

#### 4.2.3 Increases in Social Pensions and Grants<sup>61</sup>

Each year, long before the main estimates of expenditure are compiled, the Senior Pension's Officer submits proposals with respect to increases or bonuses

-----

61. Interview with the Senior Pension's Office on 25 April 1988 at Phoenix

in social pensions and grants for the ensuing year. These proposals are based on the consumer index and the inflation rate. The proposals are submitted to the Minister of the Department of Health Services and Welfare via the Director of Social Welfare Services and the Chief Director, for approval. The proposals are also forwarded in the form of a letter to the Secretary of the Interdepartmental Committee on Welfare Finances. This Committee also receives proposals from the Departments of Health Services and Welfare in the House of Assembly and the House of Representatives. The Committee comprises, amongst others, representatives from all three Departments of Health Services and Welfare in the three Houses of Parliament, the Department of Finance and the Department of National Health and Population Development. The Secretary, on receiving all the proposals convenes a meeting during which the various proposals are considered. At the end of the session the Committee unanimously decides on the amount and date of any increases or bonuses, if any, that are are to be implemented. These figures and dates are later disclosed by the Minister of Finance in his "budget speech". In addition to these general increases, the House of Representatives and the House of Delegates can decide whether they want to grant any further increases in order to reach parity with rates received by the White population group. The House of Delegates had embarked on a five year programme to

reach parity. . However, owing to a lack of funds this plan has been shelved. The present rate of pay in respect of the different social pensions and grants is, however, insufficient to meet the needs of the beneficiaries.

In research carried out by the Built Environment Research Group of the Durban Campus of the University of Natal in 1986, it was found that fifty percent of the residents in Phoenix were existing below the subsistence level. According to the research findings an average family residing in Phoenix requires a minimum amount of R850 per month for maintenance. The average household income in the area was, however, R577. The income of an average family in Phoenix who are in receipt of a social pension and grant is R450 per month. Thus, it is evident that a deficit of approximately R400 exists. Therefore, a concerted effort must be made by the State and employers to compensate for this deficit. Furthermore, it must be remembered that the minimum subsistence level will differ from urban to rural areas as well as between the different urban areas and suburbs.

---

62. Interview with the Regional Representative, op. cit.

Therefore, investigations must first be conducted to establish the minimum subsistence level in an area before the rate of pay is established.

Tables <sup>63</sup> 10 to <sup>64</sup> 16 indicate the statistics with respect to social pensions and grants for the various years.

In the next section the implementation of the budget will be examined to show how the funds appropriated for social pensions and grants are expended.

- 
63. Memorandum on Social Pensions and Grants, Durban, 1982, p. 18
64. Memorandum on Social Pensions and Grants, Durban, 1987 pp. 32 - 36. Tables 10 to 16 was taken from this source.

TABLE 10 PENSION PAYMENT RATES FOR THE PERIOD 1 OCTOBER 1974TO OCTOBER 1987

PENSION/GRANT	1-10-84	1-10-85	1-10-86	1-10-87
1. OLD AGE	103,00	117,00	147,00	167,00
2. BLIND PENSION	103,00	117,00	147,00	167,00
3. DISABILITY PENSION	103,00	117,00	142,00	162,00
4. WAR VETERAN	110.50	124,50	213,00	233,00
5. <u>MAINTENANCE GRANT</u>				
<u>WIDOW</u>				
a. 1 child	137,50	154,50	184,50	211,50
b. 2 children	164,50	184,50	219,50	253,50
c. 3 children	191,50	214,50	254,50	295,50
d. 4 & more children	218,50	244,50	289,50	337,50
<u>MARRIED</u>				
a. 1 child	130,00	147,00	177,00	204,00
b. 2 children	157,00	177,00	212,00	246,00
c. 3 children	184,00	207,00	247,00	288,00
d. 4 & more children	211,00	237,00	282,00	330,00
6. FOSTER CARE (EACH CHILD)	77,50	85,50	103,50	123,50
7. CHILD'S RATES	27,00	30,00	35,00	42,00

TABLE 11 NUMBER OF INDIAN BENEFICIARIES IN THE REPUBLIC AND  
EXPENDITURE UNDER THE VARIOUS SOCIAL ASSISTANCE SCHEMES

	No. of Beneficiaries as at		Expenditure to nearest R1 000 for	
	31-3-81	31-3-82	1980/81	1981/82
Old Age Pensions	18 641	19 561	13 804 716	16 305 927
War Veteran's Pensions	259	252	204 168	239 458
Pensions for the Blind	250	263	179 892	208 081
Disability Pensions	16 251	19 915	12 022 464	14 391 585
Maintenance Grants	16 628	16 613	18 417 048	21 329 037

N.B. : THE FIGURES IN RESPECT OF MAINTENANCE GRANTS RELATE TO FAMILIES  
AND DO NOT INCLUDE THE NUMBER OF CHILDREN INVOLVED.

TABLE 12 NUMBER OF INDIAN OLD AGE PENSIONERS IN THE REPUBLIC  
AND VALUE OF PENSIONS PAID : 1970 TO 1987

YEAR	NUMBER OF PENSIONS PAYABLE AS AT 31 MARCH	TOTAL VALUE OF PENSIONS PAID FOR YEAR ENDING 31 MARCH
1970	9 609	1 730 000
1971	9 977	1 951 000
1972	10 395	2 197 000
1973	10 632	2 418 000
1974	10 933	2 821 000
1975	12 201	3 800 000
1976	13 411	4 980 000
1977	14 527	6 160 000
1978	15 383	7 299 000
1979	16 340	8 684 000
1980	17 388	10 745 605
1981	18 641	13 804 716
1982	19 561	16 305 927
1983	20 648	19 672 811
1984	21 811	23 141 984
1985	22 961	27 099 919
1986	24 010	31 775 055
1987	25 320	39 032 056

TABLE 13 NUMBER OF INDIAN WAR VETERAN PENSIONERS IN THE REPUBLIC  
AND VALUE OF PENSIONS PAID : 1970 TO 1987

YEAR	NUMBER OF PENSIONS PAYABLE AS AT 31 MARCH	TOTAL VALUE OF PENSIONS PAID FOR YEAR ENDING 31 MARCH
1970	135	34 000
1971	147	37 000
1972	155	42 000
1973	161	47 000
1974	162	53 000
1975	171	67 000
1976	196	85 000
1977	219	106 000
1978	229	124 000
1979	233	140 000
1980	238	165 464
1981	259	204 168
1982	263	239 458
1983	261	271 987
1984	265	311 043
1985	267	337 171
1986	240	361 548
1987	246	491 233

TABLE 14 NUMBER OF INDIANS IN RECEIPT OF PENSIONS FOR THE BLIND  
IN THE REPUBLIC AND VALUES OF PENSIONS PAID : 1970 TO 1987

YEAR	NUMBER OF PENSIONS PAYABLE AS AT 31 MARCH	TOTAL VALUE OF PENSIONS PAID FOR THE YEAR ENDING 31 MARCH
1970	165	29 000
1971	163	33 000
1972	178	37 000
1973	175	40 000
1974	187	49 000
1975	192	64 000
1976	198	73 000
1977	193	82 000
1978	200	93 000
1979	225	117 000
1980	234	144 275
1981	250	179 892
1982	252	208 081
1983	255	246 718
1984	258	275 474
1985	258	311 118
1986	278	363 475
1987	299	453 101

TABLE 15 NUMBER OF INDIANS IN RECEIPT OF DISABILITY PENSIONS IN  
THE REPUBLIC AND VALUE OF PENSIONS PAID : 1970 TO 1987

YEAR	NUMBER OF PENSIONS PAYABLE AS AT 31 MARCH	TOTAL VALUE OF PENSIONS PAID FOR THE YEAR ENDING 31 MARCH
1970	7 792	1 387 000
1971	8 041	1 618 000
1972	8 833	1 919 000
1973	10 074	2 337 000
1974	10 965	2 890 000
1975	10 598	3 579 000
1976	11 569	4 482 000
1977	12 245	5 441 000
1978	13 526	6 502 000
1979	14 552	7 862 000
1980	15 188	9 721 085
1981	16 251	12 022 464
1982	16 915	14 391 585
1983	17 455	17 285 558
1984	17 975	19 723 112
1985	18 014	21 655 130
1986	18 262	24 538 388
1987	19 430	29 624 501

TABLE 16    NUMBER OF INDIAN FAMILIES IN RECEIPT OF MAINTENANCE  
GRANTS IN THE REPUBLIC AND VALUE OF GRANTS PAID    :  
1970 TO 1987

YEAR	NUMBER OF GRANTS PAYABLE AS AT 31 MARCH	TOTAL VALUE OF GRANTS PAID FOR THE YEAR ENDING 31 MARCH
1970	8 331	2 218 000
1971	8 706	2 513 000
1972	9 169	2 635 000
1973	9 595	2 969 000
1974	9 960	3 593 000
1975	10 724	4 781 000
1976	11 472	6 089 000
1977	12 424	7 631 000
1978	13 968	9 597 000
1979	15 378	11 877 000
1980	15 904	14 582 015
1981	16 628	18 417 048
1982	16 613	21 329 037
1983	16 688	24 414 949
1984	16 331	27 270 781
1985	15 973	28 904 655
1986	15 901	31 496 317
1987	16 586	37 014 319

#### 4.3

#### IMPLEMENTATION OF THE BUDGET

The programme of work embodied in the budget can commence once the budget has been approved by Parliament. The money voted for this purpose can now be expended for the attainment of the objectives contained in the budget. The amounts voted are, however, only estimates and cannot be spent without good reason. As soon as the moneys have been made available to the Administration : House of Delegates, for the payment of social pensions and grants, control has to be exercised over the manner in which the moneys are kept, pending payment of the accounts and also over the manner in which actual payment is made. Inefficiency and inaccuracy in the implementation of the budget could result in queries being raised by the Department of the Auditor-General for which the Accounting Officer is answerable. Therefore, every effort must be made by those officials implementing the budget for social pensions and grants, to avoid irregularities and unnecessary expenditure.

##### 4.3.1

#### Legislative provisions with respect to social pensions and grants

In South Africa the legislature provides for the manner in which the budget must be implemented.

The Republic of South Africa Constitution Act, 1983 provides, inter alia, as follows :

- all revenue shall vest in the State President;
- there shall be a State Revenue Fund into which shall be paid all revenue and from which shall be defrayed all expenditure with which it is charged;
- no moneys shall be withdrawn from this Fund except in accordance with statutory appropriations; and
- each of the three Houses of Parliament shall have their own accounts into which shall be paid their revenue and from which shall be paid all expenses incurred by them.

Furthermore, the Exchequer and Audit Act, 1975 provides, inter alia, as follows :

Section 3(1) : " The Treasury shall maintain at the South African Reserve Bank an account entitled Account of the Exchequer of the Republic of South Africa into which shall be deposited all revenue".

Sections 4(1) : "The moneys in the State Revenue Fund shall .... be appropriated by Parliament by an appropriation or other act for the requirements of the State ...."

Section 9(1) : "In addition to the Exchequer Account the Treasury shall maintain at the South African Reserve Bank an Account entitled the Account of the Paymaster General."

Section 9(3) : "The Treasury shall grant to an accounting officer, on a requisition by him, and out of moneys in the Paymaster-General's Account, credits for which disbursements for the services for which he is responsible, shall be made by him."

Section 9(7) : "In regard to the Paymaster-General's Account the Treasury shall maintain for each accounting officer an account of all credits, deposits, disbursements and withdrawals".

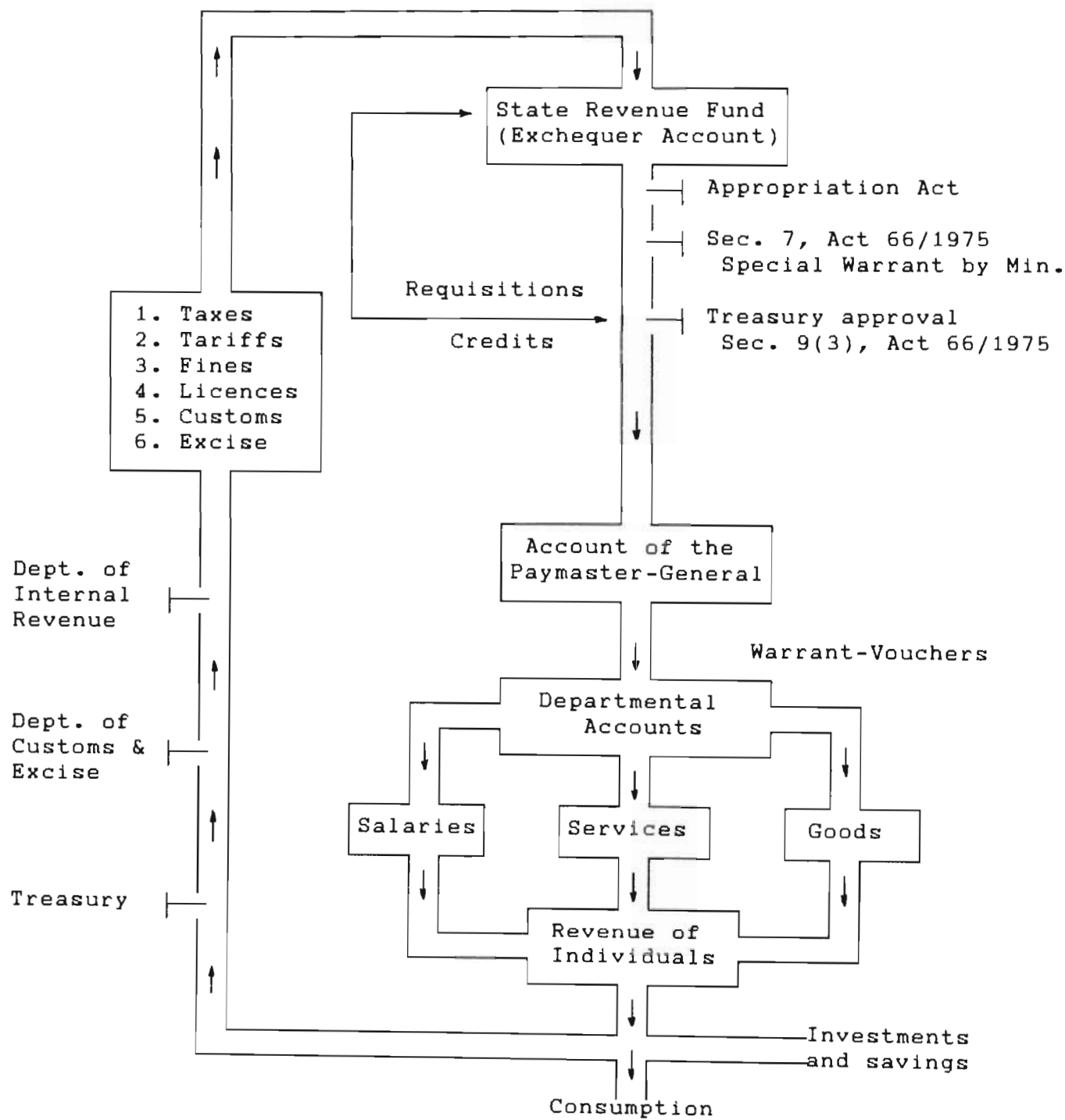
Section 9(10) : "An accounting officer shall limit the amount of his requisitions to the Treasury for credits to the amount which in his opinion is essential to meet his current monthly disbursements, and the Treasury .... shall grant credits to the extent of such amounts and to such extent only."

The Exchequer and Audit Act, 1975 provides further (Section 12), that the Treasury shall, after consultation with the Auditor-General, give guidance in such a manner, as it deems necessary to the accounting officer with respect to the system of bookkeeping and accounting to be used by them. <sup>65</sup> Figure 15 represents the analytical flow diagram of general Government finances.

---

65. This diagram was drawn up by the Writer

FIGURE 15 : ANALYTICAL FLOW DIAGRAM OF GENERAL GOVERNMENT FINANCES



The detailed nature of the foregoing provisions is indicative of the amount of emphasis placed by the legislature on the manner in which the budget is implemented. This stems from the fact that the legislature is accountable to the voters for the manner in which public funds are spent.

The State Revenue Fund is the sum total of public funds. This Fund and the Exchequer Account have been specially instituted to ensure parliamentary control over public funds. They are kept at the South African Reserve Bank. The Exchequer Account can be regarded as the savers account of the State into which net revenue is paid and from which expenditure is paid.

The Paymaster-General's Account is kept at the Treasury. This account is more of an "accounting cleaning-house" between government departments, the South African Reserve Bank and the Treasury, rather than a single physical account. This account can be explained as follows :

A

Each department including the Administration :  
House of Delegates, maintains its own  
Paymaster-General Account, based on its budget  
plan.

B

Total debits and credits on departmental Paymaster-General Accounts, are reported on the Paymaster-General Accounts with the South African Reserve Bank, but are not specified according to departments.

C

Further details of all debits and credits on all A's are held, separately by the Treasury and the finer details of A's and B's are also held in one account.

The Treasury may transfer funds appropriated by an appropriation or other act of Parliament to the Paymaster-General's Account for requisitioning by the respective accounting officers. Funds appropriated by Parliament are therefore made available from the Exchequer Account via the Paymaster-General's account to the accounting officers.<sup>66</sup>

The Treasury is responsible for the Exchequer Account as well as the Paymaster-General's Account. The various accounting officers are required to institute their own

66. An accounting officer is appointed for each department to accept responsibility for its financial matters.

control measures to ensure the effective utilisation of funds under their control.<sup>67</sup> Departmental accounts are kept by the accounting officers to enable them to give account to Parliament of the money entrusted to them. The accounts held by an accounting officer, include :

- a "general account or the vote" credited with the total amount appropriated through an appropriation account and debited with the total expenditure charged to the account;
- an exchequer grant account;
- a "departmental" paymaster-general's account;
- an account for orders payable;
- a ledger account for each subhead<sup>68</sup>, and
- an account for statutory appropriations.

Within five months after the closing of the financial year the accounting officer must prepare an appropriation account reflecting the total amount received during the year on the one side as well as the total expenditure on the other side. The appropriation account is presented to the Auditor-General, accompanied by:

---

67. The main categories of funds appropriated by Parliament to departments.

68. That is a subdivision of a vote.

- explanations of possible differences between estimates and actual expenditure.<sup>69</sup>
- an indication of the expected surplus that will be paid back or deficit that may have to be appropriated, and
- a statement that the surplus that may have been available at the end of the previous financial year was actually paid back.

#### 4.3.2 Withdrawal of money<sup>70</sup>

The Director-General of the Administration : House of Delegates (accounting officer) requisitions from the Treasury every month the amount required to meet the objectives of his institution - this amount includes the money required to pay social pensions and grants to Indians in the Phoenix Regional Area. Should this amount be approved by the Treasury the amount requisitioned is transferred from the Exchequer Account to the Paymaster-Generals' Account and the Director-General may then issue warrant vouchers against the provision on the latter Account.

-----

69. A difference of two per cent between the estimated amount requested and the actual expenditure is allowed.

70. Interview with Mr M.F.M. Hoosen, op. cit.

CONTROL OF FUNDS FOR SOCIAL PENSION AND GRANTS

The Financial Control Division under the control of the Subdirectorate of Financial Control and Provisions is responsible for executing internal financial control in respect of social pensions and grants.<sup>71</sup> This Division is generally referred to as the Internal Audit Division of the Administration : House of Delegates.

4.4.1 Functions of the Financial Control Division<sup>72</sup> with respect to social pension grants

The moneys for the payment of social pensions and grants for Indians in the Phoenix Area are withdrawn from the South African Reserve Bank by the Pensions Subdivision. Warrant vouchers are used to obtain a cheque from the Sundry Expenditure Division. This cheque is presented to the South African Reserve Bank where it is cashed. The cash is thereafter transported to the Phoenix Regional Office where it is stored in a safe.

All moneys withdrawn are entered in the cashbook kept by the Pensions Subdivision. All amounts expended are also reflected in this book. The book is balanced every month after social pensions and grants are paid. The physical cash in the safe at this time must

---

71. Information obtained in a telephonic interview with Mr P. Pillay of the Financial Planning Subdirectorate on 5 May, 1988.

72. Information obtained in an interview with Mr. B. Padayachee of the Financial Control Division on the 5 May 1988.

correspond with the balance in the cash book. The Internal Audit Division calls at regular intervals and audits this cashbook. Firstly the physical cash in the safe is counted. Thereafter, the cashbook is checked and it is ensured that each of the withdrawals, by use of the warrant voucher, is entered in the cashbook. Furthermore, it is checked for correctness. The balance in the cashbook is checked against the total physical cash in the safe to ensure that they tally.

If the balances do not correspond or if the figures are incorrect, an audit query arises. These queries are sent to the Director of Financial Administration for a reply.

#### 4.4.2 Auditor-General

The Auditor-General is appointed by the State President and is only answerable to Parliament.<sup>73</sup> The staff of the Auditor-General's Department are public servants and are therefore appointed in terms of the Public Service Act, 1984.<sup>74</sup> Specific officials of the Auditor-General's Department are appointed to audit the accounts of the Administration : House of Delegates. They are not remunerated by the House of Delegates but conduct the auditing of the Administration's financial documents.

-----  
73. Public Servant, op. cit., p. 17

74. Loc. cit.

These officials are responsible to the Auditor-General. A presentation of the functions and powers of the Auditor-General ensues to highlight his responsibilities in the control of public finances.

75

4.4.2.1 Function and Powers of the Auditor-General

- The Auditor-General shall investigate, examine and audit all the accounts of all accounting officers and of all other persons in the Public Service entrusted with the receipt, custody, payment or issue of State moneys, stamps, securities, equipment and stores. This includes the amount in respect of social pensions and grants and the officials involved with social pensions and grants.
- For the purpose of auditing these accounts the Auditor-General may request such details and statements of accounts which he considers necessary and may, at his discretion, determine the extent of the investigation, examination, and auditing to be carried out.
- The Auditor-General shall satisfy himself that :
  - a) all reasonable precautions have been taken to safeguard the proper collection of moneys to

-----  
75. The Exchequer and Audit Act, 1975 (Act 66 of 1975),  
Section 4.

- which an audit applies and that the laws relating thereto have been duly adhered to;
- b) all reasonable precautions have been taken in connection with the receipt, custody and issue of, and accounting for stores, equipment, stamps, and securities;
  - c) all payments are made in accordance with the appropriate authority and are supported by adequate vouchers or other proof of payment;
- In exercising his powers the Auditor-General may, by notice in writing, summon any official to appear before him for questioning. Such an official can be required to produce whatever books, receipts and other documents that the Auditor-General may wish to examine and audit.
- The Auditor-General or a person in his employ has;
- a) access to all records, books, vouchers, documents, cash, stamps, securities, equipment or stores in the possession of any person in the employ of an authority or institution whose accounts are being investigated, examined and audited by him;
  - b) the right to investigate whether any moneys in question have been spent in an advantageous manner; and
  - c) the right to investigate and to enquire into any matter, including the efficiency of

internal control measures, relating to the expenditure by and the revenue of an authority or institution whose accounts are being investigated, examined and audited by him.

On completion of his investigation the Auditor-General has to submit a report together with statements of income and expenditure of the Administration : House of Delegates to the Director-General. Within seven days of receipt thereof, the Director-General (accounting officer) has to present this report to Parliament. Should he fail to do so the Auditor-General immediately transmits a copy of his report to the Speaker of Parliament who then presents it to Parliament.

In certain instances where the legislature cannot properly examine the statement of accounts and reports submitted by the Auditor-General, it appoints a select committee to examine these documents and report back to it.

The principle task of these select committees is to ascertain to what extent the directives of the legislators have been implemented and to obtain explanations from the accounting officers concerning irregularities mentioned in the reports of the auditor. On completion of their work, the select committees report back to the legislature and make such recommendations as they deem necessary.

From the foregoing it is evident that the legislators do everything in their power to promote honesty in the Public Service and to prevent State moneys from being expended ineffectively and inefficiently. Although there is provision for both internal and external auditing of financial documents and records, no external inspections are carried out to verify whether the moneys paid to the pensioners and grantees are correct. A lack of control, therefore, exists in that some pensioners or grantees maybe underpaid while others may be overpaid. Furthermore, ample opportunity exists for staff members to practice fraud, in that they may not disclose the assets and moneys of relatives who apply for and receive pensions. Since the amounts to be paid to pensioners are calculated by computer, it is very easy for these staff members not to reflect the assets and moneys of relatives on computer. Thus, pensioners may receive full amounts whereas they qualify for reduced rates while others who do not qualify for the pension at all may receive full monthly payments.

Therefore, the control measures for social pensions and grants should be reviewed in order to safeguard the Department of Health Services and Welfare from such irregularities.

SUMMARY

The principles of public responsibility, political supremacy and efficiency are more applicable to financial administration than any other branch of public administration. Financial administration has two aspects, namely, the political aspect concerning policy and authority and the executive aspect concerning the implementation of these policies.

In order for the Administration : House of Delegates to provide for social pensions and grants for Indians in the Phoenix Regional Area, funds have to be appropriated. Thus a draft budget has to be prepared exemplifying these objectives and the funds required to attain them. However, prior to this draft budget becoming effective it has to be approved by Parliament. As soon as approval has been obtained the budget has to be implemented. To ensure efficiency in the implementation of the budget, certain control measures have to be instituted. Therefore, the Department of the Auditor-General and select committees on public accounts have been established to execute this function on behalf of the legislatures.

The contents of this chapter leads one to accept that there is room for improvement in the financial administration of social pensions and grants for Indians in the Phoenix Area. Firstly, the organisational

arrangements for the financing of social pensions and grants needs to be reviewed as the present arrangement is not totally conducive to efficiency. The creation of the Pension's Subdivision is not necessary, if pensions and grants are paid directly into the banking accounts of beneficiaries. Furthermore, the financial administration of social pensions and grants should not be delegated to the Department of Budgetary and Auxiliary Services, but to the Department of Health Services and Welfare. This would solve the problem of attaching responsibility since only one department would be accountable for all matters relating to social pensions and grants. It would also avoid conflict between the Department of Health Services and Welfare and the Department of Budgetary and Auxiliary Services. Secondly, although the system of budgeting by objectives is an acceptable one, the Department of Health Services and Welfare should allow each regional office to budget separately for pensions and grants. This would promote decentralization. Thirdly, the control measures for pensions and grants could be improved to ensure that no opportunity exists for either the staff members or pensioners to defraud the State. The establishment of a separate section to counter check all the records of pensioners and grantees would resolve this problem.

In conclusion, it must be mentioned that the State has created a system for budgeting that is flexible enough to accommodate for any changes in the environment and to rectify any shortcomings in the budget.

In the next chapter the administration of personnel matters of those staff members involved in the administration of social pensions and grants for Indians in the Phoenix Area will be examined as this aspect forms part of the administrative process for social pensions and grants.

CHAPTER VI  
PERSONNEL ADMINISTRATION

1. INTRODUCTION

The administration of social pensions and grants affects the voters directly and is therefore a very sensitive issue, on which political office-bearers place great emphasis. The manner in which it is undertaken can either enhance the image of the Administration : House of Delegates or discredit it. Therefore, great care must be exercised in the recruitment, selection, training and evaluation of the performance of the personnel involved in this sphere of government activity. In the Administration : House of Delegates both the Phoenix Regional Office and the Pensions and Allowances Subdivision are responsible for the administration of social pensions and grants for Indians in the Phoenix Regional Area. Therefore, the personnel function pertaining to the staff members in these organisational units will be reviewed.

Moreover, in this chapter the policy and legislation with respect to personnel administration in the Public Service will be examined because the personnel administering social pensions and grants for Indians in the Phoenix Regional Office form part of the Public Service. Their conditions of appointment and service, salary matters and performance appraisal are governed by the same policy and legislation. This study is necessary to determine what criteria are used to select, appoint, remunerate and promote those personnel

involved in the administration of social pensions and grants. In addition, the aspects concerning the provision and utilization of personnel, training and merit assessment will be discussed in order to highlight and evaluate the methods by which personnel are provided, utilized, trained and promoted. The examination and evaluation of these aspects is imperative since the quality of the services rendered by the Department of Health Services and Welfare and the Phoenix Office depends on the methods used in the execution of these personnel functions.

## 2. POLICY AND LEGISLATION

According to Cloete "No facet of public administration comes into operation until a policy has been formulated, announced and sanctioned"<sup>1</sup> In the Republic of South Africa the Public Service Act, 1984 (Act 111 of 1984) provides for personnel administration in the Public Service.

Further conditions and procedures to be adhered to in the administration of personnel matters are contained in the Public Service Staff Code. In 1983 the Commission for Administration also established and implemented a Personnel

- 
1. Cloete, J.J.N. ; Introduction to Public Administration, J.L. Schaik, Pretoria, 1981, p. 133.

Administration Standard (PAS) for the different occupational classes<sup>2</sup> in the Public Service. Thus, a PAS<sup>3</sup> for health and welfare personnel and a PAS for pension's personnel was formulated and is being implemented.<sup>4</sup>

As the personnel dealing with the administration of social pensions and grants for Indians in the Phoenix Regional Office form part of the Public Service, their conditions of appointment, maintenance, transfer and promotion are stipulated in the Public Service Act, 1984, (Act 111 of 1984) the Public Service Staff code and the relevant PAS.

The Public Service Act, 1984 provides a skeletal framework within which personnel administration in the Public Service must be undertaken. The following facets of personnel administration are dealt with in this Act :

-----

2. The personnel in the Phoenix Regional Office involved in social pensions and grants are designated as health and welfare personnel, while those in the Pensions and Allowances Subdivision are designated as pension's personnel.
3. The different occupational classes refer to the different panels of work, for example the social workers belong to one panel, the clerical workers belong to another panel and the accounting personnel belong to yet another panel.
4. For the rest of this chapter the term PAS will be used to refer to the Personnel Administration Standard.

- powers and functions of the Commission for Administration;
- organisation of staff;
- appointment, promotion and transfer of staff;
- termination of service;
- inefficiency and misconduct;
- obligations, rights and privileges of officers and employees; and
- miscellaneous matters.

The Public Service Staff Code has been formulated by the Commission for Administration in an effort to add "flesh" to the Public Service Act, 1984. The conditions and procedures to be followed in the administration of personnel matters are stipulated in this Code, which deals with the undermentioned matters :

- departmental transfers;
- overtime;
- leave gratuity;
- leave (vacation, sick, study and special);
- subsistence allowance;
- medical aid schemes;
- workmen's compensation;
- subsidy schemes in respect of housing loans;
- training and language proficiency;
- attendance of training programmes;

- personnel evaluation (merit assessment and advancement on merit);
- granting of special leave increments;
- promotion, transfer, retirement and related matters;
- delegation of the Commission for Administration's powers in terms of the Public Service Act, 1984 to officers of the department; and
- general instructions.

The above conditions as stipulated in the Public Service Staff Code are the conditions of service of the staff involved in the administration of social pensions and grants. On appointment, each member of staff is requested to familiarise himself therewith. Furthermore, the Public Service Staff Code serves as a guideline to the Personnel Section of the Administration : House of Delegates. As such, it stipulates the requirements and procedures to be followed when dealing with the above-mentioned staff matters.

In addition to the Public Service Act, 1984 and the Public Service Staff Code, a PAS has been formulated and implemented for those staff members who are responsible for the administration of social pensions and grants for Indians. The PAS for Health and Welfare and the PAS for Pension's deals with the following staff related matters :

-----

5. This information was extracted from the PAS for Health and Welfare and the PAS for Pension's.

- post class designation;
- salary scales for the various post class designations;
- appointment measures (appointment requirements, conditions of appointment, salary determination; and salary or cash recognition);
- promotion measures; and
- prescribed job contents.

The PAS for Health and Welfare can only be applied to health and welfare personnel. Similarly, the PAS for Pensions can only be applied to pension's personnel. The PAS is a programme established by the Commission for Administration to differentiate personnel according to their occupation, that is, occupational differentiation.

6  
 Steyn argues that under the system of occupational differentiation the officials previously lumped together in the administrative division can now be classified according to a specific occupational class for which appropriate entry qualifications are prescribed. After appointment to the occupational class the new incumbents are then subjected to appropriate training and development in line with the demands made upon them in the work situation. The PAS also stipulates specific conditions and procedures for the different occupational classes, with respect to the

-----

6. Steyn, W.I. : Occupational Differentiation in the Public Service Will Demand Higher Professional Standards, SAIPA, Vol. 19, No. 1, Pretoria, March 1984, p. 65.

above-mentioned matters, which must be adhered to by the Personnel Section of the Administration : House of Delegates.

### 3. COMMISSION FOR ADMINISTRATION

The Commission for Administration (previously known as the Public Service Commission) was first appointed on 1 August 1912 in terms of the Public Service and Pensions Act, 1912 (Act 29 of 1912). Although the Act of 1912 has since been replaced by more recent legislation, the Commission has existed as an institution continually since 1912. Section 2(3) of the Commission for Administration Act, 1984 (Act 65 of 1984) states that : "The State President shall appoint a member of the Commission and when such appointment is made, due regard shall be given to the knowledge and experience of the person appointed." <sup>7</sup> Section 2 of this Act also states that the Commission for Administration shall consist of at least one and at most three members.

Section 3(1) of the Public Service Act, 1984 provides that the Commission for Administration may make recommendations relating to or arising out of the employment of and the conditions of service generally of officers and employees in the Public Service. Since health and welfare personnel and pension's personnel are public servants working in public departments and belonging to the Public Service the

-----

7. Cloete, J.J.N. : Personnel Administration, J.L. Van Schaik, Pretoria, 1985, p. 52

Commission has direct jurisdiction over them. Recommendations made by the Commission affects their conditions of service and career in the Public Service.

Section 3(2) of the Public Service Act, 1984 provides that the Commission may make recommendations with respect to the following :

- the establishment, or abolition of departments, subdepartments, branches, offices or institutions, and the transfer of functions from one department to another department or body and vice versa;
- the control, organisation or re-adjustment of departments, subdepartments, branches, offices or institutions;
- the number, grading, regrading, designation, redesignation or conversion of posts on the fixed establishment;
- the number of persons to be employed temporarily or under a special contract, whether in a full-time or part-time capacity;<sup>8</sup>
- when necessary, the employment of a person against a post graded higher or lower than his own grade;
- in order to promote efficiency and effect economics in the management and functioning of state institutions by

- 
8. These personnel may be employed against posts on the fixed establishment which are not permanently filled or additional to the establishment.

- i) improved organisation, procedure and methods;
  - ii) improved supervision;
  - iii) simplification of work and the elimination of unnecessary work;
  - iv) the utilisation of computers and labour saving devices,
  - v) co-ordination of work,
  - vi) limitation of the number of officers and employees of state institutions and the utilisation of the services of officers and employees to the best advantage,
  - vii) the training of officers and employees, and
  - viii) improved work facilities;
- the scales of salaries, wages or allowances of all the various classes, ranks and grades of officers and employees, and
  - the person to be appointed or promoted, when it is necessary to make any appointment in or promotion to a post in the A division.

Section 3(3) of the Public Service Act, 1984 provides that the Commission may give directions with respect to the following staff matters :

- the age, educational, language and other qualifications to be possessed by persons on appointment, transfer or promotion in or to the Public Service;
- the requirements with which the conditions of health of

a person shall comply with before he may be appointed as an officer;

- the security requirements with which officers and employees have to comply; and
- the training which officers and employees have to undergo.

The Commission for Administration is required to execute the following functions :

- keep a record of officers employed in posts in the A division;
- inquire into the grievances of officers and employees and make recommendations thereon;
- provide training or request that training be provided or conduct examinations or tests or request that tests or examinations be conducted, for the appointment, promotion or transfer of officers or employees in or to the Public Service, and
- issue directions to elucidate or supplement any regulations.

From the aforementioned it can be deduced that the Commission for Administration is the controlling body among all the state departments with respect to personnel administration. Each state department, however, has its own personnel section that deals with personnel administration.

-----

9. Section 3(4) of the Public Service Act, 1984 (Act 111 of 1984).

In the Administration : House of Delegates the Director of Personnel Management is responsible for executing the personnel function. Matters that cannot be handled by him are referred to the Commission for Administration for a ruling. The Commission is a body appointed by the State to deal with all personnel matters relating to the Public Service. As such, it acts in the interest of both the State and the public servants. All negotiations with respect to salary and conditions of service from the public servants are directed to the Commission for Administration.

Figure 23<sup>10</sup> depicts the organisational structure of the Office of the Commission for Administration. The position of the Commission in the hierarchy of public institutions and its internal structures is depicted in Figure 24<sup>11</sup>

From the foregoing figures and discussion on the Commission for Administration, it is apparent that the Commission bears the sole responsibility for personnel administration in the Public Service. Shortcomings in the performance of the Commission's functions could lead to dissatisfaction among staff members and a mass exodus of skilled and professional employees from the Public Service into the private sector. Therefore, every effort should be made to

-----

10. Cloete, J.J.N. : Introduction to Public Administration, op. cit., p. 101

11. Annual Report, Commission for Administration, 1984, p. 56

equip the Commission with the best personnel so that it's functions may be executed to the mutual benefit of the State and its employees. The fact that the Commission has direct access to the State President enhances its ability to negotiate staff matters.

#### 4. PROVISION AND MAINTENANCE OF STAFF

12

##### 4.1 Creation of Posts

The need to create additional posts in the Phoenix Regional Office is usually identified by the Regional Representative of the Office. When such a need arises the Regional Representative sends a formal letter of motivation to the Director of Personnel Management via his departmental head. The motivation is substantiated by statistical data and the reasons why additional posts need to be created. In addition, the motivation contains a recommendation of the number and type of new posts to be created.

The Director of Personnel Management, after considering the motivation and making his remarks, forwards it to the Work Study Division for an investigation and report. The Work Study Division then appoints one of it's officers to conduct an investigation and report back.

- 
12. Unless otherwise indicated this information was obtained in an interview with Mr P. Govender, Work Study Officer, Administration: House of Delegates, on 19 May 1988.

FIGURE 16 : ORGANISATIONAL STRUCTURE OF THE OFFICE OF THE COMMISSION FOR ADMINISTRATION AS AT 1985

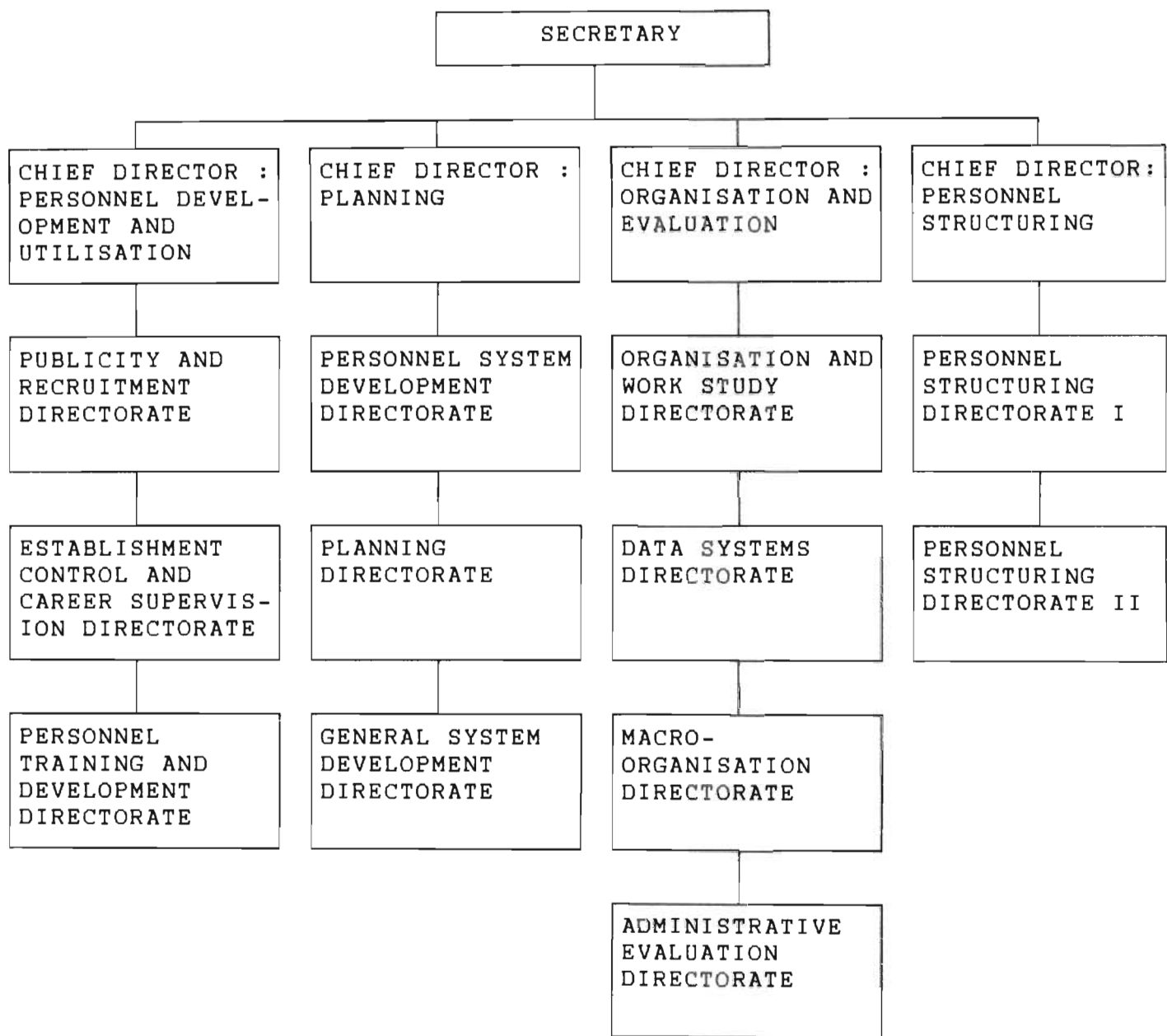
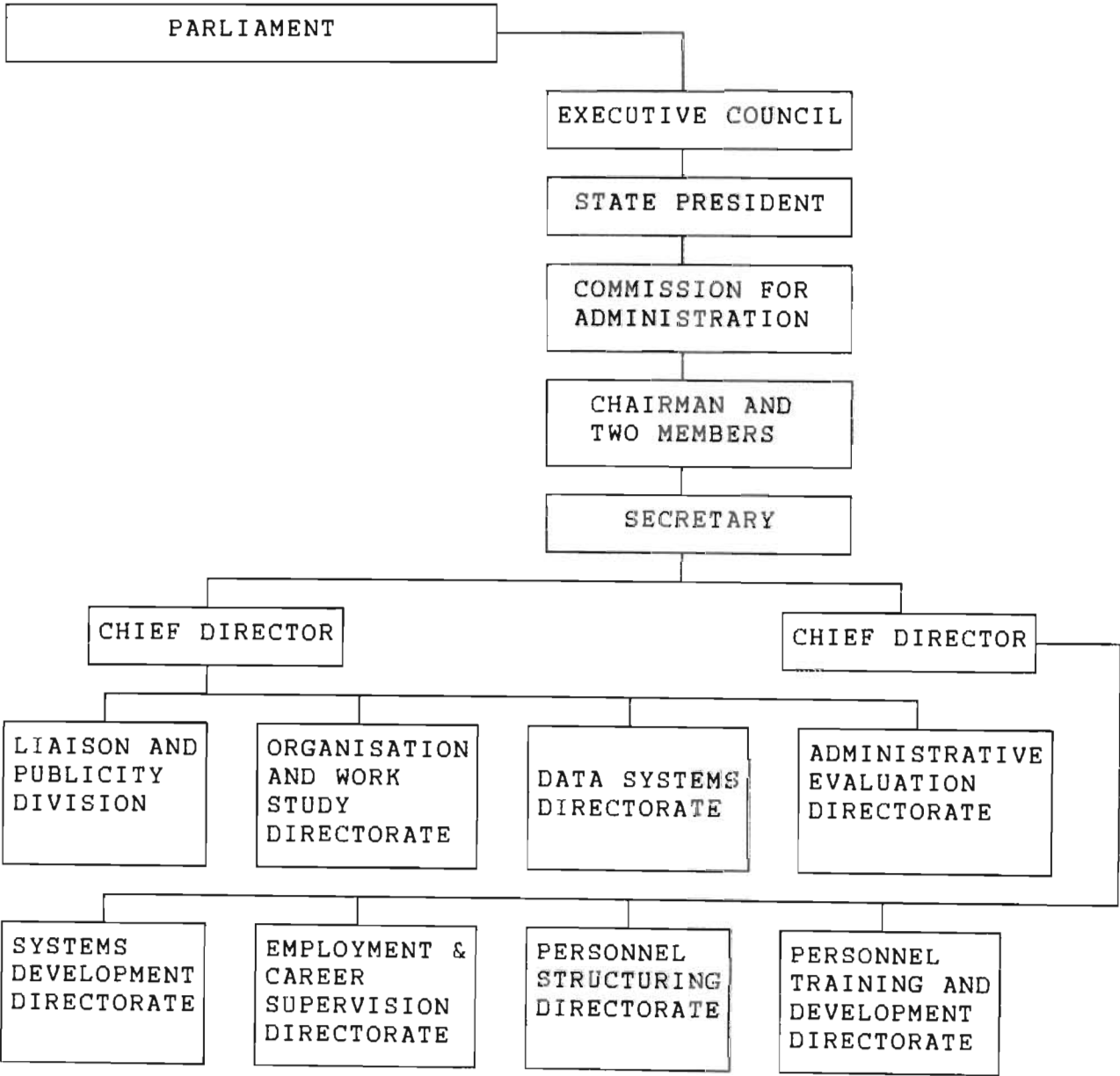


FIGURE 17 : OFFICE OF THE COMMISSION FOR ADMINISTRATION: ITS POSITION  
IN THE HIERARCHY OF PUBLIC INSTITUTIONS AND ITS INTERNAL  
STRUCTURE AS AT 1985



During the investigation the work study officer considers : whether maximum use is being made of the existing staff complement; whether the organisation and work method and procedure is conducive to maximum efficiency and whether the productivity level of the office is optimal.

Thereafter, the work study officer compiles his report and forwards it via his superiors to the Director of Personnel Management. If the work study officer recommends that additional posts be created, his recommendation is then checked by the Director of Personnel Management and approved by him. All posts from entry level to deputy-director level are approved by the Director of Personnel Management. All posts from director level and upwards are approved by the Commission for Administration. As soon as the creation of the additional posts are approved by the Director of Personnel Management the Commission for Administration

is informed of the new establishment<sup>13</sup> of the Phoenix<sup>14</sup> Regional Office.

- 
13. Establishment refers to the staff complement and rank class designations.
  14. A similar procedure is followed for creation of any new posts in the Administration : House of Delegates.

Upon approval of the additional posts the Director of Personnel Management instructs the Staff Provision Division under his control to proceed with recruitment of candidates to fill these posts.

Thus, it can be concluded that a thorough investigation is conducted prior to posts being created in the Department of Health Services and Welfare and the Phoenix Office, to avoid the creation of unnecessary posts and additional expenditure by the State.

#### 4.2 Recruitment and Selection of Staff<sup>15</sup>

Recruitment is the process in which the widest and most thorough search possible is conducted for people who may be suited for filling in vacancies.<sup>16</sup>

Basically two kinds of labour sources exist which can be used when recruiting, namely "internal" and "external" sources.<sup>17</sup>

- 
15. Unless otherwise indicated, the information was obtained in an interview with Mr R. Bipulpersad, Assistant Director, Administration : House of Delegates, Durban on 18 May 1988.
16. Radel, F.E. and Reinders, H.J.J. : Inlediging tot die Beddryfseksonomie, 4th edition, J.L. van Schalk (Pty) Ltd. Pretoria, 1984, p. 356
17. Loc. cit.

Internal recruiting normally occurs when the conditions attached to the vacancy demands it. Candidates, for instance are limited to three years of relative experience when filling a senior clerk post in the

18

Department of Health Services and Welfare. External recruiting takes place when possible candidates are sought outside the establishment. Schools, technikons, universities and other educational fields which are external fields, are the usual recruiting fields for

19

entry grades in the Department of Health Services and Welfare. Entry level posts include registry clerk, typist, receptionist, health and welfare clerk and pension's clerk posts.

Senior clerk posts are filled by promoting internally employed clerks who have served three years of satisfactory service in the clerk grade. Posts from officer level and upwards are advertised by way of circulars within the Administration : House of Delegates and by the Commission for Administration circulars. The Commission for Administration circulars are circulated throughout the Public Service. These posts are filled either by transferring staff internally, promoting staff internally or by appointing somebody from outside the establishment. Posts from

-----

18. Manual on the Junior Management Course, Vol. 2, Administration : House of Delegates, Durban, 1985, 10 January 1985, p. 2
19. Cloete, J.J.N. : Personnel Management, op. cit., p. 112.

senior clerk up to and including deputy-director level are usually filled by promoting staff internally. Posts higher than deputy-director level can either be filled by internal staff members or outside recruits depending on who the best man for the job is. The filling of posts by promotion within the Department is, however, not in the best interests of the Department, since it eliminates the opportunity to inject "new blood" into the Department. Furthermore, there may be better qualified and more suitable persons outside the department, who if appointed would function far better than the employees within the department. In addition, the fact that employees are aware that they will be promoted to vacancies discourages them from improving their performance and academic qualifications. On the other hand, if they have to compete with the open labour market for posts higher up the ladder, they would have no option but to prove their capabilities.

The requirements for the posts are stipulated in the advert of the vacancy. Persons wishing to apply for posts from officer level upwards are requested to do so by completing the application for employment form (Z 283, See Annexure 5) and forwarding it to the Director of Personnel Management, who refers it to the Staff Provision Division. This division then scrutinises each application after which the names of

all those applicants who meet the requirements are listed in a schedule of priority.

A committee is then appointed by the Department of Health Services and Welfare to interview those candidates whose names appear on the schedule. The Committee consists of the immediate superior of the successful incumbent, the Regional Representative and other high ranking officials of this department. To qualify for appointment the applicant must be a South African citizen, of good health and his educational qualifications, experience and credentials must comply

20

with those stipulated in the advert. To be appointed as a health and welfare clerk or pensions clerk the candidate must be a matriculant.

Thus, it is clear that only one method of selection is used to decide on the suitability of applicants for employment. It would, however, be of advantage to the department, if candidates are first referred to the Department of Manpower to undergo an aptitude test and thereafter, depending on the results of the test and the qualifications of candidates to draw a schedule of priorities. This would ensure that only those applicants who possess the necessary aptitude and personality traits are employed. Furthermore, the adoption of these two methods of selection would

-----

20. Section 9(1) of the Public Service Act, 1984 (Act 111 of 1984).

present a more objective picture of the candidates than the interview alone, since interviewers could become biased and subjective during the interview. According to Cloete the "actual application forms for employment should serve as the primary selection aid".<sup>21</sup>

After the interviews, the person best suited for the vacancy is chosen and his name is forwarded to the Director of Personnel Management for appointment. According to De Villiers<sup>22</sup> the selection and recruitment process is of utmost importance as the quantity and quality of the service rendered to the public depends on the kind of individual chosen. Furthermore, the new incumbent is the source from which future supervisors will be chosen. The new incumbent also deals with the members of the public and the manner in which he conducts himself and performs his duties can either enhance or damage the image of the Administration : House of delegates.

Vosloo<sup>23</sup> is of the opinion that supervisors must be able to evaluate the experience and qualifications of each applicant in relation to the specific work to be

---

21. Cloete, op. cit., p. 151

22. De Villiers, P.F.A. : "'n Positiewe Gesindheid by die Amptenaar : Rol van die Leidinggewende Beampte" The Public Servant, vol. 60, No. 3, March 1980, p. 14

23. Vosloo, W.B. : "Administratiewe Leierskap", SAIPA Vol. 2, No. 4, April, 1967, p. 389.

done. It must be possible to distinguish the boaster from the active and productive worker. Furthermore, nepotism should, as far as possible, be avoided in the Department, as the employment of relatives could result in severe problems amongst staff members. Some staff members may feel that supervisors are biased towards their relatives while those who perform honestly and sincerely are ignored when promotions are decided upon. Thus, the morale of the Department could be severely hampered as a result of fostering nepotism. All appointments in the department should be based strictly on merit and suitability.

#### 4.3 APPOINTMENT AND PROBATION

The Staff Provision Division informs the successful candidate in the form of a letter of the date of commencement of duties, the salary scale, salary notch, type of job and the conditions of service.

Cloete<sup>24</sup> argues that during the selection process (interview), it is almost impossible to determine and measure with accuracy whether the personal quality of the candidate ensures satisfactory work. For this reason the employees in the Department of Health

---

24. Cloete, J.J.N. : "Inleiding tot die Publieke Administrasie", 5th Edition, J.L. van Schaik Ltd., Pretoria, 1984, p. 152

Services and Welfare are appointed on probation for a period of not less than twelve calendar months.<sup>25</sup> The period of probation is extended by the number of days leave taken by the new incumbent during the period of probation or an extension thereof.<sup>26</sup> Barton and<sup>27</sup> Chappell are of the opinion that the probationary period is an extension of the selection process and a sort of on-the-job testing.

During the probationary period the supervisor observes the candidate closely and objectively reports, in the form of a quarterly report, on his conduct and performance. Four quarterly reports are written, one for each quarter. On satisfactory conduct and performance the incumbent is then employed on the permanent establishment. (See Annexure 6). Thus, with the introduction of the probationary period, the Department of Health Services and Welfare can "weed" out bad elements at the outset. But this can only be done, if the supervisor of these recruits report honestly and objectively on their performance and conduct. Therefore, every effort should be made to educate supervisors on the importance of correct supervision and objective report writing. If, this is

---

25. Section 12(2) (a) of the Public Service Act, 1984

26. Section 12(2) (c) of the Public Service Act, 1984

27. Barton, R. and W.L. Chappell : Public Administration ; The Work of Government, Scott Foresman & Co., Illinois, 1985, p. 104

not done, then the Department will most certainly be saddled with unsuitable staff members whose performance will be of a low calibre.

#### 4.4

#### MAINTENANCE OF STAFF MATTERS

The maintenance of staff matters is executed by the Staff Provision and Conditions of Service Divisions under the control of the Director of Personnel Management. The functions relating to the following

28

matters are performed by these two divisions :

- the managing of leave records, pensions, resignations, housing subsidies and medical aid schemes;
- subsistence and transport
- transfer expenses;
- motor finance schemes;
- official quarters;
- outstanding debts;
- sectional allowances;
- granting of bursaries;
- clothing allowances;
- workmen's compensation;
- identifying candidates who qualify for merit assessment and merit awards;

28. -----  
This information was extracted from the Duty Sheets for the personnel of these two divisions. For the purposes of this dissertation both these divisions will be collectively referred to as the Personnel Section.

- arranging for meetings of the Staff Advisory Board, Regional Merit Committee and Central Merit Committee;
- taking minutes of meetings;
- preparing promotion letters, dockets and route forms;
- preparing final merit lists;
- filing staff reports;
- advising heads of departments of findings of central merit committee;
- writing letters to candidates in respect of shortcomings;
- attending to queries;
- sending memoranda to the Minister in respect of promotions;
- maintaining and updating circulars and the various PASs';
- circulating staff circulars to all departments;
- circulating Commission for Administration Circulars to all departments; and
- maintaining a register of staff circulars issued.

The Personnel Division under the control of the Director of Personnel Management maintains a file for each of the officers and employees of the Administration : House of Delegates. These files are referred to as SP files. The SP files contain records of the performance and movement of the officials. Records are defined as "... any set of data of more

than contemporary significance which is intended as evidence about facts of events".<sup>29</sup> In respect of the staff at the Phoenix Regional Office the Regional Representative also keeps personal files for each of his staff members. Therefore, there appears to be a duplication of services. Both the Directorate of Personnel Management and the Phoenix Office executes staff functions. In order to avoid this duplication of functions the staff functions should be executed on a decentralised basis by the Phoenix Office and the Directorate of Personnel Management should merely function in an advisory capacity.

Records in the SP files include the officers application form, health certificate, educational qualifications, leave forms, merit assessment reports and any correspondence addressed to the officer from the Personnel Division, and vice versa. The personal files at the Regional Office also contains copies of the same information. The reason for maintaining files at the Regional Office is that information about employees is at hand and the Personnel Division does not have to be contacted whenever such information is required. Included in the personal records at the Regional Office in Phoenix is the duty sheets of each staff member (See Annexure 7).

29. -----  
Yoder, D. et al. : Handbook on Personnel Management and Labour Relations, McGraw-Hill, New York, 1958, p. 222

5.        ORGANISATION

The organisation of the staff at the Phoenix Regional Office and all those dealing with the administration of social pensions and grants for Indians in the Phoenix Regional Area has been discussed in detail in Chapter IV of this dissertation.<sup>30</sup>

6.        REMUNERATION<sup>31</sup>

The salary of the officials in the Administration : House of Delegates inclusive of the Phoenix Regional Office depends on their post classification. In addition, each of the occupational classes has its own salary structure. For health and welfare personnel and pension's personnel the salary structure and salary scales are set out in the relevant PAS. These salary structures and scales are determined by the Commission for Administration. Outlined in the PAS is the different ranks and the salary scales of each rank. The PAS also stipulates the salary notch on which each employee should be placed. The salary notch depends on the educational qualifications and past experience of the employee.

-----  
30. Supra., p.p. 91-134

31. This information on remuneration was obtained in an interview with Mr T. Naicker of the Salaries Division on 19 May 1988 at Durban.

The Personnel Division informs the Salary Division of the name, identity number, sex, marital status, commencement date, rank, salary scale and salary notch of each of the staff members. This information is stored on computer and each month the salary advice slips of the employees are processed by computer. The computer is only updated when any changes occur that will affect the remuneration of the staff member. Every month, the salaries are transferred into the banking accounts of the staff members via magnetic tape.

The calculation of salaries and allowances is undertaken by the Salaries Division. There are two payment dates for salaries, namely the 15th day of each month and the last working day of each month. Most staff members are paid on the former date whilst others, namely temporary staff are paid on the latter date. Cheques are only issued for arrear remuneration. From the foregoing, it is clear that the remuneration of staff members is undertaken in a systematic and efficient manner. Furthermore, the use of computers ensures accuracy in the calculation of salaries, provided that the correct information is fed into the computer.

7. FUNCTIONS OF THE PERSONNEL INVOLVED IN THE  
ADMINISTRATION OF SOCIAL PENSIONS AND GRANTS<sup>32</sup>

7.1 Phoenix Regional Office

The undermentioned personnel are involved in the administration of social pensions and grants :<sup>33</sup>

- one senior health and welfare administration officer (who is the Regional Representative) ;
- two health and welfare administration officers;
- six senior health and welfare administration clerks;
- nine health and welfare administration clerks; and
- three registry clerks

7.1.1 Duties of the Senior Health and Welfare Administration Officer

The duties attached to this rank are as follows :<sup>34</sup>

- supervise, control and ensure in-service training of staff;
- ensure that policy matters and decisions are properly executed;
- deal with personnel matters;

-----  
32. This information was obtained from the Regional Representative on 19 May 1988

33. Workstudy Report on the Procedures and Methods, Organisation and Establishment of the Phoenix Regional Office compiled by Mr P. Govender, 30 July 1987, p. 17

34. Ibid., p.16

- check and sign correspondence, motivations and submissions;
- provide statistics for the annual report;
- address staff meetings;
- write supervisory reports;
- serve on merit committees
- act as public relations officer for the office;
- compile the various budget documents for the office; and
- attend budget and other meetings at Head Office

#### 7.1.2 Health and Welfare Administration Officer

The two health and welfare administration officers are responsible for the following duties :<sup>35</sup>

- supervise the work of the senior health and welfare administration clerks;
- recommend or decline applications for social pensions and grants;
- control of subordinates;
- assist with the planning of budget estimates;
- ensure the proper execution of services;
- train subordinates;
- write supervisory and merit reports;
- exercise discipline amongst staff;

-----

35. Ibid., p. 16

- handle complex queries, both telephonic and written, with respect to social pensions and grants;
- interview members of the public who wish to apply for social pensions and grants;
- attend staff meetings both at the office and Head Office;
- attend to Head Office queries; and
- approve casual illness forms.

7.1.3 Senior Health and Welfare Administration Clerk : Social Assistance Subdivision<sup>36</sup>

These officials undertake the followings tasks :

- check and sign applications for social pensions and grants (attest application forms);
- check and comment on test inspection reports;
- interview applicants for social pensions and grants;
- compile backlog figures;
- attend to correspondence and telephonic queries;
- issue letters of authority and appointment;
- supervise the work of subordinates; and
- train subordinates

-----

36. Workstudy Report, op. cit., Annexure E, Appendix 3.

7.1.4      Senior Health and Welfare Administration Clerk :  
Investigation Section<sup>37</sup>

These officials conduct home investigations (test inspections) in respect of persons applying for social pensions and grants. They also conduct reviews whilst at the homes of social pensioners and grantees. Complaints received in respect of social pensioners and grantees are also dealt with by these officials.

7.1.5      Health and Welfare Administration Clerk<sup>38</sup>

The following duties have been delegated to the health and welfare clerks :

- screen members of the public who call for social assistance;
- interview applicants for social pensions and grants (initial applications);
- check requirements for applications of social pensions and grants;
- refer applicants for disability pensions to the district surgeon and clinic, hospital or private doctor for the completion of medical reports;
- check district surgeon reports;
- complete application forms for social pensions and grants

-----  
37. Ibid., Annexure E, Appendix 4

38. Ibid., Annexure E, Appendix 5

- complete power of attorney forms and casual illness forms;
- complete forms for undrawn pensions in respect of deceased pensioners;
- complete withhold forms;
- submit district surgeon reports for classification;
- send call letters to social pensioners and grantees;
- check for letters of authority and appointment;
- assist social pensioners and grantees to prepare affidavits;
- inform Head Office of any change in the circumstances of social pensioners and grantees;
- issue the relevant forms to the social pensioners and grantees for completion;
- recall welfare files from other offices;
- maintain an appointment register for persons referred to the district surgeon;
- compile statistics; and
- attend to correspondence and queries

#### 7.1.6 Registry Clerk<sup>39</sup>

The functions of a registry clerk are as follows :

- open post, count, stamp and enter in registers;

-----

39. Ibid., Annexure E, Appendix 7

- transfer files and correspondence (complete form HDH 18);
- book out going correspondence and files;
- file correspondence;
- prepare and file control cards;
- extract and book out review files;
- sort incoming correspondence;
- trace reference numbers;
- request stationery;
- distribute mail;
- sort and file all files;
- convert files and inform Head Office of reference number and address;
- pend files;
- open new files for pensions/grants/social relief/social assistance;
- prepare daily files;
- file index cards;
- search for files;
- enter details of applications in control register;
- replace file covers;
- dispatch certified letters;
- update registers, viz. overpayment, unwed mothers, desertions and destruction;
- enter details in remittance register;
- complete input form when pension or grant is approved or cancelled; and
- attend to telephone queries

7.2 Pensions and Allowances Subdivision

7.2.1 Senior Pension's Officer<sup>40</sup>

Duties

The duties attached to this rank are as follows :

- manage supervision and control over and training of subordinates;
- organise work and arrange leave in order to cause the least disturbance;
- manage advanced enquiries, queries, representations and submissions;
- compile submissions concerning amendments and adjustments of existing pension schemes and the establishing of new schemes;
- take decisions with regard to problems which arise when applying or implementing acts, regulations and instructions in respect of pension schemes;
- compile advances and high level memoranda, letters and circulars;
- draft concept regulations and amendments and promulgate pension legislation;
- manage and compile budget estimates and contributions for the annual report;
- serve on project teams concerned with computerization;
- sign audit queries and compile telexes;
- serve on committees and attend discussions in

-----  
40. PAS for Pension's , op. cit., Annexure, p. 1

order to contribute to the formulation and administration of efficient pension policy;

- liaison with Bonus controllers; and
- serve on Regional Merit Committees

#### 7.2.2 Pensions' Officer<sup>41</sup>

These officials carry out the following functions :

- manage supervision and control over and training of subordinates;
- programme daily work;
- manage more complicated enquiries, representations and submissions;
- control quality of work by means of random tests of subordinates' work;
- assist with determination of policy within his worksphere;
- assist with budgeting;
- upkeeping of bonus returns and records;
- manage secretarial work within division;
- approve certain payment authorizations;
- answer more complicated audit queries;
- conduct interviews; and
- interpret legislation relating to his work sphere

---

41. Loc. cit.

7.2.3 Senior Pension's Clerk

The duties of these clerks are as follows :

- manage supervision and control and training of subordinates;
- check the tasks done by pension's clerks;
- do more complicated correspondence and submissions and other more complicated tasks arising from the duties of pension's clerks.
- assist Chief Pension's Clerk with more advanced tasks.

7.2.4 Pension's Clerk

The detailed duties of the pensions' clerks are listed hereunder :

- A. Processing of new applications for pensions and grants
1. Check applications to see if all relevant sections are completed properly.
  2. Apply means test to pension and grant applications after taking into account the applicants earnings, income, cash investments and assets.
  3. Refer files of applicants for disability pension to Pension's Medical Officer.
- 

42. Loc. cit.

43. This information has been obtained from the duty sheet of the Pension's Clerk.

4. Inform unsuccessful applicants by completing roneo form and furnish reason for refusal.
5. Complete source documents in respect of successful applicants for computer input.
6. Issue letter of authority or appointment with covering letters.
7. When letters of award are received, to dispatch a copy to the regional office concerned and another copy to the applicant together with the letter of authority.
8. Prepare submissions to administrative officer in cases of applicants who are deserted.
9. Calculate amount where concubines apply and instruct computer to pay.
10. Write correspondence to regional offices regarding queries in connection with new applications.
11. Write correspondence to attorneys and members of the public and other bodies who make enquiries on representations.
12. Read and interpret, Inventories, Liquidation and Distribution Accounts, Last Will and Testament, Deed of Donation, Deed of Transfer, Agreement of Purchase and Sale, Deed of Trust, Profit and Loss Account and any other documents submitted with

applications. Prepare synopsis of such documents.

13. Pend and follow up new cases where further information is required or awaited e.g. third party claim, wage or discharge certificate.

B. Completion of Source Document

1. Convert all particulars furnished on the application into numerical codes except for the name and address of the applicant.
2. Determine and include date of review.

C. Reviews

1. Check review forms in respect of pensions and grants, determine next review date, attend to any queries arising and refer reviews with medical certificate to pension's medical officer.
2. Note changes in circumstances, for example, increase and decrease in earnings, disposal of fixed property, and change in address.
3. Complete source document for computer.
4. Notify beneficiaries of increase and decrease in pensions and grants in view of changed circumstances.
5. Pend and follow up cases of beneficiaries who leave the Republic for the purpose of a holiday.

6. Unwed mothers - check to see whether they are complying with Government Notice R1810, pend and follow up cases awaiting employment particulars and Social Workers Report.
7. Request for reviews that are overdue, send reminders and pend files.
8. Change of paypoint - request transfer of payment vouchers from old paypoint to new one.
9. Pend and follow cases :
  - Maintenance grant where spouse is imprisoned.
  - Maintenance grant where spouse is in an institution.
  - Maintenance grant where beneficiaries are employed and their incremental dates are known.
  - Where third party claims are lodged by beneficiaries, especially disability pensioners.
  - Request for school attendance certificates for children over the age of 16 years.
  - Disability pension where the beneficiary is found to be "TU"<sup>44</sup> 6 months or where "FIR"<sup>45</sup> report is required.

---

44. TU refers to temporarily unfit.

45. FIR refers to further investigated report.

D. Conversions

1. Instruct computer to cancel pension or grant.
2. Inform pensioner or grantee hereof.
3. Recall pension voucher from paypoints and pend file.
4. Close file and determine destruction date and attach vault sticker to outside of files.

F. Claim for Undrawn Pension

1. Check funeral claims.
2. Account for uncashed vouchers.
3. Check details on receipts submitted.
4. Make submission for payment.
5. When approved prepare payment advice and submit to account section.
6. Close file.

G. Overpayment

1. Calculate overpayment.
2. If pension or grant is still in payment complete source document to deduct overpayment,
3. Inform regional offices of cases where overpayment occur and request for arrangements to be made to

recover the amounts.

4. Follow up and pend overpayment cases to check if regular payments are made.
5. Inform the accounts section to acknowledge overpayment debt.
6. Request for statement of balances in respect of overpayment from the accounts section.
7. Draft sworn affidavits with regard to prosecutions.

H. Correspondence

Attend to all correspondence pertaining to pension and grant applications.

I. Sorting and Movement of Files

1. Sort files into different numbers.
2. Mark file covers with instruction to registry, for example, file awaiting letter of award or hashing.

J. Telephone Queries

Attend to relevant queries pertaining to pension and grant applications.

K. Social Welfare and Pensions - Data Control

Attend to queries raised in connection with

completion of Source Documents. Keep to control date schedule.

L. Reinstatement (code 5)

Check if particulars are still on terminal for re-instatement. Calculate arrear payment and endorse the months on duplicate source document.

M. Correction (code 5)

Corrections are to be made in respect of maintenance grant cases where representations are made to pay grants for children over the age of 18 years.

46

7.2.5 Assistant Director : Pensions Administration

The Assistant Director is responsible for the under mentioned tasks :

- control, plan and co-ordinate work of division;
- take responsibility for utilisation, evaluation and training of personnel;
- complete submission to higher authority in connection with policy regarding pension matters;
- interpret legislation and other directives regarding pension matters;

-----

46. PAS, op. cit., p. 2

- draft concept regulations and amendments and promulgate pension legislation;
- compile high level memoranda, letters and circulars and check and correct concept answers;
- serve on committees and lead or attend discussions to formulate and execute efficient pension policy;
- high level interviews with other divisions, departments and institutions regarding pension matters;
- assist programme managers with budgeting, perennial estimates, revised budgeting and compile budgeting notes;
- overall control over implementation of bonus incentive schemes;
- act as leader of project teams concerned with computerisation; and
- act as chairman or member of Regional and Central Merit committees.

It is apparent from the foregoing duties of the health and welfare personnel and pension's personnel that a great deal of duplication would be eliminated if the entire administration of social pensions and grants is executed on a decentralised basis. Furthermore, with the decentralisation of services the classification of personnel as health and welfare personnel and pension's personnel would also be eliminated, since all the personnel in the Phoenix Office could be classified as

pensions' personnel only.

## 8. TRAINING AND DEVELOPMENT

Personnel training is a universal process which takes place in all government institutions. Adu<sup>47</sup> regards training as "... any form of instruction designed to improve an officer's capacity in his present job or to enable him to perform a more responsible job. Training also implies formal instruction in theory and practice to prepare a person for the performance of a specific task".

It can be gathered that training is directed at the preparation of an individual to do a job corresponding with his abilities. thus, preparation could, inter alia, take the form of ..... "instruction, practical exercise and coaching .... for a specific vocation, profession or task".<sup>48</sup>

Owing to the continual changes and developments in the fields of economics, politics, industry and technology, the officials should be prepared physically and mentally, through the training process, to adapt to these changes. Development is concerned with the growth of the whole man and is defined as ".... gradual

---

47. Adu, A.L. : The Civil Service in New South African States, George Allen and Uwin, London, 1965, p. 95

48. Gunther, C.F.G. : Aspects of Educational Theory, Stellenbosch University Publishers, Stellenbosch, 1974, p. 23

advance, a growth through progressive changes."<sup>49</sup>  
Development is mainly the responsibility of the official (with the help of his employer) to obtain a higher level of competency in those directions set by training.

Training constitutes the following phases : pre-service training (university education), post entry training (which includes institutional training and on-the-job training), mid-career training (in the form of refresher courses and preparation for higher responsibilities), and off-the-job training (essentially self education).

Beach<sup>50</sup> is of the opinion that training programmes may be simple or elaborate, formal or informal, but should meet the following objectives :

- to acquaint officials with personnel policies with regard to the responsibilities which befall an employee by virtue of employment in the department.
- to instruct new employees in detail of the operations that they are required to perform in order to assist them in achieving proficiency more quickly and economically

49. Craig, R.L. & L.R. Bittel (ed) :Training and Development Handbook , McGraw-Hill, New York, 1967, p. 1

50. Dale S. Beach :Personnel : The Management of People at Work, Third edition, Macmillan Publishing Company, Inc., New York, 1975, p. 373

- to train employees continuously in the performance of their duties so that their skills, qualities and qualifications may be attuned to technological and other changes. Avenues should be provided for the personal development of employees.
- to raise the level of executive ability and performance which should be followed by development of competent supervisors to acquire the required qualities.

The method of training<sup>51</sup> in the Phoenix Regional Office and the Pensions and Allowances Subdivision is predominantly on-the-job training. The new incumbent is placed in the job situation and then trained by his immediate supervisors and the seasoned staff members. He is also supplied with manuals, policy documents and regulations that pertain to his work sphere which he is requested to gain a thorough knowledge of.

At the Phoenix Office, however, no procedure manual has been compiled and implemented, so the new incumbents have to rely solely on their supervisors for training, direction and advice as regards the performance of the various tasks.

-----

51. All the information on training and development was obtained in a interview with the Regional Representative of the Phoenix Office on 19 May 1988.

Training is also given in the form of lectures to the staff members. Each staff member is given one facet of the work and is requested to conduct research and prepare and present a lecture to the staff members. During the lectures the staff members are free to enquire about anything that they are not sure about and for which clarification is needed.

New incumbents also undergo an induction course which is planned and administered by the Training Subdivision under the control of the Director of Personnel Management. The Training Subdivision consists of one assistant director and one training officer. These officials are responsible for the preparation of lectures and the presentation thereof. They undertake the training function for the entire Administration : House of Delegates.

The training session held by the Training Subdivision is of a general nature and does not extend into the functional aspect of each department.<sup>52</sup> Therefore, each department has to conduct its own training. However, there is no provision for the appointment of

---

52. In 1987 lectures were delivered by the Training Subdivision on merit assessment. Also in 1987 Junior Management Courses were held. These sessions were only held for specific staff members. This should not be the case. All staff members should be given equal training since training enhances the performance of officials.

training officers in the Department of Health Services and Welfare to execute the training function with respect to the functional duties. Thus each office and organisational unit conducts its own training. The content of the training material and the method of training in the different organisational units is therefore questionable. Furthermore, whether such training is undertaken in the various organisational units of the department or not is unknown. Therefore, the Director of Social Welfare Services should negotiate for the creation of posts for training officers in the Department. The training officers appointed to these posts should then be responsible for the training needs of the entire department and its regional offices.

Bursaries are also offered to personnel who wish to further their educational qualifications by studying at tertiary institutions. The Commission for Administration offers public service bursaries while the House of Delegates offers bursaries to staff members who study at the M.L. Sultan Technikon. The fields of study must, however, relate to the work sphere of the individual. Special leave is also granted to officials studying. These measures are incentives designed to encourage officials to study and thereby enhance the image of the Public Service by rendering a higher quality of services.

9. MERIT ASSESSMENT<sup>53</sup>

The method of performance appraisal in the Public Service is merit assessment. Health and welfare personnel as well as pensions personnel are also subjected to merit assessment.

9.1 PERIODIC REPORTS

From entry level to administrative officer level the supervisors of staff are required to compile periodical reports in respect of their subordinates' work and performance (See Annexure 8). The periodical reports must give a clear continuous recorded version of the officials work performance.

These reports serve as proof that subordinates were gainfully employed for a specific period and that they endured work of a satisfactory nature. The periodic reports are also the basis on which the granting of salary increments rests. It also gives the official an indication of his achievements, ability and potential. Quarterly reports assist the supervisor to identify

-----

53. The writer has drawn all the information from the Manual on Merit Assessment for the Administration : House of Delegates and Staff Circular No. 9 of 1987 on report writing : The Merit System and Revised System of Merit Awards, dated 27 November 1987, Durban, Issued by the Personnel Division, of the Department of Budgetary and Auxiliary Services, Administration : House of Delegates.

training needs and indicates to the subordinate that a positive interest is being taken in his achievements and development. Shortcomings are also brought to the notice of subordinates via the quarterly reports.

Four quarterly reports must be compiled in respect of each subordinate and the incidentations must extend over a period of one year.

## 9.2

### STAFF REPORTS

The Personnel Division usually requests for staff reports in respect of certain officials. The staff report is compiled by the immediate supervisor on a specific form - Form Z269 (See Annexures 9 to 14). The candidates are assessed according to five categories, namely, responsibility, insight, human relations, organisation and productivity. When compiling the staff report the reporting officer assesses his subordinate according to a specific rating scale. The rating scale provides for three gradings above and two gradings below the grading of satisfactory. Each of these gradings is given a numerical value, namely :

exceptional	= 12 points
considerably better than satisfactory	= 10 points
noticeably better than satisfactory	= 8 points
satisfactory	= 6 points
somewhat weak	= 4 points
weak	= 2 points

For each of the categories responsibility, insight, human relations, productivity and organisation, the subordinate is rated. The supervisor must, however, substantiate his rating by quoting incidentations in respect of the subordinate's performance. When these points are added they would place the subordinate on a certain class. The classes and their cut off points

54

are listed hereunder.

Class I	: 48 - 60 points
Class II	: 42 - 46 points
Class III	: 32 - 40 points
Class IV	: 30 and below

From the foregoing, it is apparent that the supervisor plays a crucial role in the career and advancement of subordinates. Therefore, every effort should be made to equip supervisors and forewarn them that the success of the merit assessment system depends on their honesty, objectivity and sincerity in the compiling of reports. Any prejudice on their part could jeopardize the success of the merit assessment system.

-----

54. 30-32 points is referred to as no man's land and the subordinate is regarded as not promotable but gainfully employed.

The staff reports are then forwarded via the departmental head to the Personnel Division. Thereafter, a Regional Merit Committee is appointed to assess the subordinate.

The Regional Merit Committee comprises of two officials from the Administration of which one must be at least two grades above that of the candidate. These officials must be conversant with the type of work performed by the candidate. The function of the Committee is to make a thorough inspection of the work of the candidate being assessed, to obtain, where necessary, additional information regarding his performance and achievements, and to check the reporting officers assessment, as well as other information gleaned by it, against its own findings.

The candidate being assessed by the Regional Merit Committee is notified in good time of the proposed visit of the Committee so that he may keep available all the documents that may be required. Prior to visiting the candidate the Committee obtains and studies the staff report, duty sheet and rating forms - and the relevant procedure manual.

After the interview with the candidate the Committee then consults with the reporting officer. It also considers the assessments and statement of reasons of the reporting officer and compares it with its own

observations and impressions. Thereafter, the Regional Merit Committee enters its assessment on the rating forms and on the staff report. Where a discrepancy exists between the assessment of the reporting officer and that of the Regional Merit Committee, the Committee must substantiate its ratings.

The staff report and the rating forms are then forwarded to the Director of Personnel Management. Thereafter, a Central Merit Committee is appointed to moderate and co-ordinate the assessments and finding of the reporting officer and the Regional Merit Committee on the strength of the evidence submitted so that justice may be done in the final assessment of the candidate. The Regional Merit Committees are represented on the Central Merit Committee.

On the basis of the total points obtained the candidates are classified into merit groups (classes) within which their order of priority for promotion is determined.

Class I candidates are promoted immediately, Class II candidates are given priority over their counterparts, and Class III candidates are placed on the waiting list.<sup>55</sup>

---

55. Information obtained from the Regional Representative of the Phoenix Office in an interview on 20 May 1988.

The Chairman of the Central Merit Committee submits its final assessments to the Director of Personnel Management. All promotions to posts of senior clerk up to and including deputy-director level are approved by the Director. Promotions to posts higher than that of deputy-director have to be approved by the Commission for Administration.<sup>56</sup> Periodic reports and staff reports are not compiled in respect of staff from senior officer level and upwards to deputy director level. Instead, an evaluation questionnaire is completed by the supervisor (Form Z295).<sup>57</sup> This evaluation questionnaire forms the basis for assessing candidates for promotions.

### 9.3 MERIT AWARDS<sup>58</sup>

The purpose of merit awards is to grant special recognition (within the context of the rank) to employees and officers who have distinguished themselves from their peers, through sustained above average work performance. It is intended to promote efficiency in the department and also to present an

---

56. Interview with Mr R. Bipulpershad, op. cit.

57. Interview with Regional Representative of the Phoenix Regional Officer on 20 May, 1988.

58. Staff circular No. 9 of 1987, op. cit., pp. 6-16

opportunity to all employees and officers to prove their sense of responsibility, insight and leadership qualities and to give expression to their initiative and organisational abilities and to receive recognition for their efforts.

#### 9.3.1 Evaluation Instruments

Merit awards may be granted to all employees who are designated as assistant directors and below. There are two instruments of evaluation for merit awards - form 59 Z476 and Z495. The former is referred to as the Merit Award Questionnaire. Form Z476 is completed in respect of employees from entry level to administrative officer level. Form Z495 is completed in respect of senior officers and assistant directors.

#### 9.3.2 Qualifying Period

The qualifying period for senior officers and assistant directors is as follows :

Those who, for the first time in the rank are being considered, the qualifying period is the same as that for consideration for promotion. Thereafter, the candidate, if in the same rank, qualifies for merit awards after the completion of a years service, calculated as if he had for the first time been

-----

59. See Annexure 15.

included in a preference list for promotion purposes. The qualifying period for officers from entry level to administrative officer level is after completion of each years service calculated from the date of entry into the rank concerned.

### 9.3.3 Assessment Categories

Officers or employees who obtain the assessment categories indicated below are eligible for merit awards.

- i) Those in respect of who Form Z476 is used the candidate must be classified in either Category A or B. To fall into these categories the candidate must score a certain number of points in the assessment. The cut-off points are listed hereunder. The cut-off points for production units is different from those of supervisors.

<u>Categories</u>	<u>Production Units</u>	<u>Supervisors</u>
A	36 - 40	54 - 60
B	33 - 35	50 - 53

- ii) Those in respect of whom form Z495 is used the candidates must score an assessment of either "exceptionally good" or "excellent" for each item of the questionnaire.

### 9.3.4 Rewards

Sustained above average work performance is rewarded by the granting of cash amounts calculated on the

following basis.

Category A / Excellent - 18% and

Category B / Exceptionally Good - 10%

of the minimum notch of the standard salary scale of the standard link scale on which such performance was achieved.

In the case of senior officers and assistant directors the merit award is granted on the 1 April of each year. In the case of the other officers and employees it is granted annually on the date following the day on which the candidate completed the qualifying period of one years service in the rank.

#### 9.3.5 Procedure for Assessments

The reporting officers complete the forms Z476 and Z495 and assess the candidates. Their assessments are noted on these forms. A moderating body is then established to moderate the assessments made by the reporting officers in the light of the incidents and reasons furnished, to substantiate these assessments. Each department establishes its own moderating body. This body includes heads of directorates, subdirectorates, divisions, subdivision and regional offices. If the assessment of the moderating body differs from that of the reporting officer, the moderating body must furnish reasons for its ratings.

The system of merit assessment provides the opportunity

for above average workers to be promoted to higher posts. But the success of this system depends on how objectively the supervisors and members of the Regional Merit Committee and the Central Merit Committee execute their functions. If they allow biases to creep in then the system loses its credibility and the entire Department suffers. To compensate for loop holes in the system of merit assessment, the Department should perhaps, conduct examinations to help decide who should be promoted and when. The examinations should be held as an additional measure to the system of merit assessment for promotion purposes. In addition to the system of merit assessment the Department also offers awards in the form of cash to staff members for sustained above average performance. This measure does help to encourage employees to perform high standards of work.

10

#### SUMMARY

The manner in which personnel administration is undertaken, influences the efficiency and work performance of the personnel. Therefore, it is of utmost importance that this facet of public administration be dealt with by skilled persons who have a thorough knowledge of personnel policy and legislation and personnel administration. This means that these persons must be fully conversant with the procedures for personnel recruitment, selection and

appointment. They must also be able to utilise personnel efficiently and to give constructive training to them. Lastly, the evaluation of the personnel must be done truthfully and objectively so that "good" workers may be rewarded for good performance and average workers may be encouraged to perform more effectively and efficiently.

The foregoing exposition makes apparent the fact that the quality of the Public Service depends on how those officials involved with personnel administration perform their duties. The personnel function as far as social pensions and grants in the Phoenix Area is concerned, is executed to a lesser extent by the Phoenix Office and a larger extent by the Directorate of Personnel Management in the Department of Budgetary and Auxiliary Services. This practice, however, leads to a duplication of certain services which could be eliminated if the personnel function is executed on a decentralised basis by the Phoenix Office in respect of its staff members. The Directorate of Personnel Management could then serve in an advisory capacity.

With the present situation the staff of the Phoenix Office are classified as Health and Welfare personnel while those of the Pensions and Allowances Subdivision are classified as pension's personnel. Strictly speaking this differentiation is not necessary since all of them are involved in the administration of

pensions and grants. All the staff members should be classified as pension's personnel. The recruitment field and the selection procedure for appointment of personnel should also be reviewed to improve the present methods. Both internal and external fields of recruitment should be utilised for recruitment in respect of all posts, not only in the case of certain posts. Moreover the selection process should include two methods of selection. Applicants should undertake aptitude tests and thereafter be interviewed. The decision to employ a candidate should depend on his suitability to the job and nepotism should at all costs be eliminated. Once a candidate has been selected and appointed to a post, appropriate in-service as well as other opportunities for training should be provided. In this respect, a concerted effort should be made by the Department of Health Services and Welfare to create a training section responsible for the entire training needs of the department.

Finally, the manner in which supervisors conduct themselves and execute their duties has a direct bearing on the standard of work produced by subordinate staff. Therefore, it is imperative that supervisors be chosen with extreme care and caution. The chosen supervisor should be well versed with the work sphere and if necessary be given intensive training in supervision as well as on report writing.

In the next chapter the work method, procedure and internal control measures for social pensions and grants for Indians in the Phoenix Regional Area will be discussed and evaluated.

## CHAPTER VII

### WORK PROCEDURE AND INTERNAL CONTROL

#### 1. INTRODUCTION

After policy has been made, the organising and financing functions have been completed, and personnel members have been appointed, the functions pertaining to the application and continuation of social pensions and grants can commence. It is generally accepted that where two or more people will complete their task on a planned basis to achieve the ultimate goal, they will have to apply specific procedures to attain the set aim or goal. These procedures have to be thought out and then put in writing to serve as guidelines for efficient work performance. Moreover, it is necessary to review the procedures continuously and where possible to adapt them to changed circumstances.

The creation and renewal of procedures pertaining to social pensions and grants is the duty of each worker, particularly the task of the supervisor and the Work Study Division of the Administration : House of Delegates. Built into the procedures are also control measures designed to prevent fraud and any irregularities that may be practised by the staff members or members of the public.

In this chapter an attempt is made to define the terms "procedure" and "control" in order to determine their meaning in the context of social pensions and grants. Thereafter, a brief theoretical background of procedure is

given and lastly the procedure together with the internal control measures for social pensions and grants are discussed in order to show how pensions and grants are applied for, approved and continued and to evaluate the procedure and control measures involved.

## 2. DEFINITIONS

### 2.1 Procedures

Koontz and O'Donnell define "procedure" as follows :

"Procedures are plans in that they establish a customary method of handling future activities. They are truly guides to action rather than to thinking and they detail the exact manner in which a certain activity must be accomplished. Their essence is the chronological sequence of required actions".<sup>1</sup>

John Millet is of the viewpoint that "... procedure is the very life-line of administration;, ... The everyday work of persons and groups is geared to certain accustomed routines, ... It is procedure ... which fixes the standard of acceptable administrative conduct".<sup>2</sup>

- 
1. Koontz, H. and O'Donnell, C. : Principles of Management : An Analysis of Managerial Functions., McGraw Hill Book Co., New York, 1968, p. 87
  2. Millet, J.D. : "Communicating within the organization : Problems and approaches", in Communication in Public Administration, R.B. Highsan and D.L. Brown (eds.), pp. 33-34

One can, therefore, conclude that in order to ensure that every staff member in the Phoenix Office and Pensions and Allowances Subdivision co-operates in attaining the policy objective, which is the provision of social pensions and grants, it is essential for specific work procedures to be laid down for each task.

## 2.2 Control

Dessler defines control as ",....the task of ensuring that activities are providing the desired results, .... Control also requires that targets, standards or goals be set. That is why the word "planning" is always used with the word "control".<sup>3</sup>

Dimock and Dimock are of the opinion that "In the context of administration, control means to check, to verify, to call to account, to require the agent to be responsible to the principal. In government the agent is the administrator and the principal is the people and their elected representatives".<sup>4</sup>

Thus control in the Department of Health Services and Welfare refers to measures employed by this Department to

3. -----  
Dessler, G. :Management Fundamentals, Reston Publishing Co., Reston, 1977, p. 333
4. Dimock, M.E. and Dimock, G.O. :Public Administration, Holt Rinehart and Winston, New York, 1969, p. 123

ensure that the staff members use their powers and authority only to perform those tasks allocated to them in accordance with the procedures that have been laid down. Control is therefore measures employed by the Department to detect any wrongful action on the part of staff members and members of the public.

### 3. WORK PROCEDURE

#### 3.1 Need for Formal Procedures<sup>5</sup>

Because every employee is an individual with a unique personality, it is understandable that he will adopt his own peculiar approach to every task. His approach may not necessarily be the most effective and efficient way of executing the task. Therefore, whenever two or more employees work together, as in the case of social pensions and grants, to reach a specific objective it is necessary to prescribe for them the procedures which they should follow. Standard work procedures are necessary for the following reason, viz. to -

- i) prevent individual employees from following procedures which are unduly time consuming and therefore costly;
- ii) ensure that all the employees will work towards the achievement of the particular objective which has been set for them and also to avoid disagreement about the work procedures to be followed;

---

5. Cloete, J.J.N. : Administration of Health Services, J.L. van Schaik Ltd., Pretoria, 1978, pp. 70-71. Much of the information contained herein has been borrowed from this book.

- iii) avoid the superiors having to repeatedly explain the procedures which must be followed in performing particular tasks;
- iv) facilitate control and ensure that the services and products which are obtained are of the desired quality and quantity;
- v) explain to the employees how their work relates to the broad goal of the institution concerned as well as to enable the employees in related fields of activity to keep abreast of each other;
- vi) integrate the work of the organisational units which function together, for example to integrate the work of the Phoenix Regional Office with that of the Pensions and Allowance Subdivision;
- vii) facilitate the training of employees;
- viii) ensure that the work procedures will be adapted throughout to meet changing circumstances;
- ix) facilitate the revision of work procedures so that they remain both effective and economical;
- x) provide procedure manuals for all similar organisational units in the field, for example a procedure manual for all offices involved in the administration of social pensions and grants;

- xi) ensure that employees who exercise delegated authority obtain the results visualized with the delegation of authority; and
- xii) ensure that the members of the public (applicants for social pensions and grants) will be treated in a manner which will not only be acceptable to them, but can also be explained to them, for example re-application for disability pensions may only be made six months after the previous application.

This procedure can then be explained to these applicants. The importance of procedure, could never be over emphasized since the efficiency and effectiveness of any institution or department depends to a large extent on the procedures adopted for the achievement of objectives. Not only does procedures promote efficiency and effectiveness but it also enhances co-operation within and among departments and facilitates training. However, those officials concerned with the establishment of work procedures should never lose sight of the fact that, in order for procedure to be effective, it has to be continually adapted and renewed according to changes in the environment.

### 3.2. Composing of Procedures<sup>6</sup>

Some activities in the private as well as public sector  
-----

- 6. Information obtained in an interview with Mr. W. Padayachee of the Phoenix Regional Office at Phoenix on 6 June 1988.

are so vital to the well-being of the individual and the community that they can be regarded only by procedures laid down by the legislative bodies. For example, the procedures relating to the determination of whether a person qualifies for a social pension or grant are vital to the welfare of the family. Therefore, the procedures have been laid down in the Social Pensions Act, 1973, Childrens' Act, 1960 and the Child Care Act, 1983. These procedures, however, form a skeletal framework and the department responsible must lay down, in detail, the procedures to be followed for the different functional tasks.

In some public institutions it is customary to prescribe work procedures by way of circulars which are issued from time to time by a chief director or other functionary. In the Department of Health Services and Welfare, the Chief Director and the Director of Social Welfare Services usually draws up circulars which prescribe the procedure to be followed when dealing with certain matters concerning the administration of social pensions and grants. The circulars that are issued, however, must be read in conjunction with the relevant legislation. These circulars are codified to obtain one or more comprehensive work procedure manuals covering the activities of the institutions. It must be mentioned, however, that the circulars pertaining to social pensions and grants only deal with certain

matters and therefore cannot be put together to formulate a comprehensive manual. At present there is no procedure manual prescribing in detail the procedure to be followed in the administration of social pensions

7  
and grants. A memorandum, however, is drawn up each year, but this document only prescribes the requirements for each social pension or grants, the application of the means test and statistical data. It does not provide a detailed explanation of all the work procedures involved. Most of the procedures for performing the individual tasks relating to the administration of social pensions and grants have developed informally over the years. For example, the procedures for the screening of applicants for social pensions and grants, the conducting of home visits and the actual payment of social pensions and grants; these procedures evolved over a period of years.

The essence of the matter is that positive steps should be taken to ensure that all work procedures are formalized in some way or the other. Where the procedures to perform tasks have not been formalized by practice, the procedures must be analyzed step by step to ensure that they are effective and will be carried out with the least cost. After each procedure has in

---

7. Loc. cit.

this manner been rationalized it must be put in writing and included in the relevant procedure manual.

The field of study on work procedures entails, inter alia, the following :

- i) work procedures according to which the related tasks are executed;
- ii) methods whereby the different tasks are executed;
- iii) "economic movement" as applied to the relevant workers;
- iv) flow of work between organisational units to reach a meaningful end product, the ultimate goal;
- v) accommodation problems with regard to the provisioning of space and furniture for workers in the best and most streamlined way to execute the task;
- vi) working conditions under which the tasks are done regarding the convenience, surroundings and elimination of annoying factors;
- vii) problems with respect to mechanisation and automation to obtain optimal usage of and application of equipment, and
- viii) design of the most efficient forms in the work procedure to streamline the performance for a quick, correct and efficient completion.

A systematic approach should be followed when a work

8

procedure is investigated, for example :

-----  
8. Ibid., p. 4

- i) select the procedure to be investigated;
- ii) collect all the information pertaining to the procedures and put it in writing;
- iii) analyse the facts critically;
- iv) develop practical and efficient - in the sense of realisation of objectives as well as the economical use of aids - procedures, due regard being given to all the circumstances; and
- v) apply the developed procedure, adapt it if necessary and let it be accepted as standard practice.

### 3.3 Advantages of procedure manuals<sup>9</sup>

Listed hereunder are the advantages of compiling and maintaining a composite procedure manual:

- directives are consolidated;
  - it serves as a document for the training of employees;
  - it serves as a common medium to make known to personnel members the activities of the establishment,
- 

9. Ibid., p. 9

- ii) rectifies misunderstandings, and
- iii) ensures that clear instructions are issued;
- by the use of manuals the co-ordination between and among employees is improved.
- it ensures the enforcement of uniformity in the work direction;
- it serves as a document to give specified information to employees;
- criteria can be laid down to maintain high standards;
- the delegation of competence is promoted;
- personalised behaviour of employees is positively influenced; and
- it serves as an aid for senior personnel in their administrative task.

The foregoing advantages most certainly justifies the compilation of procedure manuals for social pensions and grants.

#### 3.4 The Role of the Work Study Division

According to the Manual on Junior Management Training "Work study is a generic term that is used for all scientific techniques of method study and measuring of work which is applied to all sources, human or

otherwise to attain optimum efficient performance".<sup>10</sup>

In the Administration : House of Delegates the Work Study Division forms part of the Department of Budgetary and Auxiliary Services.

The aim of this Division is to render advice to the heads of departments and regional offices regarding problems related to organisational rulings and the design or improvement of work procedure and methods. Such advice will enable the departmental head or regional head to raise the standard and ability of the administration for which he is responsible or to improve the services or to reduce the total cost where possible or both. The Work Study Division is<sup>11</sup> available to all departments in the Administration : House of Delegates. This Division can be called upon to review existing work procedures as a result of the following changes :

- a re-arrangement of functions during a functional study;
- new services to be rendered to the general public;
- altered technology that will change the present obsolete way of work;
- changes in the nature of the services that are presently rendered to the public; and

10. -----  
Ibid., p. 5

11. Interview with Mr. P. Govender, Work Study Officer in the Department of Budgetary and Auxiliary Services, Durban 20 June 1988.

- changes in the quantitative and qualitative nature of the staff corps which, for example, will make mechanisation imperative.

#### 4. INTERNAL CONTROL

According to Robbins, performance is measured and compared to the standards and should there be significant deviations, corrective actions are

<sup>12</sup>  
instituted. This kind of control is an internal matter and therefore the task of supervisors employed in the institution. To exercise control the supervisors must integrate the process of control with the process which must be carried out in executing the

<sup>13</sup>  
work. In other words :

- to the process of policymaking control processes must be added to prevent the workers from deviating from the set policy. The policy statement should state clearly that every level of lower graded workers (including supervisors) should consult with the supervisors on the level immediately higher whenever there is doubt as to whether or not the intended or proposed action is within the limits laid down by the policy;

- 
12. Robbins, S.P. :The Administrative Process, Prentice-Hall, Englewood Cliffs, New Jersey, 1980, p. 6
13. Cloete, op. cit., p. 80

- when organisational units are created, the field of activity of each unit and every worker in the unit must be prescribed in such detail that any action beyond the presented fields will immediately be apparent to both the workers as well as their supervisors;
- the work programme prepared for the purpose of personnel utilization must be so specific that all workers and their supervisors will be able to carry out the programmes to the letter. Therefore, any deviations from the set work programmes will also be able to be detected immediately;
- the work procedures prescribed in laws, regulations and other related directives as well as in the procedure manuals, must be such that every member of the personnel will produce work of a predetermined minimum standard. This will enable every supervisor to inspect and check the procedures followed to ensure that the particular standards have been complied with; and
- the procedures laid down for estimating expenditure, for the approval of budgets for specific work programmes, for the receipt and safekeeping of money, for making payments and for recording transactions, should also serve to control the financial activities in such a manner

that it will be possible to check and render account for every transaction.

Thus it is evident that the control function is of crucial importance to the award and continuation of social pensions and grants since public funds are used to disburse these payments. Therefore, supervisors must integrate the control processess with work procedure in order to ensure effeciency and avoid deviations from the standards set.

In the section that follows, the work procedure followed in the administration of social pensions and grants in the Phoenix Regional Area together with the built-in control measures will be highlighted. This will be done in order to ascertain whether they promote efficiency and effectiveness in the Department of Health Services and Welfare and also to identify areas where improvements can be made to achieve a higher level of efficiency and control.

## 5. WORK PROCEDURES FOR THE ADMINISTRATION OF SOCIAL PENSIONS AND GRANTS

### 5.1 Application for Social Pensions and Grants

All persons who call at the Phoenix Regional Office to apply for a social pension or grant are interviewed by the Health and Welfare Clerk. The purpose of this interview is to establish the following details :

- whether the applicant meets with the requirements

prescribed;<sup>14</sup>

- whether the applicant resides in the area which falls under the jurisdiction<sup>15</sup> of this Office. If the applicant resides in an area outside the jurisdiction of this Office then he is referred to the Office that serves his area;
- whether the applicant has made an application previously; and
- whether this Office or any of the other regional offices has opened a file for the applicant previously.

At the time of the initial interview the applicant must furnish the identity document or birth certificates of himself, his spouse and all his minor children under the age of eighteen years. In addition, the marriage and/or death certificate of the late spouse must be furnished by the applicant. If the clerk, on perusal of these documents, comes across the file number of either this office or of any of the other offices and if the person resides in the area under the jurisdiction of the Phoenix Office, a written<sup>16</sup> or telephonic request is made to that office

---

14. The requirements for each social pension and grant has already been discussed in chapter III, pp. 62-88.

15. The jurisdiction of this office covers the Phoenix Area, Duffs Road Township, Inanda and Mount Edgecombe.

16. See Annexure 16.

to forward the file contents to the Phoenix Office, as the applicant now resides in an area which falls under the jurisdiction of this Office. No person can have two files in existence at the regional offices. If an applicant, pensioner or grantee moves residence the file contents are merely transferred to the office that serves that area. This is a control measure instituted to avoid the duplication of services and financial assistance by the regional offices.

If there is no reference number on any of these documents and if the applicant fulfills the requirements to apply for the pension or grant, the birth certificates or identity documents of the applicant and his spouse are forwarded to the registry with a request that a file <sup>17</sup> be created for the family. Prior to creating a file, however, the registry clerk must trace through the I/D index <sup>18</sup> cards to ensure that the applicant or spouse does not have a

-----

17. The file that is opened will contain the records of both husband and wife and all minor children under the age of eighteen years.
18. The I/D index cards are made for each file held at the office. It contains the I/D number of the applicant, his name and the PX number. A similar card is made out for the spouse. The cards are filed in consecutive order according to the identity numbers. The files held at the Phoenix Office are given numbers which begin with the prefix PX. The numbers start at one and follow a consecutive order.

file at this office. If, through tracing it is established that a file does indeed exist for the family, the registry clerk merely draws the file from the filing system<sup>19</sup> and issues it to the clerk handling the case.

The first step when opening a file is to enter the applicant's name and identity number in a register. This register has a record of the names and identity numbers of all persons whose files are held at the Phoenix Office. The file<sup>20</sup> number of the applicant is obtained from the register. Thereafter, the applicant's name and the file number is written on the cover of the file. If both husband and wife are applying for assistance a subfile is inserted for each spouse. A control card<sup>21</sup> is also made and the file is booked out to the clerk. Thereafter, the I/D index cards are made

-----

19. The files held at this office are stored in the registry on racks. They are filed in numerical order. Only the registry clerks are allowed to enter the registry and draw files or replace them in the filing system. This is a control measure to avoid the files getting into wrong hands as the information contained in the files are confidential. Inside each file cover is a control card. This card reflects the file number and contains a record of all the persons who used the files and the date on which it was used. This is another control measure designed to attach responsibility. Therefore, when a file is drawn out, the control card is removed from the file and the number of the clerk and the date is noted on it. Each employee at the Phoenix Office is given a number for control purposes.
20. The control card is then filed in another rack in numerical order so that if the file is needed at a later stage, the registry clerk, by looking at this card will be able to establish who has the file.
21. The next number in the register is allocated to the applicant.

out for both spouses and filed away. The file and the documents of the couple are then handed to the clerk who in the meanwhile screens the applicant.

During the screening process the applicant is questioned about his social circumstances and his income and assets. The office depends solely on the applicant to furnish the correct details of his assets and income as there is no other method of verifying these details. A home investigation could be conducted, but even with this method the Office depends on neighbors for information and very often the information furnished by these neighbours is disputed by the applicant, who usually says that his neighbour is telling lies because he is jealous. Therefore, it is imperative that another method be devised to verify the income and assets of applicants. With the present system it is extremely easy for applicants not to disclose their assets and income and get away with it. Perhaps the installation of a Central Data System that incorporates all information about all the citizens in the Republic would resolve this problem. The installation of such a system would no doubt reduce Government spending in terms of social pensions and grants as details of the income and assets of pensions and grants could be verified.

After screening the applicant the relevant forms are issued to the applicant for completion. A screening

form is completed<sup>22</sup> in duplicate, the original is issued to the applicant while the duplicate is kept on file. This form indicates the requirements to be furnished by the applicant prior to the application forms being completed. All forms for completion are always issued in duplicate, so that the duplicate copies may be kept on file and the original forwarded with the application form to the Head Office<sup>23</sup> in Durban. Thus, duplication occurs.

If the applicant or spouse was in employment and is no longer employed, a discharge certificate is issued for completion by the last employer. This is a control measure to verify whether the applicant is really unemployed and also to verify what benefits were received at the time of termination<sup>24</sup> of his services. If the applicant or spouse is still in employment, a wage certificate<sup>25</sup> is issued for completion.

22. -----  
See Annexure 17

23. The term "head office" will be used in the rest of this chapter to denote the Pensions and Allowances Subdivision.

24. See Annexure 18. Most employees qualify either for a pension or provident fund benefit. The employer is requested to furnish the sum paid out to the applicant or spouse. In the case where the husband is deceased the wife may qualify for a group insurance or a pension fund. The amount received must also be reflected on the discharge certificate.

25. See Annexure 18.

The date of commencement of employment, the gross wage or salary received, the deductions and the next incremental date must be indicated. This is also a control measure employed to calculate the actual salary or wage received by the applicant or spouse. However, the particulars of income can only be verified if the applicant discloses that he is in employment. Thus, a loophole exists in the system.

If an applicant for a maintenance grant has minor school-going children, school certificates are issued for completion by the principal of the school which the children are attending. This is to verify that the children are indeed attending school.

Applicants who left the Republic within the last five years are requested to furnish their passports. Applicants whose spouses have deserted<sup>26</sup> their families must complete a police report<sup>27</sup> at the police station where the disappearance was reported.

Applicants whose spouses are maintained at a state institution, that is, hospital or prison, must complete a certificate at the hospital<sup>28</sup> or a prison report<sup>29</sup>

26. -----  
In the case of maintenance grants the husband's whereabouts must be unknown for a period of three months prior to the application being made.

27. See Annexure 19.

28. See Annexure 20.

29. See Annexure 21.

whichever is applicable. The spouse must be detained for a minimum period of three months for the application to be taken. Where the applicant's spouse is deceased, a copy of the late spouse's will and the first and final liquidation and distribution account or if the estate is not yet finalised, the preliminary inventory must be furnished, if an estate has been registered.

The applicant must also furnish documentary evidence of all cash investments in respect of himself and his spouse, for example bank books, fixed deposit slips or bank statements. Documentary evidence of any pension or allowance received must also be furnished.

Where applicants or their spouses possess fixed property, the current year's rates assessment document must be furnished. If the property has been mortgaged  
30  
a bond certificate must be obtained from the bondholder, reflecting the balance owing on the bond. Applicants who have either sold or donated fixed property or assets (including cash) in the last five years must furnish the deed of sale or the deed of transfer, whichever applies. In addition to the deed the applicant must also furnish an affidavit stipulating the following details :

- the description and extent of the fixed property or asset sold; or donated;

30. -----  
See Annexure 22

- the name and address of the purchaser or donee;
- an evaluation certificate or the selling price of the property;
- the date of sale or donation;
- the net amount received in respect of the sale or the benefits received in return for the donation;
- if cash amounts were received how these amounts were utilized; and

If payments were made they must be substantiated by documentary evidence.

If the applicant or spouse owns a business the trading licence and the audited Income and Expenditure Account for the last twelve months must be furnished. If the business was sold or donated, documentary evidence thereof must be furnished in addition to which an affidavit<sup>31</sup> is required. If the business is declared insolvent, the applicant must furnish detailed documentary evidence of such insolvency.

The applicants for disability pensions are on their

---

31. The affidavit must contain the same details as an affidavit in respect of a sale or donation of fixed property.

initial visit referred to the doctor treating them, for the completion of a medical report.<sup>32</sup> Thereafter, the applicants are referred to the district surgeon for an examination and the completion of another report.<sup>33</sup> When referring an applicant to the district surgeon, the medical report completed by the doctor treating the patient is attached to the letter of referral. This report gives the district surgeon an indication of the ailments suffered by the applicant. The report completed by the district surgeon is confidential and the applicant is not allowed to look at it. The district surgeon is requested to state on the form whether the applicant is fit for employment or not and if the applicant is unfit, the period for which the applicant would not be able to take up employment. The medical reports are then forwarded to this Office where it is perused by a senior health welfare clerk. If the medical report indicates that the applicant is able to take up employment the report is forwarded to the Pensions and Allowances Subdivision for classification.<sup>34</sup> Those applicants who cannot take up employment are requested to call at this office with the necessary documents so that the necessary application forms may be completed. Unwed mothers who

---

32. See Annexure 23.

33. See Annexure 24.

34. See Annexure 25

allege that they cannot take up employment as a result of illness are also referred to the district surgeon for the completion of medical reports. The medical reports completed by the district surgeon are attached to the application form and forwarded to head office.<sup>35</sup>

The district surgeon is located some distance away from the Phoenix Office, therefore applicants require transport to call at his offices. Furthermore, the district surgeon only examines the applicants once a week, on a Wednesday. He only sees a maximum of thirty five<sup>36</sup> patients a day. Therefore some applicants have to wait for a week or two for an examination by the district surgeon. Most important is the fact that the Pension's Medical Officer who classifies the applicants as either being permanently physically unfit or not depends to a major extent on the district surgeon's report. If the district surgeon is biased or does not examine the applicant properly, the applicant suffers. To eliminate these problems the Department of Health Services and Welfare should review this situation and appoint a Pension's Medical Officer to the Phoenix Regional Office, who could then examine the applicants himself. This line of action would eliminate the need for a district surgeon's report and thereby avoid any

---

35. For the rest of this chapter the term "head office" will be used to refer to the Pensions and Allowances Subdivision.

36. This number includes those pensioners whose pensions are being reviewed.

inconveniences presently suffered by the applicants.

Persons applying for war veteran pensions must furnish evidence, either documentary or otherwise, that they were involved in a war.<sup>37</sup> All applicants under the age of sixty years are also referred to the district surgeon for an examination and completion of a medical report.

All applicants for blind persons' pensions must be registered as blind persons prior to the application forms being completed. The applicant is referred to a specialist appointed by the Department for an eye-test. Depending on the results of this examination the applicant is either registered as a blind person or not. Once the applicant is registered as a blind person,<sup>38</sup> head office notifies this Office of the registration and the reference number (BP number). Thereafter, the applicant is called to the office and the necessary documents are requested from him prior to the completion of the necessary application forms.

Unmarried mothers who are not in employment and apply for maintenance grants are compelled to register for and procure employment. The applicant must furnish

37. -----  
See Chapter III, pp. 62-63 for a list of the wars in which the applicant must have served.

38. Once an applicant is registered as a blind person and allocated a BP number he does not have to apply for registration again, should he make future applications for a blind persons' pension.

proof, of registration for employment<sup>39</sup> at the labour bureau. The child's allowance in respect of maintenance grants is paid in respect of children who are of school going age and attending school and those of pre-school age. If the children of school-going age are not attending school as a result of illness or some other medical problem they are referred to the district surgeon for an examination and medical report. Foster parents applying for a grant must furnish the court order relevant to the placement of the child.

As soon as the necessary documents are furnished by the applicant, the application forms<sup>40</sup> are completed by the Health and Welfare Clerk. These forms are completed in duplicate, the original is forwarded to head office and the duplicate is kept on file. Only sections A to G of the form is completed by the clerk.<sup>41</sup> Thereafter, the application forms are attested by the Senior Health and Welfare Clerk who then attaches the relevant substantiating documents to the original application form and submits it together with the file to another Senior Health and Welfare Clerk who scrutinizes the application form together with the substantiating documents and if he is satisfied that all the details

-----  
39. See Annexure 26.

40. Seen Annexure 27.

41. Most of the information was obtained from Circular 4 of 1986 issued by the Department of Health Services and Welfare, Durban on 17 April 1986.

and documents are in order, completes the last part of the application form and forwards the original form to head office, while the duplicate remains on file. Thereafter, the file is forwarded to the registry for filing.

In the case of unwed mothers and mothers who have been deserted, a home investigation is conducted prior to the application forms being completed. After investigation, the investigating officer is required to submit a report<sup>42</sup> of his findings, which is submitted to head office together with the application form. With respect to unwed mothers a request is also sent to the Professional Welfare Section for an investigation and a report by a social worker.

5.1.1 Completion of application forms for social pensions and grants<sup>43</sup>

Anybody who makes a claim to a social pension or grant must complete an application on the prescribed form which must be attested by an attesting officer from the Phoenix Office. An application form must, after completion and after the applicant has declared that the information furnished therein is to the best of his knowledge and conviction true and correct, be signed by -----

42. See Annexure 28

43. The information for the remaining of this chapter has been extracted from the Manual for Social pensions and Grants used by the Pensions and Allowances Subdivisions.

him before an attesting officer. The attesting officer before whom the application was signed in this manner must certify on the application form that the information contained therein was explained to the applicant and that the declaration by the applicant was made and signed before him. When a man and his wife apply for a social pension or grant, separate applications in respect of each of them must be completed.

If an attesting officer is of the opinion that an applicant or a person for whom a social pension is being claimed is on account of a physical or mental illness not in a position to apply for himself, he could at his discretion permit another person to apply on behalf of such applicant or person. When an attesting officer permits a person to make an application on behalf of another person for a social pension he must certify on the application form that he is the person mentioned in the certificate, authorized on behalf of the applicant to make application.

The regulations proclaimed under the Childrens' Act, 1960 makes no provision for anybody else to sign the application form on behalf of the applicant in the case of maintenance grant applications.

Anybody claiming a social pension or grant must, in confirmation of his application furnish particulars and information as well as prescribed documentary evidence required by the attesting officer. All assets and moneys of the applicant or couple must be declared on the application form. If necessary, a list of assets (for example shares) could accompany the application form, but the applicant must mention the total value of his assets on the form.

An applicant for a disability pension must undergo a medical examination by a district surgeon. An application for a disability pension as well as a  
44  
"junior" war veteran's pension must be accompanied by the prescribed medical forms completed by the

-----

44. Refers to applications in respect of persons under the age of sixty years.

district surgeon. Application forms for social pensions and grants are completed in respect of all applicants (except those cases where the medical reports are sent for classification to the Pension's Medical Officer) whether or not they qualify for the pension or grant. A reply is then awaited from head office. This procedure, however, results in the unnecessary use of paper, manpower and time. Instead all the necessary information should be obtained from the applicant. This information should then be used to assess whether the applicant qualifies for the pension or grant. The application forms should be completed only if the applicant qualifies for the pension or grant. Those who do not qualify should be informed immediately. Therefore, if the Pension's Medical Officer is stationed at the Phoenix Office, he would be able to decide immediately after the examination whether an applicant for a disability pension qualifies for such pension or not.

45

## 5.2 Assessment of applications

When the application form is received at head office a  
46  
file is opened and a reference number is allocated

45. -----  
Interview held with Mr. G. Naidu, Pensions and Allowances Subdivison, Durban, on 19 May 1988 .
46. The procedure for the opening of the file is similar to that adopted in the Phoenix regional Office with one difference, Depending on the kind of pension or grant applied for the prefix is different. The prefix OA is used for old age pensions, DG for disability pensions, WV for war veteran pensions, BP for blind persons pensions and MG for maintenance grants and foster parent grants.

to it. Identity number index cards are also made out and filed in numerical order. This is another control measure adopted to avoid the duplication of services, and more important, the duplication of financial assistance. The file containing the application form is forwarded to the Senior Pensions's Clerk. He then refers it to the Pension's Clerk for checking.

All files containing district surgeon reports and all those reports referred for classification are forwarded to the Pension's Medical Officer for classification. The Pension's Medical Officer is a medical practitioner who scrutinises both the medical reports from the hospital or private doctor and the district surgeon's report and thereafter classifies the applicant as either being fit for employment or not.

47

The means test is then applied and if the applicant qualifies for the pension or grant applied for, a source document is prepared by the Pension's clerk. This document contains the information of the applicant in computer language and is used as a source from which the relevant information of all social pensioners and grantees is stored on computer discs. The following information is furnished on the source document:

- kind of transaction

-----

47. The application of the means test has been discussed in Chapter III, pp. 65-72

- type of social pension or grant
- sex of the pensioner or grantee
- marital status
- date of birth
- identity number
- commencement date of payment
- power of attorney or letter of appointment
- name
- address
- pay point
- review date 48
- other pension or grant of spouse 49
- number of children and their dates of birth
- foster parent's name
- DPO code, that is the office from which the application is received
- deductions with respect to overpayment
- arrear payment
- attendant's allowance
- supplementary allowance
- maintenance grant code, that is whether a grantee is widowed, single, married, deserted, divorced and whether the grant should be paid at child's rates or not
- earnings of the applicant and/or spouse

-----  
 48. This date is determined by the Pension's Clerk

49. Only the month and year is reflected.

- income of the applicant and/or spouse
- bond on the property
- cash investments of the applicant and/ or spouse
- usufruct on property

The pertinent information is inserted on the source document which is then signed by the Pension's Clerk. At the same time the letter of appointment or letter of authority is also prepared and kept on file. The source document together with the file contents is then referred to the Senior Pension's Clerk for checking and counter signing - a control measure instituted to prevent errors as well as fraud.

Thereafter, the source documents are referred to the Data Processing Section for the capture and storage of the information on magnetic discs. These discs are then forwarded to the Computer Bureau in Pretoria for the processing of vouchers and letters of award. The processing of vouchers is done once a month. The amount payable to the applicant is also calculated by computer after the necessary details are furnished. The processed vouchers which contain among other details; the name of the pensioner or grantee, the date, the reference number, the identity number and the amount; are then forwarded to the respective pay points together with a list of all the vouchers.

The letters of award are forwarded to the Pensions and

Allowances Subdivision whereupon it is checked and thereafter forwarded to the Phoenix Regional Office, together with the letter of authority or letter of appointment.<sup>50</sup>

On receipt of these documents at the Phoenix Office a letter is sent to the applicant or nominee requesting him to call at the office. When he calls the conditions pertaining to the payment of the pension or grant is explained to him after which the letter of authority or appointment is issued to him.

From this discussion, it is apparent that a significant amount of duplication exists in the work procedure. For example, two files are created for each applicant, one at the Phoenix Office and one at the Pensions and Allowances Subdivision. Additional staff members have to be employed to maintain these files. Furthermore, all documents are completed in duplicate, therefore stationery is being used unnecessarily. If social pensions and grants for Indians is administrated on a decentralized basis, that is, the duties pertaining to the application, assessment and continuation of the pensions and grants are undertaken at the Phoenix Office, duplication would be eliminated. The need to establish a head office would no longer be justified.

---

50. The letter of authority or appointment is the document that must be furnished by the applicant or nominee when drawing the pension or grant.

Therefore, expenditure would be curtailed. Furthermore, the time period taken to assess applications would be much shorter.

### 5.3 MANNER OF PAYMENT OF SOCIAL PENSIONS AND GRANTS

Social pensions and grants are payable monthly. The dates of payment are fixed earlier, say before January each year and are forwarded to all paypoints. Payment takes place at post offices or by banking institutions and building societies. The Department prefers that social pensions and grants be paid through banks or building societies as administrative work is lessened, at the same time encouraging saving in that only a warrant voucher per bank or building society is printed. It is also safer in that it is not necessary for old persons and women to receive and carry large amounts of cash on them. Pensioners and grantees requesting payment into their banking accounts must<sup>51</sup> complete a form at the institution where the account is held, authorizing such payment.

To facilitate the task of registered welfare organizations, including branches and institutions such as old age homes and institutions for the disabled, payment of social pensions is made directly to the

-----  
51. See Annexure 29

home or institution by warrant voucher. A warrant voucher for the total amount is forwarded monthly to the respective organisation or institution with an exposition of the amount, the name of the beneficiaries and reference numbers of the pensioners or drawers. Through this method of payment, known as the "D-point" payments it is not necessary for a beneficiary, nominee or administrator to call on a monthly basis at the paypoint to receive his or her social pension or grant individually.

The payment of social pensions and grants is also made at the various regional offices of the Administration ; House of Delegates in Natal.

The vouchers that are processed monthly at the computer bureau are forwarded to the various paypoints where the pensioner or grantee has requested payment. The post office or regional office issues date slips to the pensioners, grantees or nominees. These persons must identify themselves with their identity documents in addition to which they must furnish the letter of authority or appointment and the power of attorney

52

53

- 
52. Letter of appointments are used when an administrator is appointed to draw and administer the person or grant on behalf of the recipient. Power of attorney is not completed for maintenance and foster parent grants.
53. A power of attorney is completed and used when a pensioner nominates a third person to draw the pension on his behalf. See Annexure 30.

if applicable, when drawing the pension. Thereafter, the voucher is cashed and the cash issued to the pensioner, grantee or nominee. The cashed voucher is then forwarded back to the Department of National Health and Population Development for storage. If an applicant has requested payment into his banking account vouchers are not printed, instead a warrant voucher is used to make payment to the institution concerned. To eliminate the procedure of printing vouchers and cashing these vouchers at regional offices, the Department of Health Services and Welfare should pay all pensions and grants directly into the banking accounts of beneficiaries. This would eliminate the need to appoint nominees. Furthermore, this procedure would help curtail expenditure in that provision need not be made for staff members, to cash vouchers. The same procedure that is used to pay salaries of staff members should be used to pay pensions and grants. Payment of pensions and grants into banking accounts would also curtail fraudulent behaviour.

#### 5.4 OVERPAYMENT

It is the policy of the Department that where overpayment occurs in the payment of pensions and grants, the overpayment must not be raised except in the following circumstances and then only retrospectively for a period not exceeding three years:

- where the department is of the opinion that deceit or fraud has been deliberately committed or practised;
- where agents (i.e. people who have special power of attorney) and administrators who have defaulted can be held responsible; and
- where office mistakes occur.

Therefore, it is understood that as long as beneficiaries inform the Regional Office of Phoenix timeously of any changes in their circumstances, that will affect their rate of pay, recovery of any overpayment from the time the office has been notified until the time the grant is reduced or cancelled should not be recovered. The Department of Health Services and Welfare, however, recovers these overpayments by monthly deductions from the monthly pension or grant. This, procedure is an incorrect application of policy.

Such instalments must not be less than R10,00 per month, depending on the amount of the overpayment. An overpayment can be written off if the Minister is convinced that the pensioner or grantee received the money without having the knowledge that he was not entitled to it. This power is delegated to an official with the rank of, at least, director and there is no reduction on the amount.

An overpayment which is caused as a result of fraud or by the holder of a special power of attorney or the administrator, can be written off completely or partly by the treasury or someone who has the same powers, if there is satisfactory reason that it will be uneconomical to recover the money or that the recovery will cause undue hardship. An overpayment can only be taken out of the debtors pension or grant and not from his spouse's.

From the foregoing it is clear that prior to recovering any overpayment the Department of Health Services and Welfare should instruct its regional offices to conduct an indepth investigation into the financial circumstances of the person involved and only if the person is able to repay the sums overpaid, should arrangements be made to liquidate the debt. Particular note should be taken of the provision that if it is uneconomical to recover the sum overpaid then it should be written off. Furthermore, individuals should not be compelled to liquidate the debt in high monthly instalments as this may create further financial problems for the family and may often lead to further social problems in that the needs of minor children may be neglected in order to meet the demands of the Department.

## 5.5

### ADOPTED CHILD

An adopted child is treated as an own child for the award and payment of a child's allowance. It sometimes happens that a foster child is adopted by the foster parent. In such cases the foster parent grant is cancelled. The same applies to grants paid to step parents.

## 5.6

### SUPPLEMENTARY ALLOWANCE

If a person applies for an old age pension and the pension is for the first time put into payment, after a period of at least one year after such person attained the prescribed age, such a person is entitled to a supplementary allowance. The prescribed age is 65 years for males and 60 years for females. Where no documentary proof of age is furnished, e.g. where an age is estimated, a supplementary allowance is not payable.

For the payment of a supplementary allowance to a war veteran, the same prescribed age as in an old age pension is applicable. If a pensioner was in receipt of a social pension and a supplementary allowance was not in payment and the pension was withdrawn and later reinstated, the period from the date of withdrawal of the social pension is counted for the calculation of the supplementary allowance. If a person was in

receipt of a social pension and a supplementary allowance was not yet in payment, and the pension was withdrawn and later reinstated, the duration of the unpaid pension must be calculated as an advance time limit for the payment of a high amount.

The duration of postponement for an old age pension or war veterans pension and the relevant amount with which the social pension adds up to as follows :

- one year after the date of attainment of the prescribed age or the date of withdrawal - R2,50 per month
- two years after the date of attainment of the prescribed age or the date of withdrawal - R3,50 per month.
- three years after the date of attainment of the prescribed age, or the date of withdrawal - R4,50 per month.
- four years after the date of attainment of the prescribed age, or the date of withdrawal - R5,50 per month; and
- five years or more after the date of attainment of prescribed age or date of withdrawal - R6,50 per month.

A supplementary allowance can be awarded to any person who had his application for a social pension postponed

and also in respect of cases which were previously not awarded.

5.7

#### DECEASED PENSIONERS AND GRANTEES

A pension or grant is payable up to the end of the month in which the person died. All further pension vouchers of payment are immediately returned, to the Pensions and Allowances Subdivision. In the case of a "D" paypoint, the recipient of the pension or grant may be requested to repay the whole sum overpaid. In the case where payment occurs through a bank or building society and if calculation is closed, the estate becomes responsible for unauthorized payment.

In the case of the death of the parent, guardian or foster parent of a child for who a grant is payable, the regional office notifies head office thereof and indicates the person who should collect the money until such time that the child is suitably placed. In this case the parent's grant is payable up to the end of the month in which the parent or guardian died.

In the case where the married pensioner or spouse dies and a private pension is in payment, the marital status that is on record changes and only half of the private pension that is on record, is taken into account. If information indicates that the surviving persons money is lesser than the previous half, that amount must be taken into consideration.

5.8

COMPULSORY DEDUCTIONS FROM WAGES OR SALARIES

The following deductions are allowed from a person's wage and salary :

- all current deductions to a provident fund;
- all current deductions to a medical fund; and
- unemployment insurance fund deductions.

5.9

OUTSTANDING PENSIONS

Pensions owing to deceased pensioners can without any proof be paid to the surviving spouse. Payment to any other person will be permitted if substantial proof of any outstanding cost and debts are provided. The person who bore the funeral expenses as a result of the pensioner's death usually forwards a claim for the undrawn pension.<sup>54</sup> The claimant must furnish receipts substantiating the payment made by him.

In the case where there is outstanding overpayment and

-----  
54. See Annexure 34

a social pension or grant is restored, any outstanding pension or grant automatically becomes rectified by the computer against the overpayment. If the overpayment is lesser than that, the outstanding pensions or grant balance is automatically paid out.

Should there be any representations for a partial payment of any outstanding pensions, the payment is made by warrant voucher.

#### 6. REVIEW OF SOCIAL PENSIONS AND GRANTS

The financial circumstances of all pensioners and grantees are reviewed regularly to establish whether they still qualify for the pension or grant. This is a control measure instituted to prevent persons receiving assistance for which they do not qualify. The normal procedure is that head office provides the Phoenix Office with details of cases to be reviewed and when the review should take place.

In cases where the person and/or his spouse are in employment, reviews are completed at least once a year or even earlier if the incremental date is first. If the pensioner and/or his spouse owned a business the profit and loss account must be submitted at the end of the financial year applicable to the business.

In cases where pensioners or grantees are paid at reduced rates as a result of fixed property, cash

investments or income received from others, these cases are reviewed annually. If none of the preceeding conditions are applicable the different pensions and grants are reviewed in the following manner :

Old age pensions	- every five years
War veterans' pensions	- every five years
Disability pensions	- every five years (when classified permanently unfit).
Maintenance grants	- every year
Foster parent grants	- every two years

Reviews with respect to old age pensions, disability pensions, war veterans' pensions, blind persons' pensions, foster parent grants and maintenance grants where the recipient is married or over the age of forty five years or whose spouse is in receipt of a social pension, are conducted clinically. At the time of the review the pensioner is requested to provide "fresh" documentary evidence with respect to assets possessed and income received.

All new assets and additional income is taken into consideration and furnished on the review form.

-----  
55. See Annexure 35.

Clinical reviews refer to those reviews conducted at the office, where the necessary form is completed and signed by the pensioner or grantee.

In the case of maintenance grants school certificates are issued for completion to assess the progress of the child at school.

With respect to single mothers, that is, those who are widowed, deserted or unwed and under the age of forty five years, a home investigation is conducted by the investigating officer. During the home visit the grantee is interviewed and her social and financial circumstances are investigated. Thereafter, the  
56  
investigating officer compiles a report and completes the review form. The report together with the review form and substantiating documentary evidence is forwarded to head office. Unmarried mothers who are not in employment are required to register for employment at each review and furnish proof thereof. War veterans under the age of sixty years and disability pensioners are examined by the district surgeon at each review and the medical reports accompany the review forms that are forwarded to head office. The basic aim of a review is to determine any changes in the circumstances of a pensioner or grantee such as :

- change in marital status;

56. See Annexure 36

- change in identity number
- change in residential or postal address;
- change in fixed assets such as sale, donation, transfer or purchase of property;
- change in income;
- number of children attending school;
- number of children in the physical care of the grantee;
- whether the grantee is cohabiting;
- in the case of a grantee whose spouse is imprisoned, to determine whether he is still imprisoned. If so, to determine the approximate date of release;
- whether the grantee has any additional children;
- in the case of a disability pensioner to verify whether he is still permanently physically unfit for employment.

When the review forms are received at head office the means test is applied. The similar procedure that was applied for the initial application is followed and if the applicant qualifies for the pension or grant it is merely continued. If the pensioner qualifies at reduced rates, he is informed accordingly and the details on computer are merely amended so that the vouchers are processed accordingly. Should the grantee or pensioner no longer qualify for the pension he is merely notified in writing and the grant is cancelled or suspended.

Thus, although an appropriate control measure has been instituted to ensure that members of the public and staff members do not defraud the State, there exists room for improvement. For reviews to be totally effective as a control measure they have to be accompanied by home investigations by the Senior Health and Welfare Clerks. Home visits are especially necessary in the case of disability pensions and maintenance grants to ensure that beneficiaries are not in employment. A further control measure should also be instituted which should stipulate that all recommendations and approvals should be counter signed by senior staff members. Reviews should be done by a separate section and not the same section that completes the application forms for social pensions and grants. In this way irregularities will be identified more easily.

7. SUMMARY

Social pensions and grants are paid out of public funds, therefore an account has to be given to the voters of the manner in which these schemes are awarded and administered. Thus, particular attention is placed on the procedure to be followed in the application, award and continuation of pensions and grants. These procedures must leave room for discretion and at the same time ensure uniformity in the consideration of all applications. Some of the procedures for social

pensions and grants are contained in the relevant acts, circulars, memoranda as well as in manuals. Reviews are conducted regularly. This is a major control measure implemented to avoid fraud and unnecessary public spending.

It is apparent from the discussion in this chapter that, although procedures have been established and suitable control measures have been implemented, there is room for improvement in the procedures adopted and control measures exercised. Firstly, there is no procedure manual for the Phoenix Office, therefore the staff members are subjected to on-the-job training. The senior officials in the Phoenix Office should get together and compile a procedure manual for those staff members screening applicants and completing application forms. Furthermore, regular staff meetings should be convened to elicit suggestions from subordinates as regards ways in which the procedures could be improved and revised to cater for the needs of both staff members and members of the public. Secondly, a Central Data System which could be used to verify the assets and income of applicants should be installed. By the Phoenix Office depending solely on applicants for information, the State could be losing large sums of money by assisting people who are financially well off. Thirdly, instead of referring applicants to the district surgeon for an examination

and a report, a Pension's Medical Officer should be appointed to execute these functions himself. Such action would result in the applications being processed far quicker than at present. Fourthly, the widespread duplication that exists in the administering of social pensions and grants could be eliminated if social pensions and grants are administered on a decentralised basis by the Phoenix Office. Fifthly, application forms for social pensions and grants are completed unnecessarily, even though it is clear at the outset that certain applicants do not qualify for assistance. This practice should be reviewed as it leads to a wastage of manpower, stationery and time. Sixthly, by paying pensions and grants at the Phoenix Regional Office the Department of Health Services and Welfare is incurring unnecessary expenditure. Since a more efficient alternate method exists, the Department should not hesitate to implement this method whereby all pensions and grants should be paid directly into the banking accounts of beneficiaries. Seventhly, the department in acknowledging an overpayment, should take particular note of the person's financial circumstances prior to recovering the debt. Although it would be to the benefit of the department, if all sums overpaid are recovered, the recovery of overpayment may sometimes not be cost effective or it may create a further financial burden on the family.

Finally, the department has established a control measure to avoid the payment of pensions and grants to persons who do not qualify. This is accomplished by conducting reviews. However, these reviews should be conducted by a section other than the one that is responsible for completing applications. Furthermore, the clinical reviews should be accompanied by home visits, especially in the case of all maintenance grants and disability pensions to ensure that these beneficiaries are not in employment. The investigating officer's visit should not be announced to the beneficiary, instead he should call at the home unannounced.

In the ensuing chapter a summary and a critical analysis of the administration of social pensions and grants in the Phoenix Regional Area will be provided. This would serve to highlight the positive aspects as well as those aspects where improvements are deemed necessary. Furthermore, appropriate recommendations will be suggested.

## CHAPTER VIII

### 1. GENERAL CONCLUSIONS

Social pensions and grants are permanent financial assistance schemes offered by the State to raise the general standard of living of those families whose income is insufficient to meet their basic needs. A lack of finance leads to an imbalanced community burdened with social problems. As at 31 March 1987, 16 586 Indians were in receipt of social pensions and grants (this figure excludes children) and an amount of approximately R106 615 210 of State finance was utilized to finance these schemes during the financial year 1986/87. Thus, it is evident that a fair percentage of the Indian population in South Africa depend on social pensions and grants to support themselves and their families.

It is anticipated that as the Indian population grows the number of social pensioners and grantees will also increase accordingly, thereby resulting in added State expenditure towards which the taxpayer has to contribute. Furthermore the rate of inflation, which is presently rising, will also result in increased State expenditure as far as pensions and grants is concerned, because this factor has to be taken into account when the rates of pensions and grants are reviewed.

The announcement by the State President on 25 September 1988 that social pensions and grants will increase by an average

of R32-50 per month as from January 1989 would in itself increase State expenditure by one billion rand in the present financial year. The funds required to meet this bill have to be met by the taxpayer.

In the past twelve years the number of social pensioners and grantees (excluding children) increased from 33 886 in 1975 to 61 881 in 1987 and the corresponding expenditure rose from R12 291 000 for the year 1974/75 to R106 615 210 for the financial year 1986/87. This implies that the number of pensioners almost doubled in the last twelve years while the amount spent on social pensions and grants increased by almost nine hundred per cent.

Thus, it is apparent that unless some other measures are devised by the State to finance the needs of its community, it will be saddled with a huge financial burden. Thus far, no steps have been taken by the State to curtail this expenditure. This could be attributed to the fact that in 1976 a poor response was received from industry and commerce to the recommendation by the Department of Social Welfare and Pensions, that a national contributory pension scheme, called the South African Pension Scheme, should be established. The underlying principle of this recommendation was that all economically active people who did not belong to a pension fund or scheme or who belonged to a fund or scheme whose benefits did not at least equal those of the proposed South African Pension Scheme, would become members of this scheme. Based on this recommendation

and on other findings of subsequent investigations a Bill was published for comment. But owing to the pressure from industry and commerce and as a result of widespread protests by Black workers, the proposed Bill was withdrawn. The disputes that resulted could be attributed to incorrect perceptions and/or misconceptions of pension funds. It may have also been due to the inappropriate timing of the draft legislation that contributed to the protests and subsequent withdrawal of the Bill. The announcement coincided with the emergence of Black trade unions. Agitators exploited industrial relations and the pensions issue to achieve their aims. The economic climate has since then improved and stabilized and with intensive educational programmes and publicity, there is no doubt that such a system would be successful.

In addition to formulating a new policy that will curtail expenditure with respect to social pensions and grants, the executive authorities would also have to review its present policies with respect to policymaking, organising, financing, staffing as well as work procedure and control and thereafter, institute improvements wherever possible, so that an efficient and effective service is rendered to the community. These aspects must be reviewed with a view to curtailing expenditure and eliminating unnecessary duplication of work procedures.

In order to assess the manner in which social pensions and grants are administered in the Phoenix Area attention has

been focused on the activities of the legislature, the Administration : House of Delegates and more especially those activities of the Department of Health Services and Welfare and the Phoenix Office, that pertain to social pensions and grants. The activities of these institutions have been reviewed according to the generic processes of administration, namely policymaking, organisation, financing, staffing and work procedure and control. But first the history of the Indian Community in South Africa was briefly reviewed and thereafter the concentration of Indians in Natal was investigated.

## 1.2 CONCENTRATION OF THE INDIAN POPULATION IN NATAL AND THE PHOENIX REGIONAL AREA

The first group of Indian immigrants arrived on board the Truro in November 1860 and disembarked in Natal. During the period 1860 to 1890 a total of 44 655 Indians (of which 28 679 were men, 11 725 women and 4 251 children) immigrated to Natal. This figure was stepped up considerably during the period 1891-1911 when no less than 107 529 indentured Indians set foot on Natal soil. During the entire period of Indian immigration to Natal 1860-1911 a total of 152 184 indentured Indians came to the colony (62 per cent men, 25 per cent women and 13 per cent children). During the first 30 years of immigration the indentured Indian labourers were confined to the coastal sugar plantations north and south of Durban. From 1860,

however, the immigrants were assigned to persons willing to employ them. Thus, they moved to the midland and upland areas. Despite this, by the year 1970 no less than 90 per cent of Natal's Indians were settled within the radius of approximately 90 kilometres from central Durban. This region includes the districts of Durban, Pinetown, Inanda, Lower Tugela, Umzinto and Camperdown.

#### 1.2.1 POPULATION DISTRIBUTION IN PHOENIX

The suburb of Phoenix lies approximately twenty kilometres from Durban and it is envisaged that approximately 250 000 Indians will inhabit this area on completion of the housing project. The main objective for the development of this suburb is to provide housing for low income Indian households as rapidly as possible. This area will, on completion constitute twenty five units when some 35 350 dwellings would have been completed. Each unit is expected to house some 120 000 people.

#### 1.2.2 ESTABLISHMENT OF THE PHOENIX REGIONAL OFFICE

Of the 154 534 residents of Phoenix almost 17 000 (that is 11,5 per cent) are in receipt of either a social pension or grant. In order to cater for the welfare of these residents, the Phoenix Regional Office, under the control of the Administration : House of Delegates was established. This Office opened its doors to the

public on 3 November 1983 with a staff complement of twelve. The objective of this office is to further the social interests of the race group on a subregional level.

### 1.3

#### POLICYMAKING FOR SOCIAL PENSIONS AND GRANTS

Legislative power in the Republic of South Africa is vested in the State President and Parliament. Parliament consists of three chambers, namely : the House of Assembly (Whites), House of Delegates (Indians) and the House of Representatives (Coloureds).

Parliament on the central government level is instrumental in introducing legislation for facilitating social pensions and grants in South Africa. Parliament has legislative authority in matters of general affairs which have been approved by all three Houses. Executive power is vested in the Cabinet comprising the Executive State President and Ministers of State for general affairs and Minister's Councils for own affairs.

There are four types of social pensions and two types of maintenance grants. Social pensions are made of old age pensions, war veterans' pensions, blind persons' pensions, and disability pensions and maintenance grants are paid to parents with natural children and also those who have children placed in their care, that is, foster care. These pensions and grants are paid to

people who, owing to a severe disability or problem, cannot cater adequately for the needs of their families. Old Age pensions are paid to the senior citizens who in the case of males must be sixty five years of age and older and in the case of females, sixty years of age and older. War veterans' pensions are paid to persons who performed full-time military service during certain wars. Blind persons' pensions are paid to persons who have been registered as blind in terms of the Blind Persons' Act, 1968. These persons only qualify for the pension at the age of nineteen years. Disability pensions are paid to persons who produce medical evidence that their physical or mental disability renders them incapable of deriving from any service, employment or profession the means to enable them to provide adequately for their own maintenance. Such a disability must be of a permanent nature. All applicants for social pensions must comply with certain residential qualifications. Social pensions are paid in terms of the Social Pensions Act, 1973 (Act 37 of 1973).

Maintenance grants are one of the measures employed to preserve family unity and to ensure that children are cared for and brought up within the family circle. Should the breadwinner fall away or cease to be able to maintain his family, it may be necessary to commit the children to a home. However, such a step is prevented

by the payment of a maintenance grant to the mother to enable her to keep the children under her care.

The automatic payment of the maintenance grant to mothers encourages them not to seek employment and thereby fend for themselves and their minor children. Instead, it encourages them to become State dependant so much so that even when they no longer qualify for the maintenance grant they expect the State to continue assisting them. By not compelling these mothers to seek and secure employment the State is also indirectly encouraging them to accept the meagre sum paid to them and thereby maintain a very low standard of living.

In the event of both parents falling away, the children concerned may be placed in foster care and a grant paid to the foster parents. Maintenance grants may, therefore, be paid to a parent in respect of his own children as well as for the maintenance of a child who has been placed in the custody of a person who is not the natural parent of the child. The grant paid to natural parents is paid in terms of Part VII of the Childrens' Act, 1960 (Act 33, of 1960) and the grant paid to foster parents is in terms of the Child Care Act, 1983 (act 74 of 1983).

In addition to these basic conditions the applicants must also qualify in terms of the means test. The means test refers to a specific formula used to

ascertain whether the applicant, in view of his assets and income, qualifies for the pension or grant. For the purpose of the means test, the value of the assets of the applicant is converted into an income value by taking the total of assets, subtracting R5 000 from it and calculating six per cent of the balance. This value is then added to the applicant's other income from business or farming endeavours in order to calculate the amount of pension or grant payable. There are certain income and asset limitations above which an applicant does not qualify for assistance. In the case of foster parent grants the assets and income of the foster parents are not taken into consideration. For the purposes of the means test the assets and income of both spouses are taken into account. The income and asset limitations differs from one race group to another. For example, the income and asset limitations are higher for Whites than for Non-Whites. Therefore, Whites who earn higher salaries and possess assets valued higher than their Indian counterparts qualify for social pensions and grants whereas the Indian counterparts would not. This situation has led to dissatisfaction amongst the different race groups. Therefore, these differences should be eliminated. Furthermore, the rates for the different race groups also differ. For example, the White pensioner receives a higher pension than the Indian while the Indian pensioner receives a higher

pension than the Black pensioner. This sort of discrimination should not prevail since all race groups pay taxes. Furthermore, the living expenses of all social pensioners and grantees of the different race groups is more or less the same. In an attempt to rectify the situation, the Administration: House of Delegates, announced in 1985 that it was embarking on a five year programme to equate the rates of pensions and grants paid to Indian and White population groups. However, this programme was shelved due to a lack of funds.

From the foregoing exposition it is clear that the policies for social pensions and grants enables Indians in the Phoenix Area to depend on State assistance during the periods when they are unable to provide for themselves. These policies, therefore, encourage State dependency and does not compel the Community to provide for themselves during these periods. The onus to provide for these periods should rest on the individuals themselves and not on the State.

#### 1.4

#### ORGANISATION FOR SOCIAL PENSIONS AND GRANTS

The principle executive institutions on the central government level are the departments functioning under the supervision of the members of Cabinet, for general affairs, and the members of the Minister's Council for own affairs. The traditional South African organisational set up is a large number of small state

departments for general and own affairs. Thus, the result is that a number of state departments are concerned with a particular matter. This is also true of social pensions and grants. The Department of National Health and Population Development which is responsible for social pensions and grants on a macro-level in South Africa has, as its political and executive head a Cabinet Minister, who is primarily responsible to the Central Government for the pensions and grants position in the country. In addition, the Departments of Health Services and Welfare of the three Ministers' Councils have as their political and executive heads, a Minister who is a member of the Ministers' Council for each of the three houses. These Ministers are in turn responsible to their respective houses for the pensions and grants position in the country relative to their communities.

Therefore, whereas one State department, namely the Department of National Health and Population Development, can handle the administration of social pensions and grants for all the race groups in South Africa, three other departments in the three administrations have been established to execute this function for their respective race groups. The establishment of these additional departments, no doubt leads to increased State expenditure which results in tax payers having to contribute a larger proportion of

their income towards taxes. Furthermore, because so many departments are involved in social pensions and grants, a need arises for the establishment of a Interdepartmental Liaison Committee. This Committee has been established to co-ordinate the activities of all the executive institutions involved in the administration of social pensions and grants.

The Department of Health Services and Welfare which is responsible for rendering health services and social welfare services, provides offices throughout the Republic to cater for the needs of its community. These offices have been established at Durban, Cape Town, Pietermaritzburg, Chatsworth, Phoenix, Verulam and Johannesburg. The Phoenix Office is responsible for attending to the social and welfare needs of the community within the Phoenix Area. Thus, it is apparent that every effort is made to make these services more accessible to the Indian Community. The overall function of the Phoenix Office is to render social welfare services and specific health services.

Because these two important services to the community have been delegated to one State department, it could lead to one service being given priority over the other, that is, health services being given priority over social welfare services or vice-versa. It must be remembered, that any neglect in either of these services could lead to a huge outcry from the Indian

community since equal emphasis is placed on both these services. The staff complement of the Phoenix Office is one senior officer, two administrative officers, seven senior health and welfare clerks, nine clerks, one typist and one messenger. The applications and reviews for social pensions and grants are completed at this office. Thereafter, the application and review forms and all other documents pertaining to pensions and grants are forwarded to the Pensions and Allowances Subdivision which falls under the control of the Director of Social Welfare Services in the Department of Health Services and Welfare. This Subdivision is responsible for either the award or non-award of the application. Therefore, it is regarded as the head office of the seven regional offices. All decisions with respect to the award and continuation of social pensions and grants for Indians in South Africa are taken by this Section. The staff complement of this Section is one senior pension's officer, two pension's officers, seven senior pension's clerks and eleven pensions clerks.

Attached to the Department of Health Services and Welfare are Pension's Medical Officers who are responsible for assessing the medical reports of those applicants who claim that they cannot seek employment as a result of a disability. These officers are stationed at the head office in Durban and are,

therefore, unable to examine and interview these applicants personally. Their assessments are based solely on the contents of the medical reports submitted with the application. A great amount of inconvenience is caused to applicants, by referring them to the district surgeon for the completion of medical reports. This is due to the fact that the district surgeon is located some distance away from the office. Therefore, these applicants require transport to call at the district surgeons office. Furthermore, the district surgeon only sees a maximum of thirty five patients per week. He only examines these patients once a week, (on a Wednesday), leading to some applicants having to wait for one or two weeks before being attended to. In addition, if the district surgeon is haphazard or biased in his assessment, the applicant's chances of being awarded the pension is jeopardised.

It is apparent that the Department of Health Services and Welfare implements its policy with a centralised organisational structure, in that all decisions with respect to the award and continuation of pensions and grants is taken at one subdivision, that is, the head office of the regional office (Pensions and Allowances Subdivision). This type of organisational arrangement leads to a certain amount of inefficiency, in that the regional offices and the head office depends to a large

extent on the postal services for delivery of documents. Because of delays in the postal services, and the fact that the head office is inundated with the correspondence from the regional offices, applicants have to wait for approximately two months before a reply is received with respect to their application for a pension or grant. In addition, centralisation also leads to duplication of services, in that the applications have to go through the hands of several officials before they are finally awarded. Therefore valuable time is wasted.

#### 1.5

##### FINANCING

Social pensions and grants are financed from public funds by means of statutory appropriations. The financing is executed in terms of the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983). Funds are transferred from the State Revenue Fund to the Account of the Administration : House of Delegates. The Department of Budgetary and Auxiliary Services is responsible for the financial administration of these funds. The departmental accountant of the Administration : House of Delegates is the Director of Financial Administration. He is accountable to the Director-General who is the accounting officer of the Administration. The Directorate of Finance is responsible for the maintenance of financial planning, calculating and settlement of transactions and the

execution of financial control pertaining to social pensions and grants.

With this kind of organisational arrangement it is very difficult to attach responsibility when an irregularity occurs since two departments become implicated, namely the Department of Health Services and Welfare and the Department of Budgetary and Auxiliary. Furthermore, conflicts may arise between these departments in that they may not agree on matters pertaining to work procedure. If the Department of Health Services and Welfare was delegated with the financial administration of social pensions and grants then it would be solely responsible for any financial irregularities that may occur and furthermore, it would be in a better position to devise procedures that would ensure financial control.

#### 1.5.1 BUDGETARY PROCEDURE FOR SOCIAL PENSIONS AND GRANTS

Steps are normally taken in advance to procure funds necessary to pay out social pensions and grants. A budget is prepared wherein the nature and extent of the invested activity as well as a tentative calculation of the expected expenditure for a specified period is made, namely one year from 1 April to 31 March of the following year. When preparing the budget each activity is identified and the amount necessary to fund these expenses is calculated. All financial data is computerised and various codes have been instituted to

facilitate this form of accounting. The system of budgeting by objectives is applied for budgeting for social pensions and grants. The aims of the institution are identified according to programmes. The programmes are further divided into subprogrammes, objectives, and finally into items. The estimates are compiled according to programme, subprogramme, fund, objective, responsibility and item. Fund refers to the vote from which the money is to be drawn and responsibility refers to organisational unit for which funds are requested and spent. There are four types of budget documents, namely, multi-year estimates, main estimates, first revised estimates and second revised estimates. Multi-year estimates refer to estimate forecasts for five years, that is the current year, the year before the current year, the next financial year and the two relevant years following the current financial year. The main estimates refer to estimates in respect of the future financial year and it is compiled in July. The first revised estimates is a measure used by the department to budget for additional and unforeseen expenses that have risen since the commencement of the financial year. The second revised estimates is prepared in a similar manner to the first revised estimates, but is done in October of the financial year commenced. This measure is also used to cater for unexpected expenditure not covered in the budget.

Budgeting for social pensions and grants for Indians in the Republic is done on a national basis, that is, the Pensions and Allowances Subdivision budgets for all pensions and grants paid in South Africa. Because this Subdivision is not in direct contact with the environment, it is possible that an inadequate or excessive amount can be budgeted for. The regional offices who are closest to the environment are in a better position to forecast and plan expenditure.

The provision of four estimates of expenditure in the budgetary system for social pensions and grants, indicates that ample opportunity exists for the officials involved in budgeting to accommodate for increased or decreased expenditure. Thus, the system incorporates an adequate amount of flexibility.

The budget is approved by Parliament after which the accounting officer and departmental accountant can withdraw moneys from its fund to pay social pensions and grants. Regular auditing of the accounting data with respect to social pensions and grants is done by both internal auditors of the Administration as well as staff of the Auditor-General's Department. These are control measures utilized to prevent any deviations from the approved budget.

However, no external inspection is carried out to ensure that no irregularities occur in the actual amounts paid to pensioners and grantees. In other

words, the files of pensioners and grantees are not examined to ensure that the amounts paid to them are correct.

1.6

PROVISIONING AND UTILIZATION OF PERSONNEL

The Commission for Administration is a central body established by the State to co-ordinate the personnel function of all the state institutions in the Republic. The legislation pertaining to the administration of the personnel function is the Public Service Act, 1984, (Act 111 of 1984). In addition to this Act, the Commission has drawn up a Public Service Staff Code as well as Personnel Administration Standards for each occupational class in the public sector. All these documents pertain to the provision and utilisation of staff in the Public Service. Since the staff members dealing with social pensions and grants form part of the Public Service, their conditions of appointment and employment are also stipulated in these documents.

Both pension's personnel and health and welfare personnel are involved in the administration of social pensions and grants. As both these personnel groups are concerned with the administration of social pensions and grants there is no reason why they should be classified differently. Furthermore, the present arrangement whereby those staff members who are involved in assessing pensions hold the same rank and

earn the same salary as those who accept applications should not prevail. The more complicated tasks should be delegated to senior staff members since these duties carry greater responsibility and accountability.

Also part and parcel of the Administration : House of Delegates is a Personnel Directorate which forms part of the Department of Budgetary and Auxiliary Services. This Division takes care of the personnel function for the Administration inclusive of those staff attending to the administration of social pensions and grants for Indians in the Phoenix Area. Therefore, the Phoenix Office and the Pensions and Allowances Subdivision have to rely on this Division for the effective execution of staff functions. As a result of this arrangement, conflicts could arise between these organisational units in that the decisions taken and methods adopted by this Division may not be in the best interests of the Phoenix Office and the Pensions and Allowances Subdivision. For example, the Phoenix Office may not be in favour of the selection techniques used by the Personnel Division to employ staff members as only one method is presently used, namely the interview. Added to this is the factor that each office is best able to decide on what is best for it in terms of personnel provisioning and utilization. An applicant who may seem to be an ideal candidate to the Personnel Division to fill a vacancy at the Phoenix Office may not be

considered in the same light by the Phoenix Office.

The Department of Health Services and Welfare utilizes both the external and internal fields of recruitment for employment. However, most lower level posts are filled entirely by internal staff members without outside recruitment. This practice does not ensure that the best possible candidate is appointed. Furthermore, an informal survey indicates that a fair amount of nepotism exists in the department. Most of the lower level posts at the Phoenix Office and the Pensions and Allowances Subdivision are held by relatives of senior staff members in the Administration : House of Delegates. This situation is an unhealthy one as it impedes communication, proper supervision and control. Lower level supervisors would be afraid to reprimand these subordinates, because they may be victimized by the subordinate's relatives who are higher ranking officials in the department. Nepotism also results in unsuitable candidates being appointed, which leads to supervisors being saddled with subordinates who do not fit into the work situation.

#### 1.6.1 MERIT ASSESSMENT

The system of evaluation of personnel is merit assessment. Candidates for promotion are identified and are assessed in terms of five categories namely, responsibility, insight, human relations, organisation

and production. The immediate supervisor compiles the staff report of subordinates after which the candidate is assessed by a Regional Merit Committee and a Central merit Committee. If the candidate is found to be promotable he is then placed into a merit category. Depending upon the category in which the candidate is placed his promotion may take effect immediately or he may have to follow the waiting list. The department also offers merit awards to those members of staff whose performance is outstanding. The merit award is in the form of a cash lump sum.

The system of merit assessment is open to subjectivity on the part of the supervisor and the members of the Regional and Merit Committees. Therefore, some other method should be devised to compensate for this disadvantage. A more objective second method should also be used. It is also apparent that the manner in which the supervisor compiles the reports of subordinates is a deciding factor in the promotion of subordinates. Therefore, it is of primary importance that the supervisors are fully conversant with report writing and the system of merit assessment. The fact that supervisors must be objective in their reporting cannot be over emphasized.

#### 1.6.2 TRAINING OF STAFF

The staff members are predominantly exposed to on-the-job training in the work situation. Coupled to this

form of training are also lectures and induction courses. The senior members of the Phoenix Office are primarily involved in the training of staff members as far as the functional aspects of their duties is concerned.

However, these officers do not possess the detailed knowledge required to impart training. Therefore, the content and method of training may not be of the highest quality.

A Training Division has also been established in the Administration : House of Delegates, but this Division, owing to the limited number of staff, is only able to provide induction courses and training to senior staff once a year. This type of training, however, pertains to general aspects of the public service, for example, merit assessment, report writing and management courses. This condition should not prevail since training is necessary to improve the performance of all staff members and not just the senior staff members. The quality of future supervisors depends to a large extent on the training that is given to them in earlier years, therefore, it is of utmost importance that all staff members be given equal opportunity to attend training courses.

WORK PROCEDURE AND CONTROL

Applications for social pensions and grants are made on specifically designed forms. These forms make provision for all the necessary information required to assess the application to be furnished. However, necessary documentary proof has to be furnished to substantiate the details furnished on the application forms. The application forms are usually completed by the health and welfare clerk in the Phoenix Office. Application forms are completed in respect of all applicants whether they qualify or not. It is then attested by the senior health and welfare clerk who then forwards the application together with the substantiating documents to another senior clerk who checks it and after he is satisfied, forwards these documents to the Pensions and Allowances Subdivision where the application is assessed. All forms in respect of social pensions and grants are completed in duplicate. This results in the Office using twice the amount of stationery.

All applicants who apply for disability pensions are first referred to the district surgeon for a medical report and thereafter the application forms are completed. Disability applications are first referred to the Pension's Medical Officer for classification before the application is assessed.

During the assessment of applications the means test is applied to ascertain whether the applicant qualifies for the pension or grant. If the applicant qualifies for the pension or grant, he is informed thereof in writing. He can then choose either to draw his pension at the Phoenix Regional Office, or Post Office or to have it transferred directly into his banking account. If he chooses to draw the money at the Phoenix Regional Office or Post Office then vouchers have to be processed monthly and a letter of authority has to be issued to him so that he may draw the money.

Because pensions are paid at regional offices a special subdivision, namely the Pensions Subdivision in the Department of Budgetary and Auxiliary Services had to be established. This Section only deals with the payment of pensions. In other words the vouchers are cashed by this Section. If all pensions were paid directly into the banking accounts of pensioners and grantees, government expenditure would be curtailed since the need to establish the Pensions Subdivision would not arise.

As a result of pensions and grants being administered on a centralised basis, it takes approximately two to three months before payment is made. Thus, arrear payment is made because pensions and grants are paid from the first day of the month in which it is applied for. However, the delay in the approval of the

application could result in severe financial problems for the applicant in the interim period. This should as far as possible be avoided. Furthermore, as a result of the centralisation of these services, a great deal of duplication occurs.

The calculation of pensions and grants is executed with the aid of computers. Therefore, all details with respect to each pensioner and grantee is stored on computer discs. This facilitates the efficient printing of vouchers each month. Any overpayments made to pensioners or grantees is to be recovered only if the individual is able to liquidate the amount and if the cost to recover it does not exceed the amount overpaid. The officials in the department should take particular note of this provision prior to recommending the recovery of sums overpaid.

Control for social pensions and grants is instituted mainly in the form of reviews which are conducted regularly to verify whether the pensioner or grantee still qualifies for assistance. The reviews are conducted by the same section that completes the application forms. Therefore, errors and irregularities may be overlooked by the personnel in this section to avoid embarrassment or to deliberately assist relatives to qualify for social pensions and grants. During the review the income and assets of the pensioner or grantee are assessed again. Disability

pensioners are again referred to the district surgeon to assess whether they are still permanently physically unfit. Coupled with reviews are home investigations that are conducted in certain cases to verify the circumstances of pensioners, grantees and applicants. The exercising of other control measures relative to social pensions and grants is an internal matter, and therefore the tasks of supervisors employed in the Phoenix Office and the Pensions and Allowances Subdivision. These control measures basically constitute checking the work of subordinates and counter signing all approvals and recommendations. To exercise this control supervisors must intergrate the process of control with the processes which must be carried out in the administration of social pensions and grants.

## 2. RECOMMENDATIONS

### 2.1 Recommendations directly involving policymaking

- a) The State should implement a system whereby its people should be compelled to provide financially for their old age or any other contingency that may arise during their working life.

By introducing such a system, government spending will be curtailed and the people will be given the opportunity to provide adequately for their needs according to their circumstances. Furthermore, the responsibility of providing for the aged, disabled and

unemployed would be removed from the State and placed on the shoulders of individuals.

- b) A National Pension Fund should be created towards which every employee and employer should be compelled to contribute.
- c) Only contributors should be allowed to claim from this fund. Should the contributor die then the spouse and minor children should become eligible to lodge claims against the fund.
- d) Contributors should only be able to claim from this fund under the following circumstances :
  - if they have reached the prescribed age for retirement;
  - if they are disabled and therefore cannot continue to work; and
  - if they are unemployed
- e) The retirement age for males should be 65 years and for females 60 years. Males should be regarded as retired at the age of 70 years and females at the age of 65 years even if they are still in employment and irrespective of their earnings.
- f) Those who put off their application or cancel their application during the five years after retirement age should be given an additional allowance. This step will encourage the older persons to work for as long as possible and thereby be self reliant.

- g) The amount to be contributed by the employee should depend on his income level. The employer should be compelled to contribute an equivalent sum.
- h) The deductions should be made by the employer and the money forwarded to the Department administering this fund.
- i) The State should also subsidize this fund until such time it becomes self-supportive.
- j) The amount payable to the contributors should be equivalent to two-thirds of their salary.
- k) The applicants for disability benefits from the fund should be examined by the Pensions' Medical Officer of the Department.
- l) The National Pension Fund should be administered by a single Department, namely the department of Social Welfare. This department should cater for all races.
- m) The Unemployment Insurance Fund should be abolished and unemployed persons should claim against the National Pension Fund. Therefore, unemployed persons should not call at the Department of Manpower but at the Department of Social Welfare for assistance.

- n) The Department of Social Welfare should still offer social pensions and grants to those persons who do not qualify for assistance from the National Pension Fund. This assistance should be funded purely out of State funds.
- o) The Department of Social Welfare should also offer social pensions and grants to those persons whose income from the National Pension Fund is lower than that of social pensions and grants.
- p) Applications for social pensions and grants should be subjected to the means test to determine the eligibility of the applicant.
- q) All applicants should comply with the requirements for social pensions and grants in order to qualify for such assistance.
- r) The State should introduce a single policy for social pensions and grants which should not differ from one race group to another. At present the family allowance scheme is only open to the White population group. Furthermore, the means test and the rates of pay for the different social pensions and grants differs amongst the different race groups. It is recommended that the income and asset limitation as well as the rates of pay should be equal for all the race groups in the country.

- s) In the case of maintenance grants for own children, the parents grant should be paid for a maximum period of six months. The applicants should be made aware of this at the time of application and every effort should be made to ensure that they secure employment prior to the expiration of this period. The parents allowances should only be continued if the applicant is over the age of forty five years or if owing to a disability she is unable to work. The child's grant should then depend on the income of the parent.
- t) The administration of the National Pension Fund should initially be undertaken by the State with a view to privatising this aspect of government activity once it becomes self-supporting.
- u) An educational programme should be planned and instituted by the State to make the people aware of the importance of providing for old age or any other contingency that may arise. The media, especially television, should be used as a means of communication.

## 2.2 Recommendations directly involving organisation

- a) The various departments of Health Services and Welfare in the three Houses of Parliament should be abolished. A single department, namely Department of Social Welfare should be delegated with the

duties of administering the National Pension Fund and the administration of social pensions and grants for all race groups in South Africa. This means that social welfare should be classified as a general affair and not an own affair.

The abolition of these departments would help curtail State expenditure. Part of this savings could then be spent towards the improvement of social pensions and grants.

b) Health Services should be rendered by a separate department, namely the Department of health Services.

c) The Department of Social Welfare should function on a decentralised basis. The regional offices inclusive of the Phoenix Office should function on its own but should fall under the control of the Department of Social Welfare.

i) Applications for assistance either in terms of the National Pension Fund or social pension and grants, should be accepted, assessed and finalised at the Phoenix Regional Office. This office should cater for all races within its jurisdiction.

ii) The source documents should be prepared at the Phoenix Office and the punching of the information on computer discs should be done at

this office. Therefore computer terminals should be set up at this office.

- d) A pension's medical officer should be attached to the Phoenix Office and to all other regional offices. He should personally examine all applicants for disability claims against the National Pension Fund as well as those applying for disability pensions.
- e) Applicants whose claim is based on disability should not be referred to the district surgeon for an examination for a medical report. These functions should be performed by the Pension's Medical Officer. This line of action will place the Pension's Medical Officer in a better position to assess the disability of applicants. It would also avoid the inconveniences suffered by applicants when they are referred to the district surgeon.
- f) A social worker should be appointed to each regional office to cater specifically for those persons in receipt of social pensions and grants. The counselling services offered by this social worker should be directed at motivating those persons who are "work shy" and "won't work" to secure and maintain employment rather than be dependent on the State. Furthermore, it should also be aimed at improving the lifestyle, behaviour and attitudes of social pensioners and grantees and their families.

### 2.3 Recommendations directly involving financing

- a) The rates of pay for social pensions and grants should be increased to correspond with the minimum subsistence level of the residents of the Phoenix Area.
- b) Each regional office should budget separately for social pensions and grants
- c) The Department responsible for administering social pensions and grants should be responsible for the financial administration of these schemes.
- d) The internal auditors should also inspect the file contents of grantees and pensioners to ensure that no irregularities occur in the rates paid to them.

### 2.4 Recommendations directly involving personnel provisioning and utilisation

- a) Each regional office including the Phoenix Office should have its own personnel section. This section should be responsible for staff provision, maintenance and utilisation on a decentralised basis and should fall directly under the control of the Commission for Administration.
- b) All applicants for employment in the Phoenix Regional Office should be subjected to appropriate aptitude tests in addition to the interview technique prior to being appointed. These tasks

should be geared towards assessing the applicants suitability for the post. Both external and internal fields of recruitment should be utilised to fill all vacancies in the Department.

- c) The immediate supervisor of the person filling the post should be a member of the interviewing panel since he would be in the best position to assess whether the candidate will fit in the job situation or not.
- d) Nepotism should be discouraged as this inevitably leads to prejudice and dissatisfaction among staff members as well as to lowering staff morale.
- e) All posts should be filled purely on merit and suitability and all vacancies should be advertised via newspapers and interdepartmental circulars.
- f) Report writing should be delegated to supervisors who have undergone a comprehensive training programme on report writing and the system of merit assessment as a whole. The reason for this is that the future of subordinates lies in the hands of supervisors and their ability to supervise and compile these reports. An ill-informed and an uninformed supervisor will obviously be of harm to his subordinates.

- g) In addition to candidates being assessed in accordance with the system of merit assessment they should also undertake examinations relating to their work sphere. The questions should be directed towards assessing the candidates knowledge and his ability to function in a higher post.
- h) a training division should be attached to each regional office to meet it's training needs. This division should be charged with the entire spectrum of the training function. It should also be able to identify areas where training is required. The members of this division should be conversant with the entire field of duties attached to the office. Training should be rendered to both junior and senior staff members.
- i) All staff members involved in the administration of social pensions and grants should be classified as social welfare personnel. There should be no differentiation between the panels that accept applications and those that assess them. The staff should be referred to as social welfare personnel. The clerks should interview applicants and complete application forms. The senior clerks should attest applications and conduct home visits and other necessary investigations. The administrative officer should check applications, apply the means test and prepare the source document. The source

document should then be checked by the senior officer who should counter-sign it. Thereafter, the source document should be forwarded to the computer section for capture and storage of the information on computer. The Assistant Director who should be the head of the office should be responsible for the overall supervision and control of the office. The similar rank classification should prevail for those staff members administering the National Pension Fund.

2.5

Recommended actions directly involving work procedure

- a) The application forms for social pensions and grants should only be completed if the applicant qualifies for assistance after applying the means test. Those who apply for disability pensions should only pursue the application if they have been classified as unfit by the Pension's Medical Officer and if they qualify on application of the means test. This will avoid the completion of unnecessary documents and save on manpower, as well as on paperwork.
- b) The initial payment of social pensions and grants should be done by warrant voucher immediately after the source document is prepared.
- c) All future payments should be made directly into the banking account of the recipients. Payments

should not be made at post offices and regional offices. The payments should be done monthly but not before the fifteenth day of the month.

The payment of social pensions and grants directly into the banking accounts will avoid the printing of vouchers and the risk of fraud being committed. Furthermore, it would eliminate the need to provide personnel to pay these pensions. The office would not have to provide space to accommodate these recipients and the cashiers involved in the cashing of vouchers. The risk of carrying large sums of money during the pension payment period would also be eliminated. Furthermore, the recipients would not run the risk of being robbed of their pension moneys after collection.

## 2.6

### Recommendations directly involving control

- a) As a result of decentralisation, the regional office should institute adequate control measures, which should be integrated with the work procedures.
- b) The internal auditors should also conduct frequent unannounced inspections. They should verify the information on the source document with that of the file contents. These unannounced inspections should serve as a deterrent to those who consider committing fraud or practicing irregular procedures.
- c) A separate section should be created to investigate applications for social pensions and grants.

- d) All recommendations and approvals should be checked and counter-signed by senior staff members so that responsibility could be attached to these persons.

2.7

General

- a) A central data system should be introduced whereby the Department should be able to verify all information with respect to applicants and their assets and income. This will ensure that only persons who qualify for assistance will be assisted. At present the department relies solely on the applicants to furnish particulars about themselves, their assets, their possessions and about the income they receive. The department has no source from which these details could be verified. It is possible that many of the grantees and pensioners are in employment, but do not disclose this fact. Others may possess assets but don't disclose this kind of information. Therefore, the central data system would assist the department in that all those who attempt to commit fraud would be caught out before an overpayment occurs.
- b) The department should print brochures annually and distribute them to those persons who wish to apply for social pensions and grants. The requirements and policy related to these schemes should be detailed in these brochures. This will avoid

persons calling unnecessarily at the department to apply for assistance for which they do not qualify. Furthermore, requirements put down in writing are far more acceptable to the public than verbal explanations.

- c) The department should establish day-care centres in suburbs like Phoenix and Chatsworth where a large proportion of the community resides. Fully trained personnel should be employed to run these centres. The centre should be subsidised and the personnel should be remunerated from State funds. With the establishment of these centres housewives will have no excuse for not working. The day-care centre should cater for all races and all ages, as well as for school-going children, who would be cared for at this centre after school hours, until the parent arrives from work. Transport should be provided to and from the centre. The establishment of such centres would ensure proper supervision and control of children in the absence of parents and should play a major role in modeling the attitudes and behaviour of these children.

Finally, it should be noted that the above mentioned suggestions must not be seen as a panacea for the problems surrounding social pensions and grants, but merely as a sincere endeavour towards finding solutions under the difficult prevailing circumstances.

## BIBLIOGRAPHY

### A. BOOKS

- Aiyer, P.S. : Conflict of Races in South Africa, African Chronical, Durban, n.d.
- Balogun, M.T. : Public Administration in Nigeria, A Developmental Approach, The Macmillan Press Ltd., London, 1983.
- Bartholomew, P.C. : Public Administration, Littlefield, Adams and Co., Paterson, N.J., 1959.
- Barton, R. and W.L. Chappell : Public Administration : The Work of Government, Scot Foresman and Co., Illinois, 1985.
- Brain, J.B. : Christian Indians in Natal 1860-1911, An Historical and Statistical Study, Oxford University Press, Southern Africa, 1983.
- Brookes, E.H. : The History of Native Policy in South Africa, 1830, to the Present Day, J.L. Van Schaik Ltd., Pretoria, 1927.
- Choonoo, A.G. : Indentured Indian Immigrations into Natal, with particular reference to its role in the development of the Sugar Industry 1860/1911, M.A. Thesis, University of Natal, Durban, 1967.
- Cloete, J.J.N. : Introduction to Public Administration, J.L. Van Schaik, Pretoria, 1981.

- Cloete, J.J.N. : Personnel Administration, J.L. Van Schaik, Pretoria, 1985.
- Cloete, J.J.N. : "Inleiding tot die Publieke Administrasie, 5th edition, J.L. Van Schaik Ltd., Pretoria, 1984.
- Cloete, J.J.N. : Administration of Health Services, J.L. Van Schaik Ltd., Pretoria, 1978.
- Coetzee, W.A.J. : Public Administration: A South African introductory perspective, J.L. van Schaik, Pretoria, 1988.
- Coetzee, W.A.J. : The Role of the Indian South African in the Administration of his Community, Unpublished D. Phil Thesis, University of Pretoria, Pretoria, 1976.
- Cutchin, D.A. : Guide to Public Administration, F.E. Peacock Publishers Inc., Itasca, Illinois, 1981.
- Dale, S. Beach : Personnel : The Management of People at Work, 3rd edition, Collier Macmillan Publishers, New York, 1975.
- Dessler, G. : Management Fundamentals, Reston Publishing Co., 1977.
- Dessler, G. : Organisation and Management Reston Publishing Company Inc., U.S.A., 1983.
- Dimock, M.E., Dimock, G.O. and Koenig, L.W. : Public Administration, Revised Edition, Holt, Rinehart, Winston, New York, 1981.
- Fesler, J.W. : Public Administration Theory and Practice, Prentice-Hall Inc., Englewood Cliffs, New York, 1980.

- Fritz Morstein Marx :Elements of Public Administration, Second Edition, Prentice Halls Inc., New Jersey, 1959.
- Hanekom, S.X. Rowland, R.W. Bain, E.G. :Key Aspects of Public Administration, Macmillian South Africa Publishers (Pty) Ltd., Johannesburg, 1986.
- Howard, E. McCurdy :Public Administration : A Synthesis, Cummings Publishing Company, Inc., Canada, 1977.
- Ivan, L. Richardson, Sidney Baldwin :Public Administration Government in Action, Charles E. Merrill Publishing Company, Ohio, 1976.
- Joseph, A. Ureges, Jr :The Dimensions of Public Administration, Allyn and Bacon Inc., Massachusettes, 1975.
- Koontz, H. and O'Donnell C.O. :Readings in Management, McGraw-Hill, New York, 1959.
- Litterer, J.A. :Organisations : Systems Control and Adaptation, Vol. 11, Second Edition, John Wiley and Sons, Inc., New York, 1969.
- Lukens, M.E. :Organising to Achieve Program Objectives in Irion; F.C. and Rosenthal, E. : Guidelines for Administrative Action, Albuquerque, Division of Government Research, University of New Mexico, 1961.
- Maasdorp, G.G. :A Natal Indian Community, Natal Regional Survey, University of Natal, Durban, 1968.

- Millet, J.D. ; "Communicating with the Organisation : Problems and Approaches", in Communication in Public Administration, R.B. Highson and D.L. Brown (eds.), pp. 33-34.
- Pachai, B. : The International Aspects of the South African Indian. Question 1860 - 1973, C. Stralk (Pty) Ltd.,
- Palmer Mabel : The History of Indians in Natal, Natal Regional Survey, Vol. 10, Oxford University Press, Cape Town, 1957.
- Pfiffner, J. : "Why not make social services operational?", in Hawley, C.E. and Weintraub, R.G. : Administrative Questions and Political Answers, D. Van Nostrand, New York, 1968.
- Radel, F.E. and Reinders, H.J.J. : Inleiding tot die Bedryfseconomie, 4th edition, J.L. Van Schaik (Pty) Ltd, Pretoria, 1984.
- Reddy, P.S. : Administration of Housing for Indian South Africans in the Durban Municipal Area, Unpublished M.A. Thesis, Durban, 1981.
- Reddy, P.S. : Administration of Housing for Indian South Africans with Particular Reference to the Role of the Development and Services Board of Natal, Unpublished D. Admin. Thesis, University of Durban-Westville, Durban, 1985.
- Reynders, H.J.J. : Die Taak van die Bedryfsleier, J.L. Van Schaik, Pretoria, 1967.

- Robbins, S.P. :Organisational Behaviour : Concepts and Controversies, Englewood Cliffs, New Jersey, Prentice-Hall, Inc., 1979.
- Robbins, S.P. :The Administrative Process, Prentice-Hall, Englewood Cliffs, new Jersey, 1980.
- Robert, S. Lorch :Public Administration, West Publishing Company, Minnesota, 1978.
- Roux, B. : "The Central Administration, Provincial and Local Authorities and Judiciary", in Worral, D. (ed.).South Africa: Government and Politics, Van Schaik Ltd., Pretoria, 1971.
- Sing, D. :Principal Factors Inhibiting the Establishment of Separate Local Authorities for the Northern Durban and Southern Durban Local Affairs Committee, Unpublished M. Amin. Dissertation, University of Durban-Westville, Durban, 1980.
- Smith, R.H. :Labour Resources of Natal, Oxford University Press, Cape town, 1950.
- Tead, O. :Administration : Its Purpose and Performance, Harper and Brothers, New York, 1959.
- Thompson, L.M. :Indian Immigrations into Natal 1860-1872, Archives Year Book, Vol. 11, 1952.
- Tom Burns, G.M. Stalker :The Management of Innovation, Prentice Hall Inc., London, 1961.

Waldo, D. :The Study of Public Administration, Doubleday and Co. Inc., Garden City, New York, 1955.

Yoder, D. et. al. :Handbook on Personnel Management and Labour Relations, New York, Mc Graw-Hill, 1958.

#### B. REPORTS AND NOTES

Annual Report, Commission for Administration, 1984.

Monica Feireira :Attitudes of South Africans regarding provision for old, Reports 152 Human Sciences Research Council, Pretoria, 1986.

Notes, M.L. Sultan Technikon, Public Administration II, 1988, Durban.

Workstudy Report 3/2/3/17 on the Organisation and Establishment of the Phoenix Local Office, 1983.

Workstudy report on the Procedures Methods, Organisation and Establishment of the Phoenix Regional Office, 1987.

#### C. MEMORANDUMS, MANUALS AND HANDBOOKS

Draft Estimates for the Department of Health Services and Welfare, 1986/87.

Memorandum on Welfare Services, Department of Health Services and Welfare of the Administration, House of Delegates, 1982.

Financial Handbook, Administration: House of Delegates.

Memorandum on Welfare Services 1986.

Memorandum on Welfare Services 1987.

Management by Objectives Manual, Administration : House of Delegates.

Public Service Staff Code.

Public Administration Standards for Pensions.

Part IX of the Explanatory Memorandum of the Republic of South Africa Constitution Act, 1983 (Act 110 of 1983).

Manual on the Junior Management Course, VO. 2., Administration ; House of Delegates, Durban, 1985.

#### D. ACTS OF PARLIAMENT AND ORDINANCES

Childrens Act, 1960 (Act 33 of 1960)

Child Care Act, 1983 (Act 74 of 1983)

Colony of Natal : Natal Ordinances, Laws and Proclamations, Vol. 1 (1843 - 1870), Government Printer, P.M. Burg, 1879.

Commission for Administration Act, 1984 (65 of 1984).

Exchequer and Audit Act, 1975 (Act 66 of 1975).

Public Service Act, 1984 (III of 1984)

Republic of South African Constitution Act, 1983. (Act 110 of 1983)

Social Pensions Act, 1973 (Act 37 of 1973).

#### E. NEWSPAPER AND LETTERS

Daily News, 2 August 1984.

Letter 2/29/2 from City Engineer's Dept., dated 22 August 1986.

Press Statement by Dr A.P.T. Du Toit, Chief of Central Statistics Services, 2 August 1985.

#### F. CIRCULARS

Staff Circular No. 9 of 1987 : The Merit System and Revised System of Merit Awards, dated 27 November 1987, Durban. Issued by the Department of Budgetary and Auxiliary Services, Administration : House of Delegates.

#### G. OTHER PUBLICATIONS

De Villiers, P.F.A. : " n Positiewe Gesindheid by die Amptenaar : Rol van die Ledingsgewend Beampte, The Public Servant Vol. 1980.

Fiat Lux, October 1985, Vol. 8

Gulick, L. Science, Values and Public Administration", in Gulick, L. and Urwick, L., (eds.) : Papers on the Science of Administration, Institute of Public Administration, New York, 1937.

Kruger, H.B. : "The Exchequer and Audit Act, 1975 (Act 66 of 1975), Public Servant, July 1975.

News letter : City Engineer's Dept., Phoenix A New Town, 1982.

Republic of South Africa : Parliamentary Guide to State Departments, Government Printer, Pretoria, 1985.

Steyn, W.I. : Occupational Differentiation in the Public Service will Demand Higher Professional Standards, SAIPA, Vol. 19, Pretoria, March, 1984.

Vosloo, W.B. : "Administratiewe Leierskap", SAIPA, Vol.2., No. 4, April 1967.

#### DICTIONARY

Sykes, J.B. : The Concise Oxford Dictionary, New Edition, Claredon Press, Oxford, 1982.

# ANNEXURE 1

ADMINISTRATION: HOUSE OF DELEGATES - DEPARTMENT OF HEALTH SERVICES AND WELFARE

DRAFT ESTIMATES 1987/1988

PROGRAMME 4 : PROMOTION OF WELFARE

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 86/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
<u>SUB-PROGRAMME: SECRETARIAL AND ADMIN. SERVICES</u>							
<u>OBJECTIVE 403341 : WELFARE COMMITTEE JOHANNESBURG ADMINISTRATIVE EXPENDITURE</u>							
1253	Telephone	1466	61	-	200	200	
2491	Subsistence	1466	671	1 000	1 000	1 000	7xR24x6
2646	Govt. Garage	1466	412	-	600	600	Secretary
2769	Transport - Other	1466	863	1 000	1 000	1 400	20 %
TOTAL ADMINISTRATIVE EXPENDITURE			2 007	2 000	2 800	3 200	
TOTAL OBJECTIVE 403341			2 007	2 000	2 800	3 200	
<u>OBJECTIVE 403356 WELFARE COMMITTEE: CAPE TOWN ADMINISTRATIVE EXPENDITURE</u>							
2491	Subsistence	1466	618	1 500	1 000	1 000	7xR24x6
2645	Govt. Garage	1466	2 642	-	50	3 000	Secretary
2769	Transport - Other	1466	1 455	500	500	1 500	
TOTAL ADMINISTRATIVE EXPENDITURE			4 715	2 000	1 550	5 500	
TOTAL OBJECTIVE 403356			4 715	2 000	1 550	5 500	

374

Continued.....

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 85/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
	<u>OBJECTIVE 403360</u>						
	<u>WELFARE COMMITTEE: PORT ELIZABETH</u>						
	<u>ADMINISTRATIVE EXPENDITURE</u>						
2491	Subsistence	1466	509	2 000	1 300	1 700	5x(24x6)+2xR77x5
2646	Govt. Garage	1466	154	-	450	450	Secretary
2769	Transport - Other	1466	148	2 000	900	900	
	TOTAL ADMINISTRATIVE EXPENDITURE		811	4 000	2 650	3 050	
	TOTAL OBJECTIVE 403360		811	4 000	2 650	3 050	
	<u>OBJECTIVE 403375:</u>						
	<u>REGIONAL WELFARE BOARD</u>						
	<u>PERSONNEL EXPENDITURE</u>						
1338	Salaries Actual	1466	-	-	-	760	
2523	Manpower	1466	28 914	33 190	37 891	43 540	
	TOTAL PERSONNEL EXPENDITURE		28 914	33 190	37 891	44 300	
	<u>ADMINISTRATIVE EXPENDITURE</u>						
1342	Membership Reg/Fees	1466	310	-	1 000	1 000	
1357	Incidental Payments	1466	109	-	200	200	
2491	Subsistence	1466	4 560	4 000	4 000	6 000	+Sec/Chairman
2646	Govt. Garage	1466	18 952	3 000	3 000	5 000	
2769	Transport - Other	1466	8 032	7 000	6 000	10 000	+9 trips JHB CH & Sec.
	TOTAL ADMINISTRATIVE EXPENDITURE		31 963	14 000	14 200	22 200	
	<u>STORES</u>						
1412	Printing Other	1466	160	810	909	1 750	
	TOTAL STORES		160	810	909	1 750	
	<u>PROFESSIONAL AND SPECIAL SERVICES</u>						
2190	Specified Services	1466	-	-	-	10 000	Nat. Conference
	TOTAL PROFESSIONAL AND SPECIAL SERVICES		-	-	-	10 000	
	TOTAL OBJECTIVE 403375		61 037	48 000	53 000	78 250	

375

Continued.....

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 86/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
	<u>OBJECTIVE 403394:</u>						
	<u>WELFARE ADMINISTRATION</u>						
	<u>PERSONNEL EXPENDITURE</u>						
1338	Salaries Actual	1487	27 976	205 254	-	40 000	
2504	Manpower						
	Subsidies/Institutions	1445	-	-	-	-	
	Regional Office Cape Town	1681	7 175	-	18 535	20 762	
	Professional Welfare	1466	9 610	96 025	57 508	61 331	
	Auxiliary Services	1487	22 242	31 172	-	-	
			39 027	127 197	76 043	82 093	
2523	Manpower						
	Subsidies/Institutions	1445	140 557	126 595	74 014	84 772	
	Pensions and Allowances	1446	353 271	244 228	567 620	538 581	
	Professional Welfare	1466	537 347	547 326	1081 340	1369 079	(R613601-vac.)
	Auxiliary Services	1487	126 225	110 459	-	-	
	Regional Office Pietermaritzburg	1744	196 792	174 222	212 527	215 319	
	Regional Office Chatsworth	1765	236 770	251 350	255 056	272 355	
	Regional Office Verulam	1802	184 215	173 540	233 402	247 530	
	Regional Office Phoenix	1855	92 016	85 519	100 908	114 655	R17,00 H.W.A.O Phoenix
	Regional Office Johannesburg	1722	118 812	156 562	106 950	159 529	
	Regional Office Cape Town	1681	32 131	113 180	77 753	87 266	
			2018 136	1982 981	2709 570	3089 086	
2218	Other Bonuses	1466	-	-	-	4 000	
		1487	11 184	-	30 000	30 000	
2627	Sanitas	1487	44 022	54 000	59 000	86 000	Act. Exp.+Av. Increase 20 %
	TOTAL PERSONNEL EXPENDITURE		2140 345	2369 432	2874 613	3331 179	
	<u>ADMINISTRATIVE EXPENDITURE</u>						
1249	Postal Services	1487	50	7 200	7 200	7 200	
1253	Telephone						
	Professional Welfare	1466	117	-	500	500	

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 86/87	FIRST REVISED 86/87	REQUEST 87/83	REMARKS
	P/E Regional Office	1713	-	-	2 000	-	
	Auxiliary Services	1487	3 907	26 000	29 000	31 200	+20% w.e.f. 1/4/86
	Regional Office Pietermaritzburg	1744	9 044	6 000	7 000	10 000	Add service + 20%
	Regional Office Chatsworth	1765	13 639	9 000	13 000	13 000	
	Regional Office Verulam	1802	4 633	4 000	5 000	6 000	
	Regional Office Phoenix	1855	6 467	5 000	7 000	7 000	
	Regional Office Johannesburg	1722	4 343	500	4 000	4 000	
	Regional Office Cape Town	1681	755	500	200	2 000	+Sub Off P.E.
			42 905	51 000	67 700	73 700	
1342	Registration Fees	1437	553	1 200	2 000	2 000	
1357	Incidental Expenses	1437	133	300	300	300	
2491	Subsistence						
	Regional Office Johannesburg	1722	480	-	400	500	
	Regional Office Verulam	1802	1 330	-	1 200	1 300	
	Professional Welfare	1466	9 783	-	20 000	20 000	
	Auxiliary Services	1487	14 673	12 000	18 000	18 000	
	Regional Office Cape Town	1681	339	-	-	500	
	Regional Office Pietermaritzburg	1744	940	-	700	2 000	
			27 545	12 000	40 300	42 300	
2546	Govt. Garage						
	Pensions and Allowances	1446	1 845	-	-	2 400	10000kx23,9
	Professional Welfare	1466	26 758	23 700	23 700	46 000	192000kx23,9
	Auxiliary Services	1487	9 174	4 100	4 100	9 600	40000kx23,9
	Regional Office Pietermaritzburg	1744	4 187	6 500	6 500	8 400	35000kx23,9
	Regional Office Chatsworth	1765	2 859	3 400	3 400	4 800	20000kx23,9
	Regional Office Verulam	1802	6 305	4 100	4 100	6 000	25000kx23,9
	Regional Office Phoenix	1855	3 498	4 100	4 100	4 800	20000kx23,9
	Regional Office Johannesburg	1722	9 532	9 700	9 700	13 900	58000kx23,9
	Regional Office Cape Town	1681	2 687	5 400	5 400	3 600	15000kx23,9
			66 845	61 000	61 000	99 500	
2769	Transport Other						
	Professional Welfare	1466	6 527	-	-	10 000	
	Office Auxiliary Services	1487	6 418	26 400	26 400	10 000	

377

Continued.....

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 86/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
2970	Freightage						
	Office Auxiliary Serv.	1487	3 216	3 000	3 000	3 500	
	PMB Regional Office	1744	1 340	-	200	1 500	
	Regional Office Cape Town	1681	56	-	-	100	
	Regional Office Chatsworth	1765	88	-	-	100	
	Regional Office Verulam	1802	280	-	-	300	
	Regional Office Johannesburg	1722	35	-	-	100	
	Regional Office Phoenix	1855	112	-	-	100	
			5 127	3 000	3 200	5 700	
1395	Library Books etc	1487	-	-	-	-	
	TOTAL ADMINISTRATIVE EXPEND.		156 103	162 100	215 900	250 700	
	<u>STORES</u>						
1395	Library Books	1487	1 275	-	-	5 000	
2044	Computer Services	1487	-	-	1 000	-	Prof & Spec. Sev.
1412	Printing Other	1487	637	28 000	28 000	60 000	Act. Exp. Prog. 1
1643	Office Supplies						
	Office Auxiliary Services	1487	5 510	18 000	18 000	-	
	Regional Office PMB	1744	3 317	-	-	5 000	
	Regional Office Chatsworth	1765	5 318	-	-	5 000	
	Regional Office Verulam	1802	2 925	-	-	3 000	
	Regional Office Phoenix	1855	1 978	-	-	2 500	
	Regional Office Johannesburg	1722	3 010	-	-	3 000	
1376	Fuel	1765	32	-	100	100	
1696	Uniform	1487	-	1 500	1 500	1 500	
2650	Other Supplies	1487	60	500	400	400	
	TOTAL STORES		24 052	48 000	49 000	86 500	
	<u>EQUIPMENT</u>						
1751	Hire Equipment/Other						
	Regional Office Cape Town	1681	26	-	500	500	
	Regional Office Johannesburg	1722	648	-	1 000	1 000	
	Regional Office Phoenix	1855	1 021	-	2 500	2 500	

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 86/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
	Regional Office Verulam	1802	1 105	-	2 500	2 500	
	Regional Office Chatsworth	1765	1 599	-	2 000	2 000	
	Regional Office Pietermaritzburg	1744	1 332	-	1 500	1 500	
	Auxiliary Services	1487	148	9 000	5 000	5 000	
			5 879	9 000	15 000	15 000	
2699	Office Equipment	1487	-	6 500	12 000	9 000	
	TOTAL EQUIPMENT		5 879	15 500	27 000	24 000	
	<u>LAND &amp; BUILDING</u>						
1802	Buildings - Hire	1487	-	200	-	-	
	TOTAL LAND & BUILDINGS		-	200	-	-	
	<u>PROFESSIONAL &amp; SPECIAL SERVICES</u>						
2029	Legal Advice Services	1487	-	-	1 000	1 000	
2044	Computer Services	1487	728	-	-	-	
2824	Electricity	1487	209	-	2 000	-	
2010	Repair Services						
	Office Auxiliary Services	1487	872	1 500	2 000	3 000	
	Regional Office PMB	1744	160	-	-	500	
	Regional Office Chatsworth	1765	140	-	-	500	
	Regional Office Verulam	1802	641	-	-	700	
	Regional Office Phoenix	1855	117	-	-	200	
	Regional Office Cape Town	1681	40	-	-	100	
2237	Pen.Pay.Post Office	1487	105	222 000	227 000	227 000	
2190	Special Services	1487	55	-	1 000	1 000	
	TOTAL PROFESSIONAL & SPECIAL SERVICES		3 067	223 500	233 000	234 000	
	<u>MISCELLANEOUS</u>						
2595	Other	1487	1 974	1 268	1 487	1 621	
	TOTAL MISCELLANEOUS		1 974	1 268	1 487	1 621	
	TOTAL OBJECTIVE 403394		2331 430	2820 000	3401 000	3928 000	
	TOTAL SUB PROGRAMME 1		2400 000	2876 000	3461 000	4018 000	

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 86/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
	<u>SUB PROGRAMME 2 : CARE OF THE AGED</u>						
	<u>OBJECTIVE 403407 :</u>						
	<u>OLD AGE PENSIONS</u>						
2487	Transfer Payment Social Pensions TOTAL OBJ. 403407	1446	31 784 377 31 784 377	38 500 000 38 500 000	37 500 000 37 500 000	45 084 000 45 084 000	
	<u>OBJECTIVE 403411</u>						
	<u>WAR VETERANS</u>						
2487	Transfer Payments Social Pensions TOTAL OBJECTIVE 403411	1446	355 733 355 733	453 000 453 000	497 000 497 000	614 000 614 000	
	<u>OBJECTIVE 403426</u>						
	<u>OLD AGE HOMES</u>						
2468	Transfer Payments Miscellaneous TOTAL OBJECTIVE 403426	1445	303 000 303 000	307 000 307 000	200 000 200 000	336 000 336 000	140xR200x12
	<u>OBJECTIVE 403430</u>						
	<u>SERVICE CENTRES</u>						
2468	Transfer Payments Miscellaneous TOTAL OBJECTIVE 403430 TOTAL SUB PROGRAMME 2	1445	4 642 4 890 32 443 000	140 000 140 000 39 400 000	140 000 140 000 38 337 000	140 000 140 000 46 174 000	

379

Continued....

ITEM	DESCRIPTION	RESP	ACTUAL EXP.	AMOUNT VOTED	FIRST REVISED	REQUEST	REMARKS
			85/86	86/87	86/87	87/88	
	<u>SUB PROGRAMME 3 : CARE OF THE HANDICAPPED</u>						
	<u>OBJECTIVE 403479 :</u>						
	<u>DISABILITY PENSIONS</u>						
2487	Transfer Payments						
	Social Pensions	1446	26 387 777	28 080 000	28 080 000	32 362 000	
	TOTAL OBJECTIVE 403479		26 387 777	28 080 000	28 080 000	32 362 000	
	<u>OBJECTIVE 403483 :</u>						
	<u>BLIND PENSIONS</u>						
2487	Transfer Payments						
	Social Pensions	1446	369 752	442 000	442 000	559 000	
	TOTAL OBJECTIVE 403483		369 752	442 000	442 000	559 000	
	<u>OBJECTIVE 403498 : LEPERS</u>						
2437	Transfer Payments						
	Social Pensions	1446	-	1 000	1 000	1 000	
	TOTAL OBJECTIVE 403498		-	1 000	1 000	1 000	
	<u>OBJECTIVE 403515 :</u>						
	<u>MEDICAL COSTS BLIND</u>						
2468	Transfer Payments						
	Miscellaneous		1 010	1 000	1 000	1 000	
	TOTAL OBJECTIVE 403515		1 010	1 000	1 000	1 000	
	<u>OBJECTIVE 403549 :</u>						
	<u>SUBSIDIES BLIND/DEAF</u>						
	<u>STUDENTS</u>						
2468	Transfer Payments						
	Miscellaneous		-	6 000	6 000	6 000	
	TOTAL OBJECTIVE 403549		-	6 000	6 000	6 000	

ITEM	DESCRIPTION	RESP	ACTUAL EXP.	AMOUNT VOTED	FIRST REVISED	REQUEST	REMARKS
			85/85	85/87	86/87	87/88	
	<u>OBJECTIVE 403553 :</u>						
	<u>PROTECTIVE WORKSHOPS AND</u>						
	<u>HOSTELS</u>						
2468	Transfer Payments						
	Miscellaneous	1445	155 461	165 000	200 000	360 000	400xR75x12
	TOTAL OBJECTIVE 403553		155 461	166 000	200 000	360 000	
	<u>OBJECTIVE 403572 :</u>						
	<u>HOSTELS FOR THE HANDICAPPED</u>						
2468	Grant-in-aid	1445	-	582 000	582 000	991 000	280XR295X12
	TOTAL OBJECTIVE 403572		-	582 000	582 000	991 000	
	TOTAL SUB PROGRAMME 3 : CARE OF THE HANDICAPPED		26 914 000	29 278 000	29 312 000	34 280 000	
	<u>SUB PROGRAMME 4 : CHILD WELFARE</u>						
	<u>OBJECTIVE 403587 : DEPARTMENTAL PLACES</u>						
	<u>OF SAFETY AND DETENTION</u>						
	<u>PERSONNEL EXPENDITURE</u>						
1333	Salaries Actual : Valley View	1453	-	-	-	1 000	
	Dalton	1973	-	-	-	1 000	
2523	Manpower Indian Valley View	1453	123 372	156 406	173 007	171 751	
	Dalton	1973	-	-	-	270 273	
1997	Supervisory	1453	-	2 760	-	-	
2260	Leave Gratuity Dalton	1973	-	-	-	1 000	
	Valley View	1453	710	500	-	1 000	
1499	Other Salary Allowances Dalton	1973	-	-	-	2 760	
	Valley View	1453	2 760	-	2 760	3 760	Rate Increase
	TOTAL PERSONNEL EXPENDITURE		126 842	159 666	175 767	452 544	
	<u>ADMINISTRATIVE EXPENDITURE</u>						
1253	Telephone	1453	861	800	800	1 500	
		1973	-	-	-	1 500	

381

Continued....

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 86/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
2491	Subsistence - Valley View	1453	-	20	20	20	
	Dalton	1973	-	-	-	20	
2546	Govt Garage - Valley View	1453	5 232	5 200	5 200	6 000	
	Dalton	1973	-	-	-	5 830	
2769	Transport Other - Valley View	1453	105	300	300	500	
	Dalton	1973	-	-	-	500	
2970	Freightage - Valley View	1453	396	1 000	1 000	500	
	Dalton	1973	-	-	-	500	
TOTAL ADMINISTRATIVE EXPEND.			6 594	7 320	7 320	16 870	

STORES

1376	Fuel - Valley View	1453	68	200	200	200	
	Dalton	1973	-	-	-	200	
1427	Domestic Supplies - Valley View	1453	1 569	6 000	6 000	6 000	
	Dalton	1973	-	-	-	6 000	
1446	Clothing & Footwear - Valley View	1453	9 971	8 000	8 000	15 000	
	Dalton	1973	-	-	-	15 000	
1465	Foodstuff - Valley View	1453	41 693	98 000	100 000	104 000	
	Dalton	1973	-	-	-	104 000	
1662	Cleaning/Maintenance Material - Valley View	1453	-	100	100	1 000	
	Dalton	1973	-	-	-	1 000	
1677	Sport Recreation - Valley View	1453	105	1 000	1 000	1 000	
	Dalton	1973	-	-	-	3 000	
1696	Uniforms - Valley View	1453	-	1 000	1 000	1 000	
	Dalton	1973	-	-	-	1 000	
1709	Laundry Supplies - Valley View	1453	600	600	600	600	
	Dalton	1973	-	-	-	600	
1658	School Supplies - Valley View	1453	1 104	-	400	1 200	
	Dalton	1973	-	-	-	1 200	
2650	Other Supplies - Valley View	1453	-	1 000	1 000	1 000	
	Dalton	1973	-	-	-	1 000	
TOTAL STORES			55 110	115 900	118 300	264 000	

EQUIPMENT

1732	Equipment - Other - Valley View	1453	-	100	100	100	
	Dalton	1973	-	-	-	100	

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 86/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
2684	Furniture/Apparatus - Valley View Dalton	1453 1973	1 600 -	3 000 -	3 000 -	3 000 3 000	
	TOTAL EQUIPMENT		1 600	3 100	3 100	6 200	
	<u>PROFESSIONAL &amp; SPECIAL SERVICES</u>						
1944	Medical Services - Valley View Dalton	1453 1973	4 916 -	9 000 -	9 000 -	10 000 10 000	
2010	Repair Services - Valley View Dalton	1453 1973	123 -	600 -	600 -	500 500	
	TOTAL PROFESSIONAL & SPECIAL SERVICES		5 039	9 600	9 600	21 000	
	<u>TRANSFER PAYMENT</u>						
2468	MISCELLANEOUS - Valley View	1453	-	-	2 100	-	Vide Obj.403623
	TOTAL TRANSFER PAYMENT		-	-	2 100	-	
	<u>MISCELLANEOUS</u>						
2595	Miscellaneous Exp/Other - Valley View	1453	815	1 414	1 813	1 336	
	TOTAL MISCELLANEOUS EXPEND.		815	1 414	1 813	1 336	
	TOTAL OBJECTIVE 403587		195 000	297 000	318 000	752 000	
	<u>OBJECTIVE 403591 :</u>						
	<u>SPECIAL GRANTS-IN-AID (COL 2)</u>						
2449	Transfer Payments Grant-in-aid	1445	72 000	30 000	30 000	75 000	
	TOTAL OBJECTIVE 403591		72 000	30 000	30 000	75 000	

383

Continued.....

ITEM	DESCRIPTION	RESP	ACTUAL EXP.	AMOUNT VOTED	FIRST REVISED	REQUEST	REMARKS
	<u>OBJECTIVE 403604 : SUBSIDY</u> <u>CHILDRENS' HOMES (T/P CURRENT)</u>		85/86	86/87	86/87	87/88	
2468	Transfer Payments Miscellaneous TOTAL OBJECTIVE 403604	1445	586 670 586 670	737 000 737 000	737 000 737 000	1 300 000 1 300 000	394xR275x12
	<u>OBJECTIVE 403619 : SUBSIDY</u> <u>CHILDREN'S HOME (T/P CAPITAL)</u>						
2468	Transfer Payments Grant-in-Aid TOTAL OBJECTIVE	1445	- -	- -	- -	- -	
	<u>OBJECTIVE 403623 : SUBSIDY</u> <u>PLACES OF CARE (T/P CURRENT)</u>						
2468	Transfer Payments Grant-in-Aid TOTAL OBJECTIVE 403623	1445 1453 1973	- - -	15 000 - -	15 000 - -	15 600 4 200 4 200	Nominal R1,00 pocket money per pupil pw
	<u>OBJECTIVE 403638 : MAINTENANCE ALLOWANCE</u>						
2437	Transfer Payments Social Pensions TOTAL OBJECTIVE 403638	1446	32 454 115 32 454 115	36 991 000 36 991 000	36 963 000 36 963 000	38 242 000 38 242 000	
	<u>OBJECTIVE 403642 : FOSTER</u> <u>PARENT ALLOWANCES</u>						
2487	Transfer Payments Social Pensions TOTAL OBJECTIVE 403642	1446	5 075 5 075	3 383 000 3 383 000	3 000 000 3 000 000	2 259 000 2 259 000	

ITEM	DESCRIPTION	RESP	ACTUAL EXP.	AMOUNT VOTED	FIRST REVISED	REQUEST	REMARKS
	<u>OBJECTIVE 403657 :</u> <u>PLACE OF SAFETY ALLOWANCE</u>		85/86	86/87	86/87	87/88	
2468	Transfer Payments Miscellaneous	1446	144 140	154 000	154 000	292 000	200xR4X365
	TOTAL OBJECTIVE 403657		144 140	154 000	154 000	292 000	
	TOTAL SUB PROGRAMME 4 : CHILD WELFARE		33 458 000	41 607 000	41 217 000	42 954 000	
	<u>SUB PROGRAMME 5</u> <u>GENERAL WELFARE &amp; CO-</u> <u>ORDINATING SERVICES</u> <u>SUBSIDY</u>						
	<u>OBJECTIVE 403661 :</u> <u>FAMILY CARE</u> <u>ORGANISATIONS</u>						
2468	Transfer Payments Miscellaneous	1445	3 000 000	3 800 000	3 400 000	5 493 000	
	TOTAL OBJECTIVE 403661		3 000 000	3 800 000	3 400 000	5 493 000	
	TOTAL SUB PROGRAMME 5		3 000 000	3 800 000	3 400 000	5 493 000	
	<u>SUB PROGRAMME 6</u> <u>REHABILITATION SERVICES</u>						
	<u>OBJECTIVE 403680 :</u> <u>WELFARE ORGANISATIONS FOR</u> <u>ALCOHOLICS AND DRUG ADDICTS</u>						
2468	Transfer Payments Miscellaneous	1445	37 000	160 000	160 000	209 000	8xR2179x12
	TOTAL OBJECTIVE 403680		37 000	160 000	160 000	209 000	

ITEM	DESCRIPTION	RESP	ACTUAL EXP. 85/86	AMOUNT VOTED 85/87	FIRST REVISED 86/87	REQUEST 87/88	REMARKS
	<u>OBJECTIVE 403695 :</u> <u>REMOVAL OF DETAINEES</u>						
	<u>PROFESSIONAL AND SPECIAL SERVICES</u>						
1817	Escort Services	1445	44 000	52 000	52 000	70 000	
	TOTAL OBJECTIVE 403695		44 000	52 000	52 000	70 000	
	TOTAL SUB PROGRAMME: REHABILITATION SERVICES		81 000	212 000	212 000	279 000	
	<u>SUB PROGRAMME 7</u> <u>RELIEF AND DISTRESS</u>						
	<u>OBJECTIVE 403712 :</u> <u>SOCIAL ASSISTANCE</u>						
2468	Transfer Payments						
	Grant-in-Aid						
	Durban	1445	-	-	-		
	Durban	1446	227 809	90 000	90 000	200 000	
	Chatsworth	1765	253 688	132 000	500 000	600 000	
	Pietermaritzburg	1744	9 351	7 000	25 000	30 000	
	Phoenix	1855	67 054	33 000	60 000	80 000	
	Verulam	1802	71 158	13 000	75 000	80 000	
	Johannesburg	1722	343	1 500	2 000	5 000	
	Cape Town	1681	193	4 500	7 000	5 000	
	TOTAL TRANSFER PAYMENTS		629 596	281 000	759 000	1 000 000	
			629 596	281 000	759 000	1 000 000	
	TOTAL OBJECTIVE : 403712						
	<u>OBJECTIVE 403727 : RELIEF</u> <u>FUNDS (SUBSIDIES)</u>						
2468	Transfer Payments						
	Miscellaneous	1437	350 000	1 000	1 000	1 000	
	TOTAL OBJECTIVE 403727		350 000	1 000	1 000	1 000	

ITEM	DESCRIPTION	RESP	ACTUAL EXP.	AMOUNT VOTED	FIRST REVISED	REQUEST	REMARKS
	<u>OBJECTIVE 407022 : RANO-FOR-RANO</u> <u>FOOD SCHEME</u>		85/86	86/87	86/87	87/88	
2449	Transfer Payments Grant-in-Aid	1446	86 898	-	59 000	-	
	TOTAL TRANSFER PAYMENTS		86 898	-	59 000	-	
	TOTAL OBJECTIVE 407022		86 898	-	59 000	-	
	<u>OBJECTIVE 407037 : SOCIAL</u> <u>ASSIST : UNEMPLOYED</u>						
2468	Transfer Payments Miscellaneous	1446	6 506	-	500 000	500 000	
	TOTAL TRANSFER PAYMENTS		6 506	-	500 000	500 000	
	TOTAL OBJECTIVE 407037		6 506	-	500 000	500 000	
	TOTAL SUB PROGRAMME 7		1 073 000	282 000	1 319 000	1 501 000	
	TOTAL PROGRAMME 4 : CONTINUATION		99 374 000	117 455 000	117 258 000	134 699 000	
	TOTAL EXTENSIONS (SEE ANNEXURE)		-	-	-	143 000	
	TOTAL PROGRAMME 4		99 374 000	117 455 000	117 258 000	134 842 000	

0013E

/SK

387

Continued.....

PROGRAMME 4 : WELFARE PROMOTION

ANNEXURE

EXTENSIONS

ITEM	DESCRIPTION	RESP.	REQUEST	REMARKS
	OBJECTIVE : 407249 WELFARE BOARD JOHANNESBURG			
	<u>PERSONNEL EXPENDITURE</u>			
2523	Manpower	1466	28 359	1 Senior Social Worker etc.
	TOTAL PERSONNEL EXPENDITURE		28 360	
	<u>ADMINISTRATIVE EXPENDITURE</u>			
2491	Subsistence	1466	5 000	In view of the large number of
2646	Govt Garage	1466	3 000	Indians in the Transvaal the
1357	Incidental Payments	1466	100	existing Regional Welfare Board
2769	Transport Other	1466	1 540	of Natal, Transvaal and Cape of
				Good Hope has requested that an
				additional Board be established
				in the Transvaal to more fully meet
				the needs of the Indian Community
	TOTAL ADMIN. EXPENDITURE		9 640	
	TOTAL OBJECTIVE		38 000	
	OBJECTIVE : 407234 <u>WELFARE COMMITTEE NORTH NATAL</u> <u>ADMINISTRATIVE EXPENDITURE</u>			
2491	Subsistence	1466	2 500	Coupled with the above the existing

388

Continued.....

ITEM	DESCRIPTION	RESP.	REQUEST	REMARKS
2769	Transport Other	1465	2 500	Board considers an urgent need for a Welfare Committee to be established to meet the needs of the Indian Community in Northern Natal.
	TOTAL ADMIN. EXPENDITURE		5 000	
	TOTAL OBJECTIVE		5 000	
	<u>OBJECTIVE 403394 : WELFARE ADMIN</u>			
2523	Manpower Indian Professional Welfare	1466	100 000	For extension to services 1987/1988 1 Senior Social Worker 4 Social Worker 1 Psychiatric Social Worker 1 HWAC (East London )
	TOTAL OBJ. 403394		100 000	
	TOTAL EXTENSION		143 000	

## ADMINISTRATION : HOUSE OF DELEGATES

## DEPARTMENT OF HEALTH SERVICES AND WELFARE

ESTIMATE :

PROGRAMME :

OBJECTIVE :

RESPONSIBILITY :

TEM	CALCULATION MOTIVATION *REASON FOR DIFFERENCE	VOTED	DRAFT EST	FORECAST		
		1986/87	1987/88*	1988/89*	1989/90	1990/91
390						

ITEM	C A L C U L A T I O N MOTIVATION AND REASON FOR DIFFERENCE	VOTE	FIRST REVISED

OBJECTIVE	:
ITEM	:

## CALCULATIONS/MOTIVATIONS

1987/88		
VOTED	EXPENDITURE 30/09/87	SECOND REVISED



REPUBLIEK VAN SUID-AFRIKA



REPUBLIC OF SOUTH AFRICA

## AANSOEK OM 'N BETREKKING • APPLICATION FOR EMPLOYMENT

**Let wel.**—Die applikant moet hierdie vorm in sy/haar eie handskrif met ink invul en, indien beskikbaar, afskrifte van opvoedkundige sertifikate aanheg.

**Please note.**—This form must be completed in ink by the applicant in his/her own handwriting and, if available, copies of educational certificates must be attached.

## A. WERK VERLANG—EMPLOYMENT DESIRED

1. Betrekking verlang Employment desired		2. Departement(e) in voorkeurorde Department(s) in order of preference	
.....		.....	
.....		.....	
.....		.....	
3. Verwysingsnommer (indien enige) Reference number (if any)	4. Wanneer kan u diens aanvaar? When can you assume duty?	5. Sentrum(s) waar aanstelling verkies word in voorkeurorde/ Centre(s) where appointment is preferred in order of preference	

## B. PERSOONLIKE BESONDERHEDE—PERSONAL PARTICULARS

1. Van (asook nooit van indien van toepassing) (in blokletters) Surname (also maiden name if applicable) (in block letters)				3. Telefoonnommer Telephone number		4. Dui aan met 'n X in die toepaslike ruimtes. Mark with an X in the appropriate spaces.	
2. Voorname (in blokletters) First names (in block letters)							
5. Geboortedatum Date of birth	6. Identiteitsnommer Identity number	7. Bevolkingsgroep Population group	8. Etniese groep (in geval van Swartes) Ethnic group (in the case of Blacks)				
9. Permanente posadres/Permanent postal address				10. Naaste spoorwegstasie Nearest railway station			
11. Naam en beroep van vader/Name and occupation of father							
12. Is u 'n Suid-Afrikaanse burger? Are you a South African citizen?			13. Indien nie, meld nasionaliteit If not, state nationality				
14. Het u 'n liggaamlike en/of geestelike gebrek of siekte? (Indien wel, beskryf) Have you any physical and/or mental defect or disease? (If so, describe)							
15. Datum waarop u ononderbroke militêre diensplig/tuisfrontopleiding voltooi is Date on which you completed your compulsory continuous military service/home front training							
16. Getal en ouderdomme van afhanklike kinders Number and ages of dependent children						<b>Vir amptelike gebruik</b> <b>For official use</b> (Sertifisering van geboortebesonderhede, ens) (Certifying of particulars of birth, etc.)	
17. Is u al ooit skuldig bevind aan 'n kriminele oortreding of ontslaan uit diens? Have you ever been convicted of a criminal offence or been dismissed from employment?  Indien wel, meld besonderhede op aparte vel. If so, furnish particulars on separate sheet.							
18. Ingeval u 'n professie of beroep beoefen wat Staats- of amptelike registrasie vereis, meld datum en besonderhede van registrasie If you profession or occupation requires State or official registration, state date and particulars of registration							
19. Amptelike taal waarin u u korrespondensie verkies Official language in which you prefer to receive your correspondence							

[Blaai om/Turn over]

### C. TAALBEDREWENHEID—LANGUAGE PROFICIENCY

81/97143 (Z 83)

Meld "goed", "redelik", "swak" in die toepaslike ruimtes—State "good", "fair", "poor" in the appropriate spaces.

Afrikaans "good", "leënik", "swak" in die toepaslike ruimtes—State "good", "fair", "poor" in the appropriate spaces.						
	Afrikaans	Engels/English	Swart tale en ander ( <i>spesifiseer</i> )—Black languages and other ( <i>specify</i> )			
Praat/Speak.....						
Lees/Read .....						
Skryf/Write .....						

## D. KWALIFIKASIES—QUALIFICATIONS

Naam van onderwys- inrigting en sentrum Name of educational institution and centre	Sertifikate, diplomas en grade <b>verwerf</b> Certificates, diplomas and degrees <b>obtained</b>	ALLE VAKKE/ALL SUBJECTS (Onderstreep hoofvakke. In die geval van tikskrif en snelskrif/shorthand noem tale en snelheid Underline major subjects. In the case of typing and shorthand/snelskrif state languages and speed)	Maand en jaar waarin verwerf Month and year obtained	Normale duur van kursus Normal duration of course	Hoe is hoogste kwalifikasie verwerf? How has highest qualification been obtained? <b>Dui aan met 'n X in die toepaslike ruimtes</b> <b>Mark with an X in the appro- priate spaces</b>
<i>Skool/Tegniese Kollege</i> <i>School/Technical College</i>	<i>Meld slegs hoogste kwalifikasie State highest qualifi- cation only</i>				
<i>Universiteits- en ander kursusse</i> <i>University and other courses</i>	<i>Meld alle kwalifikasies State all qualifications</i>				

Getal jare vakleerlingskap suksesvol deurloop  
Number of years apprenticeship successfully completed

Kontraknummer  
Agreement number

Ambag/Trade

Meld verdere studierigting (indien enige)  
State field of further study (if any)

**E. ONDERVINDING—EXPERIENCE.** (In datumvolgorde—In chronological order)

[illegible]

Ek verklaar dat bostaande gegewens volledig en korrek is/I declare that the above particulars are complete and correct.

Handtekening/Signature

Durum/Date

VERTROULIK  
CONFIDENTIAL

REPUBLIEK VAN SUID-AFRIKA • REPUBLIC OF SOUTH AFRICA

### KWARTAALVERSLAG: BEAMPTTE OP PROEF QUARTERLY REPORT: OFFICER ON PROBATION

**L.W.—(1)** Hierdie vorm moet onmiddellik by verstryking van die neergelegde tydperk en *aan die hand van die opmerkings in die Verslag van Toesighouer (Z 250)* ingevul word. Daarna moet dit aan die beampte op proef getoon en deur hom onderteken word, waarna dit langs die gewone kanale aan die Departementshoof deurgestuur word.

**N.B.**

This form should be filled in immediately on expiry of the prescribed period and *in the light of the comments contained in the Supervisor's Report (Z 250)*. Thereafter it should be shown to and signed by the officer on probation, and forwarded to the Head of the Department through the usual channels.

- (2) Gevalle van wanaangepaste beamptes, wat nie deur die Departementshoof in 'n gepaste werkringting geplaas kan word nie, moet onverwyld onder die aandag van die Kommissie vir Administrasie gebring word.

Cases of maladjusted officers, who cannot be placed in a suitable field of work by the Head of the Department, should be brought to the notice of the Commission for Administration without delay.

Naam  
Name .....  
Rang  
Rank .....

Identiteits No.  
Identity No.

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

Tydperk  
Period .....

Verslag No.  
Report No. ....

Merk niet 'n X in die toepaslike kolom Insert X in appropriate column	Bevredigend Satisfactory	Onbevredigend Unsatisfactory	(xi) Is die beampte na u mening gepas geplaas? Indien nie, wat stel u voor? Is the officer in your view placed correctly? If not, what do you propose?
(i) Bywoning Attendance			.....
(ii) Ywer Zeal			.....
(iii) Deeglikheid en noukeurigheid Thoroughness and accuracy			.....
(iv) Gewilligheid om te leer Willingness to learn			.....
(v) Gedrag Conduct			.....
(vi) Vriendelikheid en hulpvaardigheid Friendliness and helpfulness			(xii) Verwag u dat die beampte by verstryking van sy proef tydperk vir 'n vaste aanstelling geskik sal wees? Do you anticipate that the officer upon expiry of his probationary period will be suitable for a permanent appointment? .....
(vii) Algemene vordering General progress			
(viii) Taalbevoegdheid: Language proficiency: Afrikaans			
Engels/English			
(ix) Soberheid Sobriety			
(x) Voorkoms en klededrag Appearance and dress			.....

**BESONDERHEDE VAN OPLEIDINGSPROGRAM WAARAAN DIE BEAMPTTE GEDURENDE DIE VERSLAGTYDPERK ONDERWERP IS EN DIE VORDERING WAT HY/SY GEMAAK HET**  
**DETAILS OF THE TRAINING PROGRAMME TO WHICH THE OFFICER HAS BEEN SUBJECTED DURING THE REPORTING PERIOD AND THE PROGRESS WHICH HE/SHE MADE**

.....

*Toesighoudende beampte/Supervisor*

*Rang/Rank*

*Datum/Date*

OPMERKINGS VAN HOOF VAN KANTOOR OF AFDELING  
COMMENTS OF HEAD OF OFFICE OR DIVISION

.....

.....

.....

.....

*Naamtekening/Signature*

*Rang/Rank*

*Datum/Date*

Indien beampte op proef vertoë wil rig in verband met die inhoud van die verslag, moet hy dit afsonderlik doen.  
If officer on probation desires to submit representations in connection with the contents of the report, he should do so separately.

KENNIS GENEEM/NOTED

.....

*Beampte op proef/Officer on probation*

*Datum/Date*

REPUBLIC OF SOUTH AFRICA

## INSTRUCTIONS

4. Form Z 249 (a) in connection with the carrying out of inspections and submission of returns must be inserted between pages 2 and 3 of this form.

## VOORSKRIFTE

4. Vorm Z 249 (a) in verband met die uitvoering van inspeksies en indiening van opgawes moet tussen bladsye 2 en 3 van hierdie vorm ingevoeg word.

Post  
Pos

## INCUMBENT OF POST/BEKLEËR VAN POS

[illegible]

## SUPERVISING OFFICER/TOESIGHOUDENDE BEAMPTTE

[illegible]

**BOOKS AND REGISTERS TO BE KEPT/BOEKE EN REGISTERS WAT GEHOUD MOET WORD**

[illegible]

3

4



B. TOESIGHOUER SE WAARDEBEPALING :  
SUPERVISOR'S EVALUATION:

Eienskap Quality	Verantwoordelikheid Responsibility	Insig Insight	Menseverhoudings Human relations	Organisasie Organisation	Produktiwiteit Productivity
Par. No.					
Waarde Value					

ADDISIONELE MOTIVERING /OPMERKINGS:  
ADDITIONAL MOTIVATION/REMARKS:

.....

.....

.....

.....

.....

.....

.....  
Datum  
Date  
.....  
Handtekening van toesighouer  
Signature of supervisor  
.....  
Paraaf van beampte/werknemer  
Initials of officer/employee

C. EVALUERING VAN TOESIGHOUER SE WAARDEBEPALING :  
ASSESSMENT OF SUPERVISOR'S EVALUATION:

.....

.....

.....

.....

.....

.....

.....  
Datum  
Date  
.....  
Handtekening van beheerbeampte  
Signature of control officer  
.....  
Paraaf van toesighouer  
Initials of supervisor

D. OPMERKINGS DEUR HOOF VAN AFDELING/DEPARTEMENT :  
REMARKS BY HEAD OF SECTION/DEPARTMENT:

.....

.....

.....

.....

.....

.....

.....  
Datum  
Date  
.....  
Handtekening van hoof van afdeling/departement  
Signature of head of section/department

Parawe van Initials of	Werker Worker	Toesighouer Supervisor	Beheerbeampte Controlling officer

REPUBLIEK VAN SUID-AFRIKA



REPUBLIC OF SOUTH AFRICA

**PERSONEELVERSLAG • STAFF REPORT**

Die voorskrifte vervat in die handleiding Z 268 moet stiptelik nagekom word  
The instructions contained in the manual Z 268 must be strictly observed

1. PERSOONLIKE BESONDERHEDE—PERSONAL PARTICULARS

Familiennaam Surname		
Voornaam First names		
Departement/Administrasie Department/Administration		
Afdeling (Kantoor) Division (Office)		
Standplaas Centre		
Rang Rank		
Datum van toetrede tot graad—Werklik Date of entry into grade—Actual		Nominaal Nominal
Ouderdom Age	Identiteits No. Identity No.	
Huwelikstaat en gesinsgrootte. (Meld getal afhanklikes) Marital status and size of family. (State number of dependants)		
Salaris R Salary R	p.j. p.a.	Datum bereik Date attained
Verhogingsdatum Incremental date	Salarisskaal Salary scale	

2. OPVOEDKUNDIGE KWALIFIKASIES—EDUCATIONAL QUALIFICATIONS

(a) Hoogste skooleksamen waarin geslaag Highest school examination passed	
(b) Naskoolse kwalifikasies Post-school qualifications	Hoofvakke Major subjects

#### 4. VERPLAASBAARHEID—TRANSFERABILITY

## 5. ALGEMENE INLIGTING—GENERAL INFORMATION

(a) Is die beampte reg geplaas in sy huidige pos/werkrigting?  
Is the officer correctly placed in his present post/field of work?.....

Indien nie, waar meen u kan sy dienste tot die grootste voordeel aangewend word?  
If not, where, in your opinion, can his services be utilised to the greatest advantage?.....

.....

.....

(b) Gesondheidstoestand/liggaamlike voorkoms. (Meld gebreke, as daar is)  
State of health/physical appearance. (State defects, if any).....

.....

5. (Vervolg/continued):

L.W.—*Enige ongunstige opmerking onder (c) moet ingevolge die bepalinge van die Staatsdiensregulasies en ander voorskrifte behandel word.*  
N.B.—*Any adverse remarks under (c) must be dealt with in accordance with the provisions of the Public Service Regulations and other instructions.*

(c) Is daar enige tekortkominge/swakhede wat sy bevordering/verplasing kan beïnvloed (bv. ten opsigte van drankgebruik, stiptheid, kleredrag, persoonlike optrede, persoonlikheid, ens.)?  
Are there any shortcomings/weaknesses which may influence his promotion/transfer (e.g. in regard to the use of liquor, punctuality, dress, personal address, personality, etc.)?.....

.....

.....

.....

.....

.....

6. MERIETEAAANSLAG—MERIT ASSESSMENT

(1) *A dui aan die verslaggewende beampte. B het betrekking op die streekmerietekomitee.*  
*A denotes the reporting officer. B refers to the regional merit committee.*

(2) *Die verslaggewende beampte moet blou of swart ink gebruik. Die streekmerietekomitee se aanslae moet met rooi ink aangedui word.*  
*The reporting officer should use blue or black ink. The regional merit committee's assessment must be shown in red ink.*

(3) *Enige ongunstige aanslag moet ingevolge die bepalinge van die Staatsdiensregulasies en ander voorskrifte behandel word.*  
*Any adverse assessment must be dealt with in accordance with the provisions of the Public Service Regulations and other instructions.*

Eienskappe Qualities		Swak Weak	Swakkerig Somewhat weak	Bevredigend Satisfactory	Merkbaar beter as bevredigend Noticeably better than satisfactory	Heelwat beter as bevredigend Considerably better than satisfactory	Uitsonderlik Exceptional	Puntetoekenning deur sentrale merietekomitee Marks awarded by central merit committee
(a) Verantwoordelikheid Responsibility.....	A							
	B							
(b) Insig Insight.....	A							
	B							
(c) Menseverhoudings Human relations....	A							
	B							
(d) Organisasie Organisation.....	A							
	B							
(e) Produktiwiteit Productivity.....	A							
	B							
TOTAAL TOTAL.....								
KLASINDELING (SOOS DEUR DIE SENTRALE MERIETEKOMITEE BEPAAL) CLASSIFICATION (AS DETERMINED BY THE CENTRAL MERIT COMMITTEE)								

7. OPMERKINGS (verslaggewende beampte)—REMARKS (reporting officer)

<p>Ek verklaar dat ek die beampte se verdienstelikheid beoordeel het ooreenkomstig die voorskrifte van die handleiding. I certify that I have assessed the officer's merit in accordance with the provisions of the manual.</p>		
<p>Handtekening/Signature</p>	<p>Rang/Rank</p>	<p>Datum/Date</p>

8. OPMERKINGS VAN DIE HOOF VAN DIE KANTOOR OF AFDELING (waar hy nie self as verslaggewende-beampte opgetree het nie)  
REMARKS OF THE HEAD OF THE OFFICE OR DIVISION (where he did not himself act as reporting officer)

<p>Handtekening/Signature</p>			<p>Rang/Rank</p>			<p>Datum/Date</p>		
-------------------------------	--	--	------------------	--	--	-------------------	--	--

9. OPMERKINGS (as daar is) VAN DIE HOOF VAN DIE DEPARTEMENT oor o.a. die beampte se potensiali-teit en die bevindings van die sentrale merietekomitee  
REMARKS (if any) BY THE HEAD OF THE DEPARTMENT regarding, *inter alia*, the officer's potentiality and the findings of the central merit committee

<p>Handtekening/Signature</p>			<p>Rang/Rank</p>			<p>Datum/Date</p>		
-------------------------------	--	--	------------------	--	--	-------------------	--	--



REPUBLIEK VAN SUID-AFRIKA

REPUBLIC OF SOUTH AFRICA



## INSIG • INSIGHT

INSIG	INSIGHT
<p>Visie en logiese denke gepaard met 'n gebalanseerde, oorwoë benadering van sake en die vermoë van 'n beampte om in sy werk sy kennis, kwalifikasies, ervaring, gesonde verstand en aanleg te benut deur onder andere—</p> <p>(a) sake/situasies te ontleed, te begryp en tot 'n redelike gevolgtrekking te beredeneer;</p> <p>(b) oplossings vir probleme te vind, nuwe gedagterigtings toe te pas of te skep en verbeterings voor te stel of aan te bring.</p>	<p>Vision and clear thinking, coupled with a balanced, considered approach to matters, and an officer's ability to make use of his knowledge, qualifications, experience, common sense and aptitudes in connection with his work, so as, <i>inter alia</i>—</p> <p>(a) to analyse and understand matters/situations and to reason them out to a logical conclusion;</p> <p>(b) to find solutions to problems, follow or establish new lines of thought, and propose or bring about improvements.</p>

Naam: Name:	
Rang: Rank:	Departement: Department:

## GRADERING—GRADING

	Swak Weak	Swakkerig Somewhat weak	Bevredigend Satisfactory	Merkbaar beter as bevredigend Noticeably better than satisfactory	Heelwat beter as bevredigend Considerably better than satisfactory	Uitsonderlik Exceptional
Verslaggewende beampte Reporting officer						
Streekmerietekomitee Regional merit committee						

<p>Die verslaggewende beampte en die streekmerietekomitee moet hieronder (en agterop, indien nodig) bondige dog volledige motivering, met vermelding van spesifieke voorbeelde van die beampte se werkverrigting en/of optrede, verstrek vir die toekenning van die gradering hierbo aangedui.</p>	<p>The reporting officer and the regional merit committee must give hereunder (and on the reverse, if necessary) brief but full motivation, with reference to specific examples of the officer's work performance and/or conduct, for the above grading.</p>



[illegible]

## This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There is no handwriting or other markings on the paper.



REPUBLIC VAN SUID-AFRIKA

REPUBLIC OF SOUTH AFRICA

## ORGANISASIE • ORGANISATION

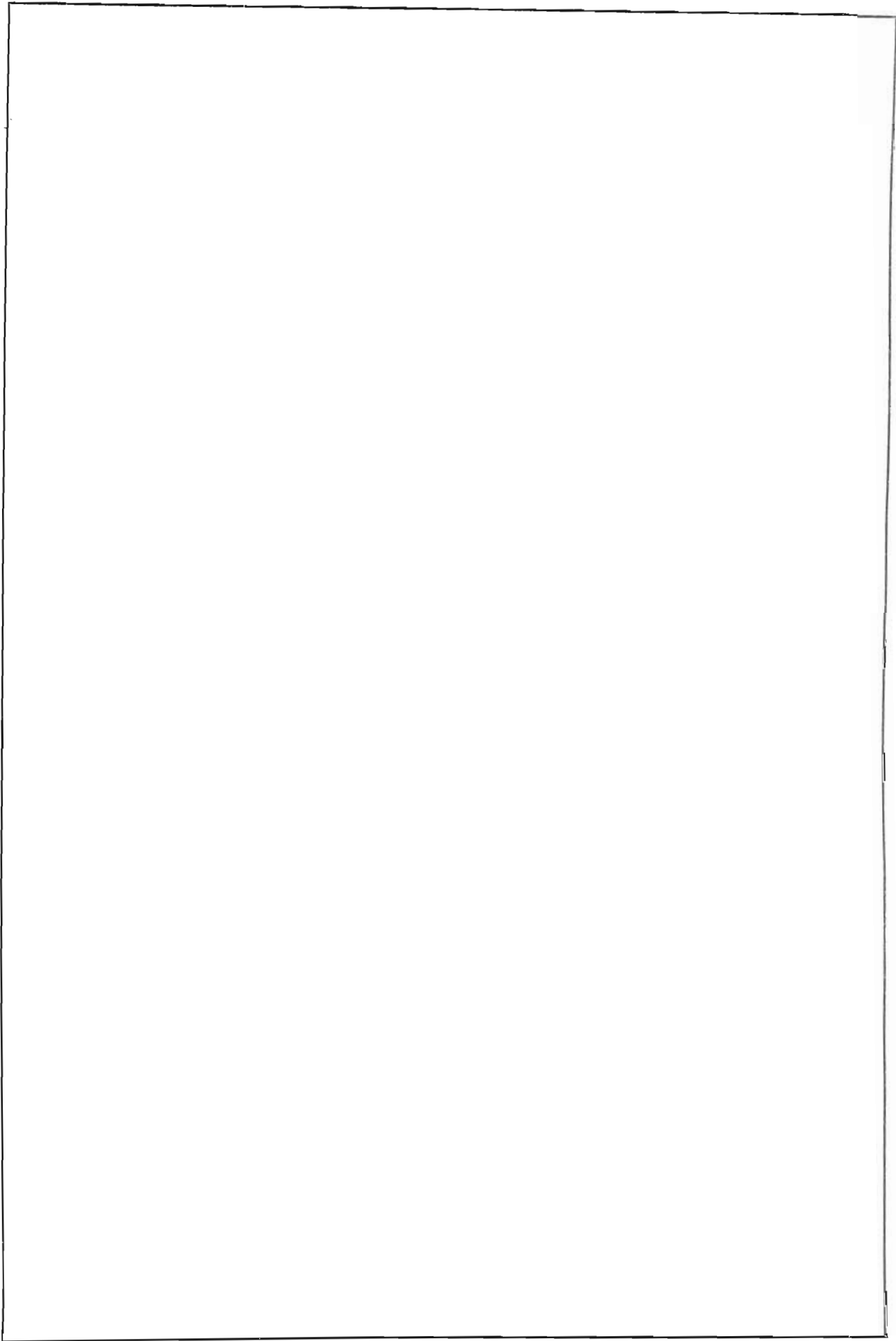
<h3 style="text-align: center;">ORGANISASIE</h3> <p>Die vermoë om die uitvoering van werk stelselmatig te beplan en bedrywighede te reël sodat maksimum produksie met die minimum besteding van energie en tyd verkry word. Dit omvat die behoorlike indeling van funksies/pligte onder afdelings, takke, seksies, range en eenhede, asook die behoorlike delegering van gesag en koördinerende werksaamhede. Dit is noodsaaklik om die verloop van sake te kan evalueer en algaande aanpassings te maak sodat die organisasie as geheel doeltreffend funksioneer.</p>	<h3 style="text-align: center;">ORGANISATION</h3> <p>The ability to plan and arrange the systematic execution of work so as to obtain the maximum production with the minimum expenditure of energy and time. This involves the proper allocation of functions/duties to divisions, branches, sections, ranks and units, as well as the proper delegation of authority and the co-ordination of activities. It is necessary to be able to take stock of developments and from time to time to effect changes which will ensure the efficient functioning of the organisation as a whole.</p>
--	--

Naam: Name:	
Rang: Rank:	Departement: Department:

## GRADERING—GRADING

	Swak Weak	Swakkerig Somewhat weak	Bevredigend Satisfactory	Merkbaar beter as bevredigend Noticeably better than satisfactory	Heelwat beter as bevredigend Considerably better than satisfactory	Uitsonderlik Exceptional
Verslaggewende beampte Reporting officer						
Streekmerietekomitee Regional Merit Committee						

<p>Die verslaggewende beampte en die streekmerietekomitee moet hieronder (en agterop, indien nodig) bondige dog volledige motivering, met vermelding van spesifieke voorbeelde van die beampte se werkverrigting en/of optrede, verstrek vir die toekenning van die gradering hierbo aangedui.</p>	<p>The reporting officer and the regional merit committee must give hereunder (and on the reverse, if necessary) brief but full motivation, with reference to specific examples of the officer's work performance and/or conduct, for the above grading.</p>
--	--



Z 269 (e)  
81/104415

REPUBLIC OF SOUTH AFRICA



# PRODUKTIVITEIT • PRODUCTIVITY

<p style="text-align: center;"><b>PRODUKTIWITEIT</b></p> <p>Die hoeveelheid werk deur 'n beampte binne 'n bepaalde tyd gelewer, met inagneming van die ingewikkeldheid en gehalte. Faktore wat bydra tot hoër produktiwiteit is korrektheid, die wete wat gedoen en hoe dit gedoen moet word, die spoed, volharding, dryfkrag, doelgerigheid en bondigheid wat 'n beampte in die uitvoering van sy pligte toon. Oortyd diens en werk van onbevredigende gehalte word by die beoordeling van hierdie eienskap buite rekening gelaat.</p>	<p style="text-align: center;"><b>PRODUCTIVITY</b></p> <p>The amount of work performed by an officer (within a specified period), with due regard to its complexity and quality. Factors which contribute to greater productivity are correctness, a knowledge of what has to be done and how it should be done, and the speed, perseverance, drive, purposefulness and conciseness which an officer displays in the performance of his duties. Overtime work and work of unsatisfactory quality are not taken into account in the assessment of this characteristic.</p>
---	---

Naam: Name:	
Rang: Rank:	Departement: Department:

## GRADERING—GRADING

	Swak Weak	Swakkerig Somewhat weak	Bevredigend Satisfactory	Merkbaar beter as bevredigend Noticeably better than satisfactory	Heelwat beter as bevredigend Considerably better than satisfactory	Uitsonderlik Exceptional
Verslaggewende beampte Reporting Officer						
Streekmerietekomitee Regional Merit Committee						

*Redes vir bo-aangemelde gradering, gegrond op volgehoue waarneming/inspeksie en met verwysing na spesifieke gevalle, indien daar is*  
*Reasons for the above grading based on sustained observation/inspection and with reference to specific instances, if any*

VERSLAGGEWENDE BEAMPTTE—REPORTING OFFICER

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There is no handwriting or other markings on the paper.

## This image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There is no handwriting or other markings on the paper.



REPUBLIC OF SOUTH AFRICA

CONFIDENTIAL

YEAR COVERED BY REPORT

QUESTIONNAIRE : MERIT AWARD

## A. PERSONAL PARTICULARS

[illegible]

### B. DIRECTIONS

1. Purpose of merit awards

To grant special recognition (within the context of the rank) in the form of a cash amount, to officers/employees who have distinguished themselves from their peers through sustained above average work performance.

2. Officers/employees who qualify for merit awards

Officers/Employees in those occupational and/or post classes specifically provided for in item 14.2 of the respective personnel administration standards who have completed the prescribed qualifying period.

2. Parties involved in the completion of the questionnaire.

2.1 Departmental staff division

Part A should be completed by the staff divisions of departments.

2.2 Reporting officer.

The columns marked \* of Part C should be completed by the reporting officer, who should (as far as is practicable) be the direct supervisor of the officer/employee to be assessed.

2.3 The head of the office/directorate/division

Part D should be completed by the head of the office/directorate/division, if he himself did not act as reporting officer.

2.4 Moderating body

The column marked \*\* of Part C and Part E should be completed by the moderating body (Staff Advisory Committee / Internal Committee / individual person).

2.5 Head of department

Part F should be completed by the head of department or the officer delegated by him.

3. Cut-off points in respect of the various categories for merit awards

Category	Production units	Supervisors
A	35 - 40	54 - 60
B	33 - 35	50 - 53

N.B. Over and above the above-mentioned assessment the officers/employees should obtain assessments of at least "average" (2 points) under any one of the factors in the questionnaire.

5. Procedure to be followed

5.1 Applicability of the questions in Part C

Factor	Production units	Supervisors
Knowledge and insight	1 - 4	1 - 4
Production	5 - 7	5 - 7
Interpersonal relations	8 - 10	8 - 10
Leadership	-	11 - 15
Total number of questions	10	15

5.2 Evaluation by reporting officer (Part C)

5.2.1 Read the applicable questions in Part C carefully and choose from the answers the one that best reflects the person's proven sustained achievements. Indicate the rating choice by marking the appropriate figure in the column marked \* with a cross. Potential should be duly recorded in the assessment.

5.2.2 Incidents/Reasons substantiating the assessments should be given in the appropriate column. The incidents/reasons are given by factor in such a way that it supports the rating in respect of the applicable questions.

5.2.3 Add the numerical values of the ratings and enter the total in the appropriate space in Part C. Convert the total score into a category classification (vide paragraph 4 above), enter it in the space marked "merit assessment".

5.2.4 Sign and date the report.

5.2.5 Then submit the report to the head of the office, directorate or division.

5.3 Head of the directorate/office/division (Part D)

Indicate to what extent you concur/do not concur with the assessment of the reporting officer and submit the report to the moderating body.

5.4 Moderating body (Parts C and E)

- 5.4.1 Moderate the assessments of the various reporting officers against the incidents/ reasons substantiating the assessments, as well as by horizontal comparison. Should there be any doubt, moderating bodies are free to call for further evidence.
- 5.4.2 Complete the assessment in respect of the questions by marking the appropriate figure in the column marked \*\*, in Part E, with a cross.
- 5.4.3 Add the numerical values of the assessments and enter the total in the appropriate space in Part C. Convert the total score into a category classification (vide paragraph 4 supra) and enter it in the space marked "merit assessment".
- 5.4.4 In cases where the assessment of the moderating body differs from that of the reporting officer, the moderating body should give reasons for its scoring in Part E.
- 5.4.5 The Chairman of the moderating body signs and dates the report.
- 5.4.6 Forward the report to the departmental staff division.

5.5 Departmental staff division

- 5.5.1 Check reports for correctness and completeness.
- 5.5.2 Submit the report to the head of the department, or the officer delegated by him, for final decision.

5.6 Head of department (Part F)

- 5.6.1 The head of department, or the officer delegated by him, may without giving reasons approve/refuse the grant of the merit award if his decision accords with the merit assessment of the moderating body.
- 5.6.2 If, however, a head of department differs with the moderating body on the assessment of an officer/employee, however, he must consult with the moderating body with a view to settling differences of opinion. If it is not possible to settle such differences, the head of department takes the final decision and gives reasons for his decision in Part F. All hce cases where there are differences of opinion of the kind referred to above should be dealt with by the head of department personally or, if he is not available, by his deputy.

Continued....

		RATING		INCIDENTS/REASONS SUBSTANTIATING RATINGS UNDER THE FACTOR CONCERNED*
		REPORTING OFFICER*	MODERATING BODY**	
<u>KNOWLEDGE AND INSIGHT</u>				<u>KNOWLEDGE AND INSIGHT</u>
1. To what extent does his work performance show that he learns with ease and is quick to grasp matters?				
His performance shows this to an exceptional degree.	4	4		
His performance shows this to a greater extent than that of his peers.	3	3		
His performance is no better or worse than that of most of his peers.	2	2		
His performance shows a lesser degree of this than that of most of his peers.	1	1		
His performance does not show this at all.	0	0		
2. To what extent does he succeed in gaining knowledge of his work and/or related spheres of activity, and in applying this knowledge judiciously?				
He succeeds excellently.	4	4		
He succeeds better than most of his peers.	3	3		
He is no better or worse than most of his peers.	2	2		
He is less successful than most of his peers.	1	1		
He is incapable of doing this.	0	0		





	RATING		INCIDENTS/REASONS SUBSTANTIATING RATINGS UNDER THE FACTOR CONCERNED*
	REPORTING OFFICER*	MODERATING BODY**	
7. How conscientious is he? (Does he give his immediate attention to his work in general or does he need to be prodded, and to what extent does he voluntarily devote his time and energy, even after hours, to his work if his work requires this?)			
He is extremely conscientious.	4	4	
He displays a greater sense of duty than most of his peers.	3	3	
He displays the same sense of duty as most of his peers.	2	2	
He is less conscientious than most of his peers.	1	1	
He often neglects his duty.	0	0	
<u>INTERPERSONAL RELATIONS</u>			<u>INTERPERSONAL RELATIONS</u>
8. How effective does his nature (in other words, friendliness, courtesy, loyalty, etc.) make him in the performance of his duties?			
Exceptionally effective.	4	4	
More effective than most of his peers.	3	3	
No better or worse than most of his peers.	2	2	
Not very effective.	1	2	
Not effective at all.	0	0	

410

Continued.....

	RATING		INCIDENTS/REASONS SUBSTANTIATING RATINGS UNDER THE FACTOR CONCERNED*
	REPORTING OFFICER*	MODERATING BODY**	
9. How can his attitude towards others (his seniors, peers, juniors and the public) be described and to what extent does he perform effectively in a group, if applicable?			
Exceptionally good.	4	4	
Markedly better than satisfactory.	3	3	
Satisfactory.	2	2	
Unsatisfactory.	1	1	
Poor.	0	0	
10. To what extent does his conduct attest to a healthy balance between asserting his own opinion and amenability to logical arguments?			
His conduct attests to an exceptionally healthy balance between asserting his own opinion and amenability to logical arguments.	4	4	
His conduct attests to a better balance between asserting his own opinion and amenability to logical arguments than that of most of his peers.	3	3	
His conduct attests no better or worse a balance between asserting his own opinion and amenability to logical arguments than that of his peers.	2	2	
His conduct attests to a poorer balance between asserting his own opinion and amenability to logical arguments than that of most of his peers.	1	1	
	0	0	

RATING		INCIDENTS/REASONS SUBSTANTIATING RATINGS UNDER THE FACTOR CONCERNED*
REPORTING OFFICER*	MEMORATING BODY**	

# LEADERSHIP

## LEADERSHIP

11. How successful is he in the optimum utilization of his subordinate(s) according to his/her/their abilities?

Exceptionally successful.

4

4

Better than satisfactory.

3

3

Satisfactory.

2

2

Less than satisfactory.

1

1

Totally unsuccessful.

0

0

12. To what extent does he inspire his subordinate(s)?

To a particularly high degree.

4

4

To a greater extent than most supervisors.

3

3

To the same extent as most supervisors.

2

2

To a lesser extent than most supervisors.

1

1

To a very slight extent.

0

0

411

Continued....

	RATING		INCIDENTS/REASONS SUBSTANTIATING RATINGS UNDER THE FACTOR CONCERNED*
	REPORTING OFFICER*	MODERATING BODY**	
13. How successful and tactful is he in exercising authority over his subordinate(s)?			
Extremely successful and tactful.	4	4	
More successful and tactful than the average supervisor.	3	3	
Average.	2	2	
Less successful and tactful than the average supervisor.	1	1	
Very unsuccessful and tactless.	0	0	
14. To what extent does he provide informal and formal training for his subordinate(s)?			
To an exceptional extent.	4	4	
Better than most supervisors.	3	3	
To the same extent as most supervisors.	2	2	
Poorer than most supervisors.	1	1	
Not at all.	0	0	

176X

DATE \_\_\_\_\_

D. REMARKS BY THE HEAD OF THE DIVISION/DIRECTORATE/OFFICE

---

---

---

\_\_\_\_\_  
SIGNATURE

\_\_\_\_\_  
RANK

\_\_\_\_\_  
DATE

E. MODERATING BODY

Indicate whether the moderating body agrees with the merit assessment of the reporting officer.

☐ YES

☐ NO

If not -

(a) which merit assessment is suggested.

---

---

---

(b) give reasons for suggestion.

---

---

---

\_\_\_\_\_  
CHAIRMAN : MODERATING BODY

\_\_\_\_\_  
DATE

F. DECISION OF HEAD OF DEPARTMENT

Merit award approved/not approved.

Comments

---

---

---

\_\_\_\_\_  
SIGNATURE

\_\_\_\_\_  
DATE

D. REMARKS BY THE HEAD OF THE DIVISION/DIRECTORATE/OFFICE

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_  
SIGNATURE

\_\_\_\_\_  
RANK

\_\_\_\_\_  
DATE

E. MODERATING BODY

Indicate whether the moderating body agrees with the merit assessment of the reporting officer.

☐ YES

☐ NO

If not -

(a) which merit assessment is suggested.

\_\_\_\_\_

\_\_\_\_\_

(b) give reasons for suggestion.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_  
CHAIRMAN : MODERATING BODY

\_\_\_\_\_  
DATE

F. STAFF ADVISORY COMMITTEE (SAC)

Merit Award recommended/not recommended.

REMARKS : \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_  
CHAIRMAN : SAC

\_\_\_\_\_  
DATE

G. DECISION OF HEAD OF DEPARTMENT

Merit award approved/not approved.

COMMENTS : \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Continued....

\_\_\_\_\_  
SIGNATURE

\_\_\_\_\_  
DATE

ADMINISTRATION : HOUSE OF DELEGATES  
ADMINISTRASIE : RAAD VAN AFGEVAARDIGDES

1001 18



Republic of South Africa  
Republiek van Suid-Afrika

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

Regional Director  
217-213 Clayfield Drive  
Clayfield  
PHOENIX  
4051

Reference  
Verwysing



593232

Inquiries  
Navrae



Ext.  
Bylyn

The Director-General/Regional Director/The Clerk : Maintenance Court  
Private Bag .....  
.....  
.....

## TRANSFER OF FILES/CORRESPONDENCE/MAINTENANCE CASE FILES

- ☐ The undermentioned files/correspondence are submitted for your attention:
- ☐ as the files pertaining to those correspondence have been transferred to your office;
- ☐ as the pensioner/grantee now resides in your area of control;
- ☐ for the issue of process and disposal in Court.
- ☐ Kindly acknowledge receipt immediately and return the duplicate copy per messenger.
- ☐ Kindly inform Head Office of the new reference numbers.
- ☐ As the persons whose names and file numbers listed hereunder are now residing in the area of jurisdiction of this office, it would be appreciated if their files could be forwarded to me.

REFERENCE NUMBER	NAME	IDENTITY NUMBER	DATE OF HEARING	REMARKS

REGIONAL DIRECTOR

I acknowledge receipt of the abovementioned files.

DATE

SIGNATURE



Republic of South Africa  
Republiek van Suid-Afrika

ADMINISTRATION : HOUSE OF DELEGATES  
ADMINISTRASIE : RAAD VAN AFGEVAARDIGDES

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

Regional Representative  
217-223 Clayfield Drive  
Clayfield  
PHOENIX  
4051

Reference  
Verwysing



593232

Inquiries  
Navrae



Private Bag X6  
MT. EDGEcombe  
4300

Ext.  
Bylyn

Mr/Mrs/Miss .....  
.....  
.....  
.....

Sir/Madam

APPLICATION FOR A PENSION/GRANT

Kindly call at this office (Main Hall) on ..... at ..... in connection with your application. Please be in possession of the documents as indicated in the block marked "X".

NB All copies of documents (either photocopies or duplicates must be certified a true copy of the original(s)).

1. ☐ Birth Certificate(s) in respect of yourself, your spouse, each child under the age of 18 years.
2. ☐ Identity Document/Identity Card in respect of yourself and your spouse.
3. ☐ Marriage Certificate/Divorce Certificate.
4. ☐ Death Certificate of your spouse.
5. ☐ Wage Certificate if you and/or your spouse is/are in employment.
6. ☐ Discharge Certificate from your and/or your spouse's last employer.
7. ☐ Discharge Certificate in respect of a war veteran.
8. ☐ School Attendance Certificate(s) in respect of each of your school going child/children up to and including 18 years.
9. ☐ Passport if you and/or your spouse left the Republic within the past 5 years.
10. ☐ Court Maintenance Order.
11. ☐ Police report.
12. ☐ Copy of Will.
13. ☐ Copy of the First and Final Liquidation and Distribution Account in the estate of your late spouse. If not available, then a copy of the preliminary Inventory.
14. ☐ Documentary proof of all cash investments e.g. Bank Book, Fixed Deposit Certificate, etc.
15. ☐ Documentary proof of any pension or allowance received e.g. Typographical Union, South African Railways etc.

16. FIXED PROPERTY:

- ☐ (a) Current years rate assessment account(s) or valuation certificate from the Local Authority e.g. Borough of Pinetown.
- ☐ (b) Bond Certificate from the bondholder(s) if you and/or your spouse has/have a mortgage bond registered against the property/properties.
- ☐ (c) Deed of donation/sale, if a property/properties was donated/sold by you and/or your spouse.
- ☐ (d) If a property/properties was/were donated/sold by you and/or your spouse an affidavit in duplicate stating:
  - (i) Description and extent of property/properties donated/sold.
  - (ii) Name of donee/purchaser and address.
  - (iii) Valuation when donated/selling price.
  - (iv) Date of donation/sale.
  - (v) Benefits received in return/amount received and how this amount was utilised.

17. BUSINESS

- ☐ (a) If you and/or your spouse own a business, the trading licence and a recent audited Income and Expenditure Account for the last 12 months.
- ☐ (b) If you and/or your spouse sold/donated a business, documentary proof of such a sale/donation and an affidavit in duplicate stating the following:
  - (i) Description of business.
  - (ii) Name of purchaser/donee.
  - (iii) Date of sale/donation.
  - (iv) Selling price/Value when donated.
  - (v) Amount received and how this amount was utilised.
  - (vi) Benefits received in return.
- ☐ (c) If the business is insolvent, documentary proof (in detail) of such insolvency.

Your: faithfully

REGIONAL REPRESENTATIVE

Office Hours : Mondays to Fridays 7h30 to 12h00 and 12h45 to 14h45.

ADMINISTRATION : HOUSE OF DELEGATES  
ADMINISTRASIE : RAAD VAN AFGEVAARDIGDES

HDI 101



Republic of South Africa  
Republiek van Suid-Afrika

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

The Regional Director : Social Welfare  
Private Bag X6  
MOUNT EDGECOMBE  
4300

Reference  
Verwysing

☎ 593232

Inquiries  
Navrae

<

Ext.  
Bylyn

Sir/Madam/Gentlemen

APPLICATION FOR OR REVIEW OF PENSION/GRANT : EMPLOYER CERTIFICATE

The husband/wife of the abovenamed has applied for/is in receipt of a pension/grant. It would be appreciated if you could furnish the following particulars and return the form to this office.

1. Is he/she still in your employment?

YES NO

2. If yes complete PART A, if not complete PART B

Yours faithfully

REGIONAL DIRECTOR : SOCIAL WELFARE

PART A

1. Date commenced work .....
2. Next incremental date .....
3. Type of employment .....
4. He/She works ..... days per week and earns R..... per day/week/month.
5. Other benefits .....
6. Compulsory deductions : (Specify type and amount)
  - (i) .....
  - (ii) .....
  - (iii) .....

Name and address of employer

SIGNATURE OF EMPLOYER

PART B

1. Date commenced work .....
2. Date terminated .....
3. Type of employment .....
4. Reasons for termination .....
5. He/She the widower/widow of the abovenamed is receiving pension/payment of R ..... per day/week/month.
6. A lump sum of R..... was paid/will be paid on .....
7. U.I.F. Benefits .....
8. Other benefits (including monetary value of rations/accommodation provided per month) : .....

Name and address of employer



Republic of South Africa  
Republiek van Suid-Afrika

ADMINISTRATION: HOUSE OF DELEGATES  
ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

Regional Representative :  
Social Welfare  
Private Bag X6  
MOUNT EDGECOMBE  
4300

Reference  
Verwysing

☎ 593232

Inquiries  
Navrae



Ext.  
Bylyn

The Station Commander  
South African Police

.....

APPLICATION FOR SOCIAL ASSISTANCE/MAINTENANCE GRANT

.....

The abovenamed person wishes to apply for Social Assistance/Maintenance Grant in respect of her minor children on the grounds of her spouse's desertion.

In order that the application may receive further consideration kindly complete Part B below.

Spouse's Name: ..... I.D. No. ....

REGIONAL REPRESENTATIVE

PART B

Ref: IB No.: .....

The Station Commander  
The South African Police

.....

The Regional Representative : Social Welfare  
Administration : House of Delegates  
Private Bag X6  
MOUNT EDGECOMBE  
4300

MISSING PERSON ..... IDENTITY NO.: .....

In reply to your minute dated ..... Ref.No. ....  
refers.

I wish to advise you that the abovenamed was reported missing since

..... by ..... on .....

His present whereabouts are known/unknown. You will be informed as soon as he is located.

STATION COMMANDER

Tel. No. 031-593232



No. (A). PX

REPUBLIC OF SOUTH AFRICA  
ADMINISTRATION: HOUSE OF DELEGATES

The Regional Director: Social Welfare  
Private Bag X6  
MOUNT EDGECOMBE  
4300

The Medical Superintendent  
Springfield Sanatorium  
DURBAN  
4000

The Medical Superintendent  
Midlands Hospital  
Fort Napier  
PIETERMARITZBURG  
3200

RE: APPLICATION FOR/CONTINUATION OF A PENSION/GRANT.

Indian male/female, ..... was admitted to your  
hospital on .....

To enable me to consider the application/continuation of the pension/grant kindly complete the undermentioned portion and return.

REGIONAL DIRECTOR

1. Exact date of his/her admission : .....
2. Whether he/she is being compulsorily detained : .....
3. Whether he/she is being maintained at State expense : .....
4. Approximate date of discharge : .....
5. The prognosis of his/her case : .....  
.....  
.....  
.....  
.....  
.....  
.....

ADMINISTRATION : HOUSE OF DELEGATES  
ADMINISTRASIE : RAAD VAN AFGEVAARDIGDES



Republic of South Africa  
Republiek van Suid-Afrika

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

The Regional Director :  
Social Welfare  
Private Bag X6  
MOUNT EDGECOMBE  
4300

Reference  
Verwysing  
Inquiries  
Navrae  
Ext.  
Bylyr

☎ 571155/6

5

The Commanding Officer

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

PRISONER .....

The wife of the abovenamed person reported to me that he has been imprisoned/detained at your station.

As she wishes to apply for/is in receipt of/a State Maintenance Grant, kindly furnish me with the following particulars regarding the prisoner:-

1. Date of sentence
2. Number of years of imprisonment
3. Case number
4. Date or provisional date of release
5. A discharge certificate as soon as the prisoner is released

Your assistance will be appreciated.

REGIONAL DIRECTOR



Republic of South Africa  
Republiek van Suid-Afrika

ADMINISTRATION: HOUSE OF DELEGATES  
ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

Reference  
Verwysing PX

Inquiries  
Navrae

Ext.  
Bylyn



593232



Private Bag X6  
MtEdgecombe  
4300

Regional Director  
Streekdirekteur

217-223 Clayfield Drive  
Clayfieldlaan 217-223

Clayfield

PHOENIX

4051

Messrs/The Manager

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

Sir/Gentlemen

APPLICATION FOR/CONTINUATION OF A PENSION/GRANT: PARTICULARS  
OF PROPERTY.

Your Reference No.: .....  
Name: .....  
Identity No.: .....  
Residential Address: .....  
.....

I have been advised that you are the bondholder of a  
property owned by the abovenamed person.

Kindly furnish this office with the following information  
in order to enable me to consider the application/continuation  
of the pension/grant.

- a) Description and extent of property.
- b) Amount owing under contract of bond.
- c) Value of land and building.

Yours Faithfully

REGIONAL REPRESENTATIVE

**MEDICAL CERTIFICATE BY THE MEDICAL PRACTITIONER IN  
CHARGE OF THE CASE IN THE HOSPITAL**

1. Full name of patient.....  
.....
2. Race..... Sex..... Age.....
3. Address.....  
.....
4. I hereby certify that I today examined the above-named patient:
  - (i) Full clinical details.....  
.....
  - (ii) Results of radiological, laboratory and other specialist investigations.....  
.....  
.....
  - (iii) Diagnosis.....  
.....  
.....
5. Will further treatment improve his/her condition?.....  
.....  
.....
6. Is the disability in your opinion incurable?.....  
.....
7. Is the patient's condition such as to require constant skilled nursing and medical attention?.....  
.....  
.....
8. Is the patient's physical and mental disability of such a nature as to render him/her incapable for at least 12 months or deriving from employment or occupation, the means required to enable him/her to provide adequately for his/her own maintenance?.....  
.....  
.....
9. Any further remarks.....  
.....  
.....  
.....

Date.....

Place.....

*Medical practitioner in charge of the case*

**GENEESKUNDIGE SERTIFIKAAT DEUR DIE MEDIESE PRAKTISYN IN  
BEVEL VAN DIE GEVAL IN DIE HOSPITAAL**

1. Volle naam van pasiënt.....  
.....
2. Ras..... Geslag..... Ouderdom.....
3. Adres.....  
.....
4. Hiermee sertifiseer ek dat ek vandag bogenoemde pasiënt ondersoek het:
  - (i) Volledige kliniese besonderhede.....  
.....
  - (ii) Resultate van radiologiese, laboratorium- en ander ondersoek(e) deur spesialis(te).....  
.....
  - (iii) Diagnose.....  
.....
5. Sal verdere behandeling in sy/haar toestand beterskap teweegbring?.....  
.....
6. Is die ongeskiktheid volgens u mening ongeneeslik?.....  
.....
7. Is die toestand van die pasiënt sodanig dat hy/sy gedurig deskundige verpleging en mediese aandag nodig het?.....  
.....
8. Is die liggaamlike en verstandelike ongeskikthede van die pasiënt van so 'n aard dat dit vir hom/haar onmoontlik is vir ten minste 12 maande om uit sy/haar werk of beroep genoeg te verdien om in sy/haar behoeftes voldoende te voorsien?.....  
.....
9. Enige verdere opmerkings.....  
.....

Datum.....

Plek.....

*Mediese praktisyn in bevel van die geval*



ADMINISTRATION: HOUSE OF DELEGATES  
ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES  
DEPARTMENT OF HEALTH SERVICES AND WELFARE  
DEPARTEMENT VAN GESONDHEIDSDIENSTE EN WELSYN

Republic of South Africa • Republiek van Suid-Afrika

N.B. (a) THIS REPORT MAY BE SIGNED ONLY BY A **DISTRICT SURGEON** OR A **GOVERNMENT MEDICAL OFFICER**.  
SLEGS 'N **DISTRIKSGENEESHEER** OF 'N **STAATS MEDIESE BEAMPT**E MAG HIERDIE VERSLAG ONDERTEKEN.

(b) REPLIES ARE TO BE INDICATED BY MEANS OF A CROSS IN THE APPROPRIATE SQUARE [EXCEPT 4 (b), 12 AND 17]. IF A CROSS APPEARS IN ANY SHADED SQUARE, FULL DETAILS THEREOF SHOULD BE FURNISHED UNDER ITEM 19.  
ANTWOORDE MOET D.M.V. 'N KRUISIE IN DIE BETROKKE VIERKANT AANGEDUI WORD (BEHALWE 4 (b), 12 EN 17). INDIEN 'N KRUISIE IN ENIGE GEKLEURDE VIERKANT VERSKYN MOET VOLLEDIGE BESONDERHEDE DAARONTRENT ONDER ITEM 19 VERSTREK WORD.

NAME NAAM	IDENTITY No. IDENTITEITSNo.	DATE OF BIRTH GEBOORTEDATUM
--------------	--------------------------------	--------------------------------

<p>1. SKIN/VEL</p> <p>Are there any signs or evidence of disease? Is daar enige tekens of getuienis van 'n siektetoestand?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE			<p>2. SKELETON AND JOINTS/BEEENSTELSEL EN GEWRIGTE</p> <p>Are there any signs or evidence of disease or abnormality? Is daar enige tekens of getuienis van 'n siektetoestand of abnorma- maliteit?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE														
YES/JA	NO/NEE																				
YES/JA	NO/NEE																				
<p>3. HAS THE APPLICANT ANY DEFECT OF— HET DIE APPLIKANT ENIGE GEBREK AAN SY/HAAR—</p> <p>(i) Hearing? Gehoor?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table> <p>(ii) Speech? Sprak</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table> <p>(iii) Sight? Gesig?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE			YES/JA	NO/NEE			YES/JA	NO/NEE			<p>4. CIRCULATORY SYSTEM/BLOEDSOMLOOPSTELSEL</p> <p>(a) Are there any signs or evidence of disease or abnormality? Is daar enige tekens of getuienis van 'n siektetoestand of abnorma- liteit?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table> <p>(b) Blood pressure reading? Bloeddrukaflesing?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Systolic Sistolies</td> <td style="width: 50%; height: 20px;"></td> </tr> <tr> <td style="width: 50%;">Diastolic Diastolies</td> <td style="width: 50%; height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE			Systolic Sistolies		Diastolic Diastolies	
YES/JA	NO/NEE																				
YES/JA	NO/NEE																				
YES/JA	NO/NEE																				
YES/JA	NO/NEE																				
Systolic Sistolies																					
Diastolic Diastolies																					
<p>5. RESPIRATORY SYSTEM/ASEMHALINGSTELSEL</p> <p>Are there any signs or evidence of disease or abnormality? Is daar enige tekens of getuienis van 'n siektetoestand of abnorma- liteit?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE			<p>6. DIGESTIVE SYSTEM/SPYSVERTERINGSTELSEL</p> <p>Are there any signs or evidence of disease or abnormality? Is daar enige tekens of getuienis van 'n siektetoestand of abnorma- liteit?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE														
YES/JA	NO/NEE																				
YES/JA	NO/NEE																				
<p>7. NERVOUS SYSTEM/SENUSTELSEL</p> <p>Are there any signs or evidence of disease or abnormality? Is daar enige tekens of getuienis van 'n siektetoestand of abnorma- liteit?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE			<p>8. GENITO—URINARY SYSTEM/GESLAGS—URINÊRE ORGANE</p> <p>Are there any signs or evidence of disease or abnormality? Is daar enige tekens of getuienis van 'n siektetoestand of abnorma- liteit?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE														
YES/JA	NO/NEE																				
YES/JA	NO/NEE																				
<p>9. WEIGHT/GEWIG</p> <p>Is the applicant overweight? Is die applikant oorgewig?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE			<p>10. Is the applicant maimed, deformed, or physically defective or dis- figured in any way or are there any operation scars? Is applikant op enigerlei wyse vermink, misvorm of liggaamlik gebrekig of mismaak of is daar enige operasielittekens?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE														
YES/JA	NO/NEE																				
YES/JA	NO/NEE																				
<p>11. Psychiatric abnormalities including epilepsy, mental deficiency, etc. Psigiese afwykings insluitend epilepsie, verstandelike vertraging, ens.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE			<p>12. Percentage disablement Persentasie ongeskiktheid</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 100%; height: 20px;"></td> </tr> </table>																
YES/JA	NO/NEE																				
<p>13. Expected duration of future disablement. Verwagte duur van toekomstige ongeskiktheid.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 25%;">TEMPORARY TYDELIK</td> <td style="width: 12.5%;">6 MO/MDE</td> <td style="width: 12.5%;">1 YR/JR</td> <td style="width: 12.5%;">2 YR/JR</td> <td style="width: 12.5%;">5 YR/JR</td> <td style="width: 25%;">PERMANENT</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> <td style="height: 20px;"></td> <td style="height: 20px;"></td> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	TEMPORARY TYDELIK	6 MO/MDE	1 YR/JR	2 YR/JR	5 YR/JR	PERMANENT							<p>14. Is applicant unfit for remunerative work of any nature? Is applikant ongeskik vir lonende werk van enige aard?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>	YES/JA	NO/NEE						
TEMPORARY TYDELIK	6 MO/MDE	1 YR/JR	2 YR/JR	5 YR/JR	PERMANENT																
YES/JA	NO/NEE																				
<p>15. IF PERSON CONCERNED IS NOT TOTALLY UNFIT FOR WORK, STATE WHETHER HE IS FIT FOR: INDIEN BETROKKE NIE GEHEEL EN AL ONGESKIK IS VIR WERK NIE, MELD OF HY GESKIK IS VIR:</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 33%;">OPEN LABOUR MARKET OPE ARBEIDSMARK</td> <td style="width: 33%;">SHELTERED EMPLOYMENT BESKUTTE ARBEID</td> <td style="width: 33%;">LIGHT WORK LIGTE WERK</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>						OPEN LABOUR MARKET OPE ARBEIDSMARK	SHELTERED EMPLOYMENT BESKUTTE ARBEID	LIGHT WORK LIGTE WERK													
OPEN LABOUR MARKET OPE ARBEIDSMARK	SHELTERED EMPLOYMENT BESKUTTE ARBEID	LIGHT WORK LIGTE WERK																			
<p>16. MEDICAL/SURGICAL TREATMENT: WILL IT CURE OR IMPROVE THE DISABILITIES? GENEESKUNDIGE/CHIRURGIESE BEHANDELING: SAL DIT DIE GEBREKE GENEES OF VERBETER? IF SO, WHAT TREATMENT IS RECOMMENDED INDIEN WEL, WATTER BEHANDELING WORD AANBEVEEL</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>						YES/JA	NO/NEE														
YES/JA	NO/NEE																				
<p>17. IF APPLICANT HAS ALREADY UNDERGONE HOSPITAL OR OTHER TREATMENT, GIVE DETAILS, PLACE, DATE AND RESULT INDIEN APPLIKANT ALREEDS HOSPITAAL OF ANDER BEHANDELING ONDERGAAN HET, MELD BESONDERHEDE, PLEK, DATUM EN RESULTAAT</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 100%; height: 20px;"></td> </tr> </table>																					
<p>18. ARE YOU OF THE OPINION THAT THE APPLICANT OWING TO PHYSICAL OR MENTAL DISABILITY IS UNFIT TO OBTAIN FROM ANY SERVICE, EMPLOYMENT OR PROFESSION, THE MEANS NEEDED TO ENABLE HIM TO PROVIDE ADEQUATELY FOR HIS MAINTENANCE? IS U VAN MENING DAT DIE APPLIKANT, WEENS SY LIGGAAMS- OF GEESTESGEBREKE ONBEKWAAM IS OM UIT 'N DIENS, BETREKKING OF BEROEP DIE MIDDELE TE VERKRY WAT NODIG IS OM HOM IN STAAT TE STEL OM BEHOORLIK IN SY ONDERHOUD TE VOORSIEN?</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">YES/JA</td> <td style="width: 50%;">NO/NEE</td> </tr> <tr> <td style="height: 20px;"></td> <td style="height: 20px;"></td> </tr> </table>						YES/JA	NO/NEE														
YES/JA	NO/NEE																				
<p>19. If a cross appears in any shaded square— Indien 'n kruis in enige gekleurde vierkant—</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 20%; height: 20px;"></td> <td style="width: 80%;">FULL DETAILS thereof should be furnished here (e.g. degree and duration of illness) verskyn, moet VOLLEDIGE BESONDERHEDE daaromtrent, hier verstrek word. (Bv. graad en duur van siekte)</td> </tr> </table>							FULL DETAILS thereof should be furnished here (e.g. degree and duration of illness) verskyn, moet VOLLEDIGE BESONDERHEDE daaromtrent, hier verstrek word. (Bv. graad en duur van siekte)														
	FULL DETAILS thereof should be furnished here (e.g. degree and duration of illness) verskyn, moet VOLLEDIGE BESONDERHEDE daaromtrent, hier verstrek word. (Bv. graad en duur van siekte)																				

||
||
||

FOR THE USE OF THE DIRECTOR-GENERAL: ADMINISTRATION: HOUSE OF DELEGATES  
SLEGS VIR GEBRUIK DEUR DIE DIREKTEUR-GENERAAL: ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES

CLASSIFICATION BY THE PENSIONS MEDICAL OFFICER  
KLASSIFIKASIE DEUR DIE PENSIOEN-MEDIESE BEAMPTTE

Permissions Medical Officer  
Pensioen-mediese Raampte

OFFICIAL • AMPTELIK

Return to:  
Pos terug aan:  
THE DIRECTOR-GENERAL  
DIE DIREKTEUR-GENERAAL  
ADMINISTRATION: HOUSE OF DELEGATES  
ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES  
DEPARTMENT OF HEALTH SERVICES AND WELFARE  
DEPARTEMENT VAN GESONDHEIDSDIENSTE EN WELSYN  
PRIVATE BAG X54330  
PRIVAATSAK X54330  
DURBAN  
4000

OFFICIAL • AMPTELIK

MEDICAL EXAMINATION

PAYMENT OF A DISABILITY OR WAR VETERAN'S PENSION (WHERE THE PERSON HAS NOT ATTAINED THE AGE OF 60 YEARS) IS SUBJECT TO THE DEGREE OF YOUR DISABLEMENT DETERMINED BY WAY OF A MEDICAL EXAMINATION. PLEASE MAKE AN APPOINTMENT WITH YOUR LOCAL DISTRICT SURGEON.

IF, OWING TO YOUR DISABLEMENT, YOU ARE BED-RIDDEN, THE DISTRICT SURGEON MAY BE REQUESTED TO VISIT YOU AT HOME.

FAILURE TO HAVE YOURSELF EXAMINED WITHIN TWO WEEKS OF RECEIPT OF THIS NOTICE, MAY RESULT IN THE WITHDRAWAL OF YOUR PENSION.

**PLEASE NOTE:** WHEN VISITING THE DISTRICT SURGEON, YOU MUST PRESENT THIS NOTICE. WITHOUT IT, YOU WILL NOT BE EXAMINED.

MEDIESE ONDERSOEK

DIE BETALING VAN 'N ONGESKIKTHEIDSPENSIOEN (WAAR DIE PERSOON NIE 60 JAAR OUD IS NIE) IS ONDERWORPE AAN DIE BEPALING VAN DIE HUIDIGE GRAAD VAN U ONGESKIKTHEID, BY WYSE VAN 'N MEDIESE ONDERSOEK, GELIEWE 'N AFSPRAAK MET U PLAASLIKE DISTRIKSGENEESHEER TE MAAK.

INDIEN U WEENS U ONGESKIKTHEID BEDRÛG, KAN DIE DISTRIKSGENEESHEER VERSOEK WAG OM U TUIS TE BESOEK.

INDIEN U U NIE BINNE TWEE WEKE NA ONTVANGING VAN HIERDIE KENNISGEWING LAAT ONDERSOEK NIE, KAN U PENSIOEN INGETREK WORD.

**LET WEL:** NEEM HIERDIE KENNISGEWING SAMES MET U NA DIE DISTRIKSGENEESHEER, DAARSONDERSONDERSOEK NIE.

ADMINISTRATION : HOUSE OF DELEGATES  
 ADMINISTRASIE : RAAD VAN AFGEVAARDIGDES



Republic of South Africa  
 Republiek van Suid-Afrika

Department of Health Services and Welfare  
 Departement van Gesondheidsdienste en Welsyn

Reference  
 Verwysing

☎ 571155/6

Inquiries  
 Navrae

5

Ext.  
 Bytyr

The Regional Director :  
 Social Welfare

Private Bag X6

MOUNT EDGECOMBE

4300

The Chief Director : Social Welfare  
 Administration : House of Delegates  
 Private Bag X54347  
 DURBAN  
 4000

CLASSIFICATION OF MEDICAL CERTIFICATE FOR POSSIBLE APPLICATION FOR  
 A DISABILITY PENSION

Name: ..... Identity No.: .....

Date of Birth: .....

Your Reference : .....

1. The HDH 10 and HDH 68 in respect of the abovenamed person who is contemplating applying for a disability pension is attached for classification by the Pensions Medical Officer.
2. Should it be found that the applicant is not considered to be permanently physically unfit in terms of the Social Pensions Act, 1973 thus not entitling him/her to a pension, kindly inform him/her accordingly and endorse a copy thereof to me.
3. The address of the applicant is : .....  
 .....  
 .....

REGIONAL DIRECTOR

ADMINISTRATION : HOUSE OF DELEGATES  
ADMINISTRASIE : RAAD VAN AFGEVAARDIGDES



Republic of South Africa  
Republiek van Suid-Afrika

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

The Regional Director :  
Social Welfare  
Private Bag X6  
MOUNT EDGECOMBE  
4300

Reference  
Verwysing  
Inquiries  
Navrae  
Ext.  
Bylir

☎ 571155/6

5

☐

The Divisional Inspector  
Department of Manpower  
DURBAN

☐

The Magistrate

APPLICATION FOR/REVIEW OF MAINTENANCE GRANT

NAME: \_\_\_\_\_ IDENTITY NO.: \_\_\_\_\_

1. The abovenamed person is required in terms of amendments to regulations relating to the Children's Act, 1960 (Act No. 33 of 1960) to do remunerative work within her capacity or to register for such work at a labour bureau and to remain in communication with the labour bureau for at least 3 months. As she is not in employment, she is being referred to your office to be registered for such employment.
2. Kindly confirm, on the certificate below, whether the applicant/grantee has registered for such employment.

REGIONAL DIRECTOR

Address: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
Date: \_\_\_\_\_  
\_\_\_\_\_

Director-General  
Administration : House of Delegates  
Department of Health Services and Welfare  
Private Bag X 6  
PHOENIX  
4300

REGISTRATION FOR EMPLOYMENT : NAME: \_\_\_\_\_

Kindly complete block 1 or 2 below:

1. ☐ The abovenamed has registered for employment on \_\_\_\_\_ and the reference number is \_\_\_\_\_.
2. ☐ The abovenamed cannot be registered for employment due to the following reasons: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

DIVISIONAL INSPECTOR/MAGISTRATE

100



REPUBLIC OF SOUTH AFRICA

ADMINISTRATION: HOUSE OF DELEGATES  
DEPARTMENT OF HEALTH SERVICES AND WELFARE

APPLICATION FOR:	OLD-AGE PENSION	(COMPLETE SECTIONS A, B, D, F, G and H)
	BLIND PERSON'S PENSION	( " " A, B, D, G and H)
	WAR VETERANS' PENSION	( " " A, B, D, E, F, G and H)
	DISABILITY PENSION	( " " A, B, D, G and H)
	MAINTENANCE GRANT	( " " A, B, C, D and H)
	FOSTER-PARENT GRANT	( " " A, C and I)

INSTRUCTIONS

- 1. This form must, where possible, be completed by an officer of the DEPARTMENT, a MAGISTRATE'S OFFICE or a SOCIAL WELFARE OFFICE, in the presence of the applicant.
- 2. Where provision is made, answers to questions must be indicated by making an X in the appropriate square, (See example on page 6.)
- 3. Information furnished in this form must be substantiated in the manner prescribed on page 6.

PREVIOUS APPLICATIONS

If applicant or spouse previously applied for any pension/grant mentioned above, please furnish particulars

Applicant

Spouse

Type of pension/grant	Date of application	Reference number if available

FOR THE USE OF THE DIRECTOR-GENERAL ADMINISTRATION: HOUSE OF DELEGATES

Date of receipt	Examined
	.....
	Checked
	.....

**E. COMPLETE THIS SECTION IN RESPECT OF ALL APPLICANTS, EXCEPT THOSE FOR FOSTER-PARENT GRANTS**

**C. COMPLETE THIS SECTION IN RESPECT OF APPLICANT FOR MAINTENANCE GRANTS AND FOSTER-PARENT GRANTS, ONLY**

2

D. COMPLETE THIS SECTION IN RESPECT OF ALL APPLICANTS—EXCEPT THOSE FOR FOSTER-PARENT GRANTS

FINANCIAL RETURNS		PLEASE NOTE.—If married, state particulars of both spouses, regardless of marriage agreement.					
FIXED PROPERTY	Property of		STAND OR FARM NUMBER, TOWN, DISTRICT	PRESENT VALUE	BOND OUTSTANDING	Amount owing other than Bonds	
	Applicant	Spouse					
USUFRUCT OF FIXED PROPERTY and/or CASH	Received by		Full particulars of usufruct, e.g. nature and source (If fixed property, state address)	PRESENT VALUE	Amount owing under Bond if property is held in usufruct		
	Applicant	Spouse					
CASH INVESTMENTS	Property of		Particulars of all moneys invested in banks, building societies, shares, the post office, etc., or money loaned or kept at home. Specify:	AMOUNT			
	Applicant	Spouse					
INCOME FROM PERMANENT EMPLOYMENT	Earned by		Particulars of employers	Overtime remuneration for previous 12 months	Earnings/Income		
	Applicant	Spouse					
CASUAL EMPLOYMENT							
SEASONAL EMPLOYMENT							
BUSINESS			TYPE OF BUSINESS.....				
FARMING (only where land is rented)			PLEASE NOTE.—A farming return must be submitted	SIZE OF LAND RENTED	VALUE		
SUB-LETTING and/or BOARDERS (To be completed only if more than two adults are accommodated—unmarried children of the applicant are not regarded as boarders)	Received by		ADDRESS OF PROPERTY SUB-LET	Total amounts received per annum			
	Applicant	Spouse					
PENSIONS, CONCESSIONS, ANNUITIES, TRUST MONEYS, MAINTENANCE, ETC.	Received by		RECEIVED FROM	REFERENCE NUMBER (if available)	AMOUNT PER ANNUM		
	Applicant	Spouse					
ASSETS SOLD (within last 5 years)	Sold by		State particulars of transaction and how cash received was disposed of	SELLING PRICE	DATE OF SALE	AMOUNT RECEIVED	
	Applicant	Spouse					
ASSETS and/or CASH given away (within the last 5 years)	Given away by		State particulars of gift and of benefits received in return	Date of gift	Amount/Value when given away		
	Applicant	Spouse					
INCOME TAX	Has applicant or spouse paid any income tax in respect of the previous tax year?		Yes		IF SO STATE:	PLACE	AMOUNT
			No				

E. COMPLETE THIS SECTION IN RESPECT OF APPLICANTS FOR WAR VETERANS' PENSIONS ONLY

WAR SERVICE	Date enlisted	Place enlisted	Regimental No.	Name of Unit/Commando	
	Name of commanding officer				Date of discharge
	Has applicant applied for a pension i.r.o. a disability contracted during military service?	Yes No	IF SO, STATE:	Date of Application	Reference No.

F. COMPLETE THIS IN RESPECT OF APPLICANTS FOR OLD-AGE and WAR VETERANS' PENSIONS, who in the case of males, have already reached the age of 66 years, and in the case of females have already reached the age of 61 years.

SUPPLEMENTARY SCHEME	Has applicant been detained in a State institution during the past 12 months?	Yes No	IF SO, STATE:	Period of detention	Name of institution	Date of release
----------------------	---	-----------	---------------	---------------------	---------------------	-----------------

G. COMPLETE THIS SECTION IN RESPECT OF APPLICANTS FOR OLD-AGE AND WAR VETERANS' PENSIONS, PENSIONS FOR THE BLIND AND DISABILITY PENSIONS.

DOMICILE	Is applicant a South African citizen?	YES	NO	If so, by BIRTH	NATURALISATION	
	If naturalised, state (a) date of naturalisation (b) number of naturalisation certification					
RESIDENTIAL QUALIFICATIONS	If not a South African citizen state date of arrival in the Republic of South Africa					
	Has the applicant entered the Republic of South Africa under the old age parent scheme?				YES	NO
	Is the applicant ordinarily resident in the Republic of South Africa?				YES	NO
	STATE PERIODS OF ABSENCE FROM THE REPUBLIC DURING THE PAST 5 YEARS:					
	Date of departure	Destination	Date of return	Place to which returned		

DECLARATION

E. APPLICANTS EXCEPT THOSE APPLYING FOR A FOSTER-PARENT GRANT

I, the undersigned, hereby make application for the pension/grant indicated in the application form, and declare that:

- (a) Particulars furnished in this application form are to the best of my knowledge and belief, true and correct;
- (b) I am aware of the fact that the award of the pension/grant and the amount thereof are subject to review in the event of any change in my marital status, income, value of my property and/or that of my spouse;
- (c) I am aware of the fact that the award of a maintenance grant and the amount thereof are subject to review in the event of any child leaving my care or leaving school;
- (d) I undertake to advise the Director-General/Regional Director-Admin: House of Delegates immediately of any change mentioned above and to refrain from drawing the pension/grant until I have reported such change; and
- (e) I am aware that I render myself liable to prosecution if—
  - (i) I fail to advise the Director-General/Regional Director- Admin: House of Delegates immediately of any change in circumstances; or
  - (ii) I make any false statement in this application form.

Signature of applicant  
Signature of person authorised to act on behalf of applicant

I. APPLICANTS APPLYING FOR FOSTER-PARENT GRANT

I, the undersigned hereby make application for as foster-parent grant, and declare that:

- (a) Particulars furnished in this application form are, to the best of my knowledge and belief, true and correct;
- (b) I am aware of the fact that the award of the grant and the amount thereof are subject to review in the event of any child placed in my custody leaving my care or leaving my care or leaving school; and
- (c) I undertake to advise the Director-General/Regional Director Admin: House of Delegates immediately of any change mentioned above and that I will refrain from drawing the grant until I have reported such change.

Signature of applicant  
Signature of person authorised to act on behalf of applicant

J. GOVT. GAZETTE NOTICE R. 1810.

I, the undersigned do hereby acknowledge that the regulations contained in the above notice dated 1983-08-19, have been explained to me and I fully understand the contents thereof.

Date  
Signature

Exempt from stamp duty.  
The deponent declares that he/she knows and understands the contents of this affidavit/declaration. Sworn to/affirmed before me at.....on this.....day of.....19.....

Commissioner of Oaths attached to the Administration: House of Delegates/Postmaster/Member of the Police Force

Regional Director .....


The Regional Director

Reference Numbers: Magistrate.....

The Social Welfare Officer


Social Welfare Officer.....

☐



The Director-General  
Administration: House of Delegates  
Department of Health Services and Welfare  
Private Bag X54347  
DURBAN 4000

☐



1. The undermentioned document(s), indicated by an X, is/are attached as required.

☐

Medical Certificate/HDH 10/HDH 68

☐

Military Discharge Certificate

☐

Affidavit regarding unconfirmed military service

☐

Certificate of war medals seen

☐

Wage/Discharge Certificate

☐

School Certificate/s

☐

.....

☐

.....

☐

.....

2. It is hereby confirmed that:

(a) The applicant's behaviour/disposition is such that he/she is able to draw and administer the pension/grant if approved, in person;

OR

(b) for the reasons briefly stated below, the applicant is not considered fit/able to draw and administer the pension/grant in person.....

(c) the undermentioned person/organisation is willing and fit to draw and administer the pension/grant if approved, in favour of the applicant.

Name of person/organisation	Postal address	Relationship
		Identity number

(Delete whichever is not applicable)

3. Remarks.....

4. It is hereby certified that this application has been carefully examined and that all information furnished has been substantiated by the required documentary evidence or in the prescribed manner, except.....

Place.....

Date.....

District Pensions Officer/Magistrate

## INSTRUCTIONS

### 1. GENERAL

- (a) Complete the application form in **BLOCK LETTERS**.
- (b) All alterations to details furnished by the applicant must be initialled by both the applicant and the officer completing the form.
- (c) Where required, answers to questions must be indicated by drawing an X in the appropriate square. In the event of an error, the square should be coloured in and the X drawn in the correct square.

**Example**

MARITAL STATUS	WIDOWER/ WIDOW		DIVORCED		SINGLE	MARRIED	X
----------------	-------------------	--	----------	--	--------	---------	---

- (d) Particulars furnished by applicants must be substantiated by documentary evidence or verified in the manner prescribed below. Where such documents are underlined, they should, where applicable, accompany the application to the Director-General: Admin: House of Delegates.

### 2. SECTION A

- (i) Identity and race — Verify from identity card.
- (ii) Date of birth — Verify from birth certificate or baptismal certificate. Should neither be obtainable an official estimate of age may be made.

### 3. SECTION B

- Marital status — Verify from marriage certificate, order of divorce or death certificate.  
**Please note:** (i) Should applicant be a widower/widow and an estate be registered, a final liquidation and distribution account must be submitted or if not yet available, a provisional state of assets and liabilities, as well as a copy of the will, must substantiate particulars.  
(ii) Agreements made at time of divorce, must be substantiated by a court order *and* supplements, if any.

### 4. SECTION C

- Dates of birth — Verify from birth certificate or baptismal certificate. Should neither be obtainable, an official estimate of age may be made.

### 5. SECTION D

- Fixed property — Ascertain current value from a municipal valuation certificate in urban areas, and from divisional council valuation certificate in the Cape rural areas.  
**Please note:** Should no sworn appraisal of fixed property in the rural areas of the rest of the Republic be obtainable, the District Pensions Officer may value any property in the prescribed manner.
- Usufruct — Ascertain value from registered certificate or liquidation and distribution account.
- Cash — The investment of all moneys in any financial institution must be substantiated by documentary evidence. Where moneys have been invested in shares, a list of shares must be furnished.
- Earnings from
  - Permanent employment — Employer's certificate.
  - Casual employment — Statement of income and expenditure for previous 12 months.
  - Seasonal employment — Employer's certificate.
  - Business — Profit, loss and capital account or income and expenditure account as drawn up for income tax purposes.
- Pensions, concessions, annuities, trust moneys, maintenance, etc. — Must be substantiated by documentary evidence.
- Sales of properties — Ascertain details of transaction from sales agreement.

### 6. SECTION E

- War service — Military discharge certificate. If not available, particulars of war medals seen must be submitted. Should no proof of war service be available, an affidavit by a war comrade must be submitted. **Please note.**—A medical certificate must be submitted, should applicant be under the prescribed age.

### 7. SECTION G

#### Residential requirements

- (i) Citizenship — Should be verified from birth certificate or naturalisation certificate.
- (ii) Absence from the Republic — Passport.



Republic of South Africa  
Republiek van Suid-Afrika

ADMINISTRATION: HOUSE OF DELEGATES  
ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

Reference  
Verwysing



Inquiries  
Navrae



Ext.  
Bylyn



"PROTECTOR"

The Director : Social Welfare  
Private Bag X54347  
DURBAN  
4000

REPORT IN TERMS OF CIRCULAR 5 OF 1987 : MGI .....

MAINTENANCE GRANT: .....

\*Please tick applicable block.

New Application ☐

Review ☐

Maintenance grant applied for/awarded on the grounds

- |  |   |
|--|---|
| <input type="checkbox"/> Desertion                           | <input type="checkbox"/> Unmarried, Divorced, Widow |
| <input type="checkbox"/> Insufficient income                 | <input type="checkbox"/> Spouse in institution      |
| <input type="checkbox"/> Spouse in receipt of Social Pension |   |

A home investigation has been conducted and have to report as follows:

HOME CIRCUMSTANCES

1. ADDRESS:

(a) Has the grantee changed her address? ☐ YES ☐ NO ☐ N/A

If yes, furnish new address

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

Continued....

2. CHILDREN

- (a) Is/Are the child/ren in the physical care of the grantee/foster parent?

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

<input type="checkbox"/>	N/A
--------------------------	-----

If no, give details.

.....

.....

.....

.....

- (b) Do they attend school regularly?

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

<input type="checkbox"/>	N/A
--------------------------	-----

If no, state name of child and reasons.

.....

.....

.....

.....

- (c) Do they attend school from the parental home? If no, state reasons.

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

<input type="checkbox"/>	N/A
--------------------------	-----

.....

.....

.....

.....

3. FINANCIAL CIRCUMSTANCES

- (a) i. Does the grantee reside on fixed property? If no, give details.

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

<input type="checkbox"/>	N/A
--------------------------	-----

.....

.....

- ii. Does the grantee own any other property? If no, give details.

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

<input type="checkbox"/>	N/A
--------------------------	-----

.....

.....

- (b) Did the grantee sell or donate fixed property? If yes, give details.

<input type="checkbox"/>	YES
--------------------------	-----

<input type="checkbox"/>	NO
--------------------------	----

<input type="checkbox"/>	N/A
--------------------------	-----

.....

.....

.....

.....

(c) Does the Grantee have boarders? If yes,  
state number of boarders and income  
received from each of them.

	YES
--	-----

	NO
--	----

	N/A
--	-----

.....

.....

.....

.....

(d) Is the grantee/spouse in employment?  
(Wage/Discharge certificate attached).

	YES
--	-----

	NO
--	----

	N/A
--	-----

.....

.....

(e) Is the grantee in receipt of any additional  
income that has not been reflected on the  
application/review? (Submit proof).

	YES
--	-----

	NO
--	----

	N/A
--	-----

.....

.....

.....

(f) Is the grantee in receipt of court  
maintenance? If yes, what amount  
and date of Court Order.

	YES
--	-----

	NO
--	----

	N/A
--	-----

.....

(g) Has she applied for increase?  
Give details.

	YES
--	-----

	NO
--	----

	N/A
--	-----

.....

.....

.....

#### 4. GRANTEE/FOSTER-PARENT

(a) Is the grantee utilizing the grant to  
the benefit of the child/ren? If no,  
should the grant be administered and  
has the matter been brought to the  
attention of the Social Worker?

	YES
--	-----

	NO
--	----

	N/A
--	-----

.....

.....

.....

.....

Continued....

- (b) Does the grantee have any other child/ren since the birth of the last child recorded on file? If yes, give details.

	YES
--	-----

	NO
--	----

	N/A
--	-----

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

- (c) Is she associating or cohabitating with a man? If yes, since when and give details.

	YES
--	-----

	NO
--	----

	N/A
--	-----

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

- (d) Does grantee contemplate marriage?

	YES
--	-----

	NO
--	----

	N/A
--	-----

- (e) Has she registered for employment? (Furnish proof if not already submitted). If grantee cannot register for employment, state reasons.

	YES
--	-----

	NO
--	----

	N/A
--	-----

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

(Medical certificate attached)

- (f) Is the present whereabouts of the father known? If yes, what action has been taken by the grantee to obtain Court Maintenance.

	YES
--	-----

	NO
--	----

	N/A
--	-----

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

- (g) Is the grantee capable of taking up employment within her capacity?

	YES
--	-----

	NO
--	----

	N/A
--	-----

- (h) Has she made any attempt to secure employment? Give details.

	YES
--	-----

	NO
--	----

	N/A
--	-----

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

- |  |     |
|--|-----|
|  | YES |
|--|-----|

	NO
--	----

	N/A
--	-----

.....

.....

.....

- |  |      |
|--|------|
|  | YES; |
|--|------|

	N()
--	-----

	N/A
--	-----

.....

.....

.....

.....

- |  |     |
|--|-----|
|  | YES |
|--|-----|

	NO
--	----

	N/A
--	-----

.....

.....

.....

.....

.....

1. The first step in the process is to identify the problem or issue that needs to be addressed. This involves gathering information and understanding the context of the problem.

2. Once the problem is identified, the next step is to define the objectives and goals of the project. This helps to clarify what is to be achieved and provides a clear direction for the team.

3. The third step is to develop a plan or strategy to address the problem. This involves breaking down the problem into smaller, manageable tasks and determining the resources needed to complete them.

4. The fourth step is to implement the plan. This involves putting the strategy into action and monitoring progress regularly to ensure that the project is on track.

5. Finally, the fifth step is to evaluate the results of the project. This involves comparing the actual outcomes with the original objectives and identifying any areas for improvement.

RECOMMENDATION

Continuation/suspension/cancellation is recommended

.....  
INVESTIGATING OFFICER

.....  
DATE

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

.....  
REGIONAL REPRESENTATIVE

.....  
DATE

ADDRESS																						
	POSTAL CODE																					
	DATE																					

The Director General/Regional Director  
 Administration:House of Delegates  
 Department of Health Services and Welfare  
 Private Bag .....

1. APPLICATION TO PAY MY PENSION/GRANT INTO BANKING ACCOUNT

I,..... hereby request you to pay my pension/grant  
 FULL NAME IN BLOCK LETTERS

(Reference ..... ) to the credit of my Bank/Building Society Account,  
 the details of which appear on the appended form below.

Should any transmission costs be incurred by the Bank/Building Society, I authorise  
 that my account be debited accordingly.

.....  
 SIGNATURE/THUMB IMPRESSION

2.

Bank/Building Society

Branch (Street)

\*Controlling Branch Code

\* Account Number


The above details are a true extract from my records and represent the account of  
 the person mentioned in 1 above.

\* N.B. It is important that both the above codes be acceptable to the ACB/BDB  
 system.

.....  
 MANAGER

.....  
 OFFICIAL DATE STAMP

3. Director  
 Social Welfare

Submitted for your attention.

Kindly notify the applicant accordingly and forward a copy for my record purposes.  
 My Reference No. is.....

.....  
 DIRECTOR GENERAL/REGIONAL DIRECTOR

.....  
 DATE

## ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES

**SPEZIALE VOLMAG**

OUDERDOMSPENSIOEN, PENSIOEN VIR BLINDES EN OUDSTRYDERSTOELAE EN  
ONGESKIKTHEIDSTOELAE BETAALBAAR AAN INDIERS

(Nie van toepassing ten opsigte van Oorlogs- en Siviele Pensioene, Onderhouds- en Gesinstoelae, of ten opsigte van Pensioene en Toelaes wat deur die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling of die Administrasie van Verteenwoordigers geadministreer word nie.)

Hierdie dokument is vrygestel van seëlreg en moet aan die posmeester getoon word wanneer iedere betaling deur die gevolmagtigde verlang word.

Tensy spesifieke goedkeuring van die Direkteur-generaal: Administrasie: Raad van Afgevaardigdes, Durban, vooruit verkry word, mag hierdie Spesiale Volmag nie gebruik word om betaling namens die pensioentrekker vir enige tydperk gedurende sy/haar afwesigheid uit die Republiek van Suid-Afrika te ontvang nie.

**(Moet deur die Pensioentrekker ingevul word)**

Ek, die ondergetekende ..... Verwysingsnommer O.A./B.P./W.V./D.G.....  
woonagtig te....., benoem, magtig en stel

.....hierby aan as my  
behoorlik gevolmagtigde om namens my, my maandelikse pensioen/toelae-betaling te ontvang en die nodige  
kwitansie te gee vir die bedrag wat aan my verskuldig en betaalbaar is. Die redes vir my versoek om betalings  
aan die gevolmagtigde te laat geskied, is die volgende:

VOU HIER

Pensioentrekker se verwysingsnommer:

OA/BP/WV/DG.....

Handtekening van pensioentrekker

Pensioentrekker se identiteitsnommer:

Datum .....

Handtekening van gevolmagtigde

Gevolmagtigde se identiteitsnommer

Datum .....

**(Moet deur die Posmeester ingevul word)**

DIE DIREKTEUR-GENERAAL:  
ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES  
DEPARTEMENT VAN GESONDHEIDSDIENSTE EN WELSYN  
PRIVAATSAK X54330  
DURBAN  
4000

Ingedien vir aanname en aantekening

Posmeester

(Vir gebruik van die Administrasie: Raad van Afgevaardigdes)

Aangeneem en aangeteken

Direkteur-generaal  
Administrasie: Raad van Afgevaardigdes

GETUIES:

(1) .....

(2) .....

GETUIES:

(1) .....

(2) .....

Datumstempel

Datumstempel

## ADMINISTRATION: HOUSE OF DELEGATES

**SPECIAL POWER OF ATTORNEY**

OLD AGE, BLIND PERSONS AND VETERANS PENSIONS AND DISABILITY PENSIONS PAYABLE TO INDIANS

**(Not applicable to war and Civil Pensions, Maintenance Grants and Family Allowances, nor in respect of Pensions and Allowances administered by the Department of National Health and Population Development or the Administration: House of Representatives)**

This document is exempt from stamp duty and must be presented to the Postmaster when each payment is claimed by the agent.

Unless the specific approval of the Director-General: Administration: House of Delegates, Durban, is obtained, this Special Power of Attorney cannot be utilized to receive payment on the pensioner's behalf for any period during which he/she is absent from the Republic of South Africa.

**(To be completed by the pensioner)**

I, the undersigned ..... *Reference O.A.-B.P./W.V./D.G.* .....  
 residing at ..... do hereby nominate, constitute and  
 appoint ..... as my duly  
 authorized agent to receive the monthly payment of pension/grant on my behalf and to give the necessary receipt  
 for the amount due and payable to me. My reasons for requesting payment to the agent are as follows:

.....  
 .....

FOLD HERE

Pensioner's Reference No.:

OA/BP/WV/DG.....

*Signature of pensioner*

Pensioner's identity number:

Date .....

*Signature of agent**Agent's identity number*

Date .....

**(To be completed by the Postmaster)**

DIRECTOR-GENERAL:  
 ADMINISTRATION: HOUSE OF DELEGATES  
 DEPARTMENT OF HEALTH SERVICES AND WELFARE  
 PRIVATE BAG X54330  
 DURBAN  
 4000

Submitted for acceptance and registration.

*Postmaster*

(For use by the Administration: House of Delegates

Accepted and registered

*Director-General*  
*Administration: House of Delegates*

WITNESSES:

(1) .....

(2) .....

WITNESSES:

(1) .....

(2) .....

FOLD HERE

Date Stamp

Date Stamp

**DECLARATION BY PENSIONER'S AGENT**

Reference O.A./B.P./W.V./D.G.....

Agent's name in block letters.....

Agent's occupation.....

Agent's full address.....

Agent's identity number.....

Relationship, if any, between the pensioner and the agent (e.g. son, daughter, customer, lodger, etc.) .....

Office where payment is desired .....

I have read the Letter of Authority of the pensioner carefully and understand the contents thereof. I undertake to notify the Director-General: Administration: House of Delegates, Durban, of any change in the pensioner's address (including departure from the Republic of South Africa), financial circumstances, or marital status.

I have taken special notice of the fact that should the beneficiary die, or be admitted to a State institution (prison, mental hospital, etc.), I am required to report the matter to the Director-General: Administration: House of Delegates and to return to that official the beneficiary's Letter of Authority and this Power of Attorney, since in such event no pension or grant is payable.

I understand further that should I not comply with the instructions contained in the Letter of Authority and I draw the pension or grant irregularly, I am liable to prosecution.

Date.....

*Signature of agent*

Witnesses: (1) ..... (2).....

(For use by the Director-General, Administration: House of Delegates, Durban)

Name of pensioner .....

Reasons for request .....

Record clerk .....

Accepted, registered and returned to .....

.....  
*Director-General:*  
*Administration: House of Delegates*

Date Stamp

**VERKLARING DEUR PENSIOENTREKKER SE GEVOLMAGTIGDE**

Verwysingsnommer O.A./B.P./W.V./D.G. ....

Naam van gevolmagtigde in blokletters .....

Beroep van gevolmagtigde.....

Gevolmagtigde se volledige adres .....

Persoonsnommer van gevolmagtigde.....

Verwantskap, indien daar is, tussen die pensioentrekker en die gevolmagtigde (Bv. seun, dogter, klant, loseerder, ens.) .....

Kantoor waar uitbetaling verlang word .....

Ek het die magtigingsbrief van die pensioentrekker noukeurig deurgelees en begryp die inhoud daarvan. Ek onderneem om die Direkteur-generaal: Administrasie: Raad van Afgevaardigdes, Durban, van enige verandering van adres (asook vertrek uit die Republiek van Suid-Afrika), finansiële omstandighede of huwelikstaat van Pensioentrekker te verwittig.

Ek het spesiaal daarop gelet dat in geval van die afsterwe van die bevoordeelde of sy/haar toelating tot 'n Staatsinrigting (gevangenis, sielsiekegestig, ens.), ek verplig is om die Direkteur-generaal: Administrasie: Raad van Afgevaardigdes daarvan te verwittig en die betrokke magtigingsbrief, tesame met hierdie Volmag, aan hom terug te stuur, aangesien geen pensioen of toelae in die omstandighede betaalbaar is nie.

Ek verstaan ook dat ek my aan vervolging blootstel as ek versuim om die instruksies in die magtigingsbrief na te kom en as ek die pensioen of toelae onreëlmatig trek.

Datum .....

*Handtekening van gevolmagtigde*

Getuies: (1) ..... (2) .....

(Vir gebruik van die Direkteur-generaal: Administrasie: Raad van Afgevaardigdes, Durban)

Naam van pensioentrekker .....

Redes vir versoek.....

Rekordklerk .....

Aangeneem, aangeteken en teruggestuur aan .....

.....  
*Direkteur-generaal:*  
*Administrasie: Raad van Afgevaardigdes*

Datumstempel



Republic of South Africa  
Republiek van Suid-Afrika

ADMINISTRATION : HOUSE OF DELEGATES  
ADMINISTRASIE : RAAD VAN AFGEVAARDIGDES

Department of Health Services and Welfare  
Departement van Gesondheidsdienste en Welsyn

Regional Director  
Streekdirekteur

217 - 223 Clayfield Drive  
Clayfieldlaan 217 - 223

Clayfield

PHOENIX

4051

8000

Reference  
Verwysing  
Inquiries  
Navrae  
Ext.  
Bylyn

☎ 593232

>

The Director-General  
Administration : House of Delegates  
Private Bag X54347  
DURBAN  
4000

CLAIM FOR UNDRAWN PENSION : LATE .....

YOUR REFERENCE NUMBER : .....

1. Appended hereunder is a claim for undrawn pension.
2. Kindly forward the amount due to the beneficiary and notify this office accordingly.

REGIONAL DIRECTOR

### CLAIM

I ..... Identity No. ....  
residing at .....  
do hereby lodge a claim for the undrawn pension for the period .....  
..... to ..... in respect of the abovenamed  
pensioner who died on .....

I base my claim on the fact that I am/was responsible for the funeral/  
medical expenses amounting to R..... and in support thereof I  
attach the funeral/medical receipt(s) dated ..... and  
death certificate.

SIGNATURE : .....

WITNESS : .....

DATE: .....

Reference No. (A).....  
ADMINISTRATION: HOUSE OF DELEGATES  
DEPARTMENT OF HEALTH SERVICES AND WELFARE  
**REVIEW OF PENSION AND GRANT**

Ref. No. H/O (A)..... Agency Ref. No.....  
Name..... Identity No.....  
Address (residential).....  
.....  
Address (postal).....  
.....  
Marital Status..... Paypoint.....  
Fixed property:  
(i) Land: R..... (ii) Buildings: R..... (iii) Bond: R.....  
Investments:  
(i) Savings a/c No..... R.....  
(ii) Fixed Deposit No..... R.....  
Income:  
(i) State Pension/grant (a) Applicant R..... (b) Spouse R..... Ref. No.....  
(ii) Earnings R.....  
(iii) Other Source R.....

CHILDREN

Name	Date of birth	Std.	Does child attend school	Does child reside with grantee
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....
.....	.....	.....	.....	.....

I hereby declare that the above particulars are true and correct.

.....  
*Signature of Beneficiary/Nominee*..... *Date*.....  
Remarks.....  
.....  
.....

Documents attached.....  
Continuation/Suspension/Cancellation/Recommended.

.....  
*Investigating Officer*..... *Date*.....  
DIRECTOR-GENERAL: ADMINISTRATION: HOUSE OF DELEGATES  
It is certified that the particulars have been examined and verified with the required documentary evidence.  
.....  
*District Pensions Officer*..... *Date*.....