

THE ADMINISTRATION AND
MANAGEMENT OF LOCAL CHILD
WELFARE AGENCIES

BY

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Submitted in part fulfilment of the requirements for the degree of Masters in Public
Administration in the Department of Public Administration in the Faculty of Commerce at the
University of Durban-Westville.

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DATE: 1995-10-15

DEDICATION

To my wife Shakila, and my two sons Ashveer and Avarn. Thank you for being a source of inspiration and motivation during the course of my study.

ACKNOWLEDGEMENTS

I extend my heartfelt thanks to all interviewees and the various local Child Welfare Agencies who assisted and co-operated during the course of this study.

My appreciation and thanks to my supervisor Prof. D. Sing and to my co-supervisor Ms R. Moonilal their guidance and assistance during this study.

Thank you also to Kogie Naidoo for typing and Growfin for technical assistance.

My thanks and appreciation also goes to all other individuals who assisted me in my studies.

SYNOPSIS

The purpose of this study was to investigate the administration and management of local Child Welfare Agencies.

Appropriate and relevant knowledge and skills in administration and management processes are essential to ensure that Child Welfare Agencies function within the normative foundations of public administration.

The Board of Management of the Agencies are voluntary in nature. The smaller and embryo agencies depend on untrained volunteers to provide both administrative and management leadership. Basic democratically determined administrative and management processes are necessary to make welfare services more economical, efficient and effective.

The major objectives of this study were:

- to examine the existing administrative and management structures and processes and their functions.
- to determine the role of the Board of Management Committee structures and senior personnel in administration and management.
- to determine the foundation principles of administration and management that guide the functioning of Child Welfare Agencies.

This Study provided an opportunity for agencies to express their views on the existing situation and what the future ought to be like.

The study viewed Public administration as a vast field of activity which can be classified into four (4) main groups viz:

- a. generic administrative and managerial,
- b. auxiliary,
- c. instrumental, and
- d. functional also referred to as line functions.

Although this study focused separately on administrative and management functions, it should be noted that both dimensions of generic administrative functions are performed along with the functional, auxiliary and instrumental activities.

In a Child Welfare Agency the Board of Management together with the middle and upper management of staff will determine the administrative and management processes of policy making, organising, staffing, financing, determining work methods and procedures and control.

The aim of public administration is community welfare, therefore the administrative and management processes must be founded on normative foundations of public administration.

The findings of this research will not only contribute to the established agencies but will be of great help to the embryo and developing agencies.

ADMINISTRATION AND MANAGEMENT OF LOCAL CHILD WELFARE AGENCIES

DECLARATION

I hereby declare that except where acknowledged,
this research is entirely my own work,
that all sources used or quoted have been
acknowledged and that this dissertation
has not previously been submitted for a
degree or diploma at any other
Tertiary Institution.

MOONILALL KOOBLAL

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CHAPTER 1

INTRODUCTION

1.1 NATURE AND BACKGROUND OF STUDY

Appropriate and relevant knowledge and skills in administration and management processes are essential to ensure that local Child Welfare Agencies function within the foundations of public administration.

Whilst larger agencies can rely on the services of paid staff, smaller agencies, as well as embryo agencies, have to depend on untrained volunteers to provide both administrative and management leadership. The embryo Agencies are involved in administration, management and the actual service delivery to the community.

In an analysis compiled by SANC in 1991 it was found that out of a total of 173 agencies affiliated to them, 58 agencies did not have any posts for social workers and were totally managed by volunteers. The 84 embryo agencies are serviced by only 27 community workers.

The administration and management of local Child Welfare Agencies is the responsibility of community structures and voluntary workers. This leads to a state of affairs in which there are differing ideas and beliefs about administration and management processes. Basic democratically determined administrative and management processes become necessary to make welfare services more effective and to face the challenges of a more democratically

determined social welfare system.

The Working Paper and the National Symposium of the South African National Council for Child and Family Welfare (1993) revealed the following on the question of the repositioning of the National Council and its affiliated societies:

- i. Corrective action to be taken for the improvement of role functioning of societies is the upgrading of local Board Committee Structures.
- ii. Proactive steps have to be taken to improve committee composition. Eighteen out of thirty seven Agencies stated that there is a need to provide administrative and management guidance to committee structure, and
- iii. Administrative and management guidelines should be written and made available.

The purpose of this study is to investigate the administration and management of Child Welfare Agencies in the Durban Metropolitan Area.

1.2 MOTIVATION FOR THE STUDY

The existence of a social welfare system is characteristic of all developed and developing societies in the modern world. Whereas comparative studies have detected some common tendencies in the architecture and focus of most social welfare systems, a striking feature of comparative analysis is their diversity. (Thursz and Vigilante, 1978).

McKendrick (1987) states that although all social welfare systems seek to promote aspects of

the common human condition, each is individually sculptured by a unique interplay of historical, social, cultural, economic, geographical, religious and political forces.

According to N Hall (1993), the management of welfare services in Africa takes place in a situation of extreme resource scarcity and pervasive poverty. This leads to management styles that are defensive and protective of the agency concerned. Directive styles of management combined with chauvinist, male-dominated organisations, leads towards a situation of bureaucratic rigidity.

The historical and political forces have affected the structure and functioning of Child Welfare Agencies. There is a need for Agencies to evaluate their organizational structure, their aims and objectives and the quantity and quality of their services. This research aims to provide insights into Management and Administrative processes facilitating the restructuring and repositioning of the Child Welfare Movement in the new South Africa.

Many agencies have held workshops to evaluate their organisational structure, their aims and objectives and to the quality and quantity of their services.

The Working Paper for repositioning of the South African National Council for Child Welfare and its affiliated Societies (1993), confirms the need for the restructuring and repositioning of the voluntary Child Welfare Movement.

The above set of factors and the scarcity of research on the topic motivated the need for the investigation of the Administration and Management of local Child Welfare Agencies in the Durban Metropolitan area.

This study will determine the current structures and processes and functions with respect to administration and management of Child Welfare Agencies.

This study will also determine whether the Boards composition and functions are keeping up with political and social changes. The recommendations of this study will also help to create new paradigms, encourage agencies to be proactive, accountable and democratic in as many aspects as possible.

1.3.1 OBJECTIVES OF THE STUDY

The major objectives of this study were:

- i. to examine the existing administrative and management structures as well as the functions of these structures,
- ii. to determine the extent of the role of the committee structures of the Board of Management and Senior personnel in administration and management, and
- iii. to determine the foundations of public administration and management that guide the functioning of Child Welfare Agencies.

1.3.2 KEY QUESTIONS TO BE ANSWERED IN THE RESEARCH

The key questions to be answered in research were:

- what is the nature and functioning of the existing Child Welfare Agencies?
- what are the principal administrative and management responsibilities of Board members and senior staff personnel?
- what administrative and management structures and processes are applied in the functioning of the local Child Welfare Agencies?
- which principles form the basis of administration and management of Child Welfare Agencies?

1.4 DEFINITION OF TERMS

Definitions of the following terms which are used in the study are presented.

1.4.1 ADMINISTRATIVE AND MANAGEMENT FUNCTIONS

The structural framework of the questionnaire used in the study and Chapter 3 of the research report is based on the analytic model consisting of two lists of specific administrative and management functions as presented by Cloete (1992:52-53). The administrative functions are explained as the conceptual (**initiatory and innovative**) and directive dimension of the generic administrative functions (Cloete 1992:202). The Management functions on the other hand, refers to the managerial dimensions of the six conceptual and directive categories of generic administrative functions, Cloete (1994:203).

The Oxford English Dictionary defines the meaning of the words '**administration**' and '**administrator**' as follows:

Administration [**is**] the management of public affairs, the conducting or carrying on [**of**] the details of government. An administrator [**is**] one who administers, one who manages, carries on or directs the affairs of any establishment or institution (**Vol. 1 1961**).

According to JJN Cloete (**1981:1-2**), administration takes place as soon as two or more individuals pursue, through collective action, the same purpose. Thus, administration consists of specific thought processes and actions which are necessary to describe and eventually achieve the purpose set, and includes other activities such as organisation, which entails the grouping of people individuals or groups) in orderly patterns (**naturally with a commensurate allocation of authority**), the procuring of money and personnel, the determination of the methods and procedures whereby action to achieve the goal should take place, the implementation of measures of control to test whether any progress is being made in realising the goal.

It is possible to identify two parts or dimensions of which each of the administrative functions (**the enabling functions**) consist, that is:

- conceptual and directive part or dimension (**which could also be referred to as the setting of goals, that is, predesigned objectives**), and
- a managerial part or dimension (**which could also be regarded as an authority and responsibility dimension**).

Management is an important and inclusive dimension of administration and involves the utilisation of resources, whilst administration encompasses the activities which enable goal realisation.

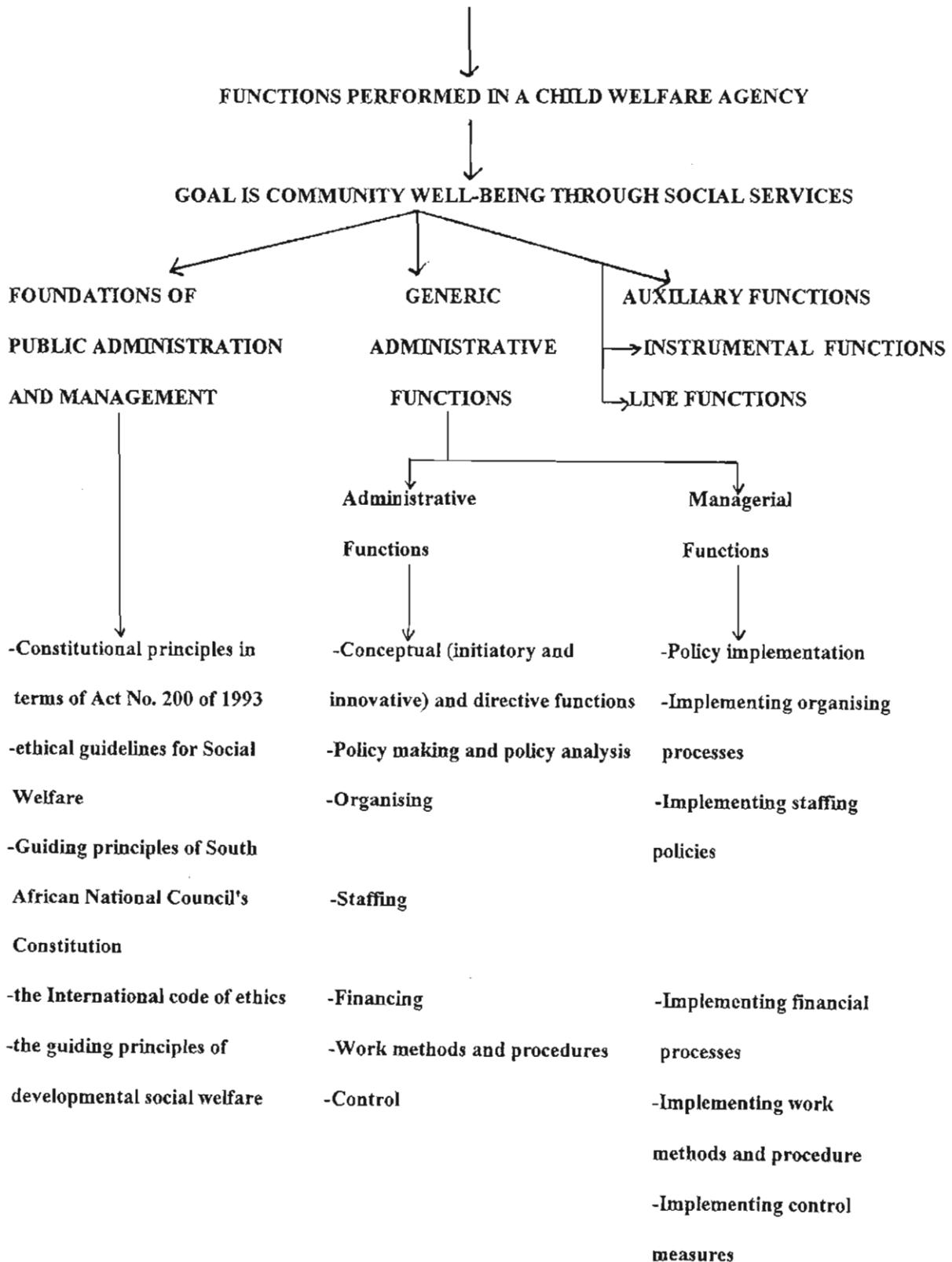
From the above exposition it is obvious that there is a difference between the directive and managerial dimensions of the administrative functions and that they indeed represent two fields of work (Cloete, 1991:203-204).

1.4.2 THE MODEL USED TO DESCRIBE ADMINISTRATION AND MANAGEMENT OF LOCAL CHILD WELFARE AGENCIES

The diagram that follows shows the model used to describe the administration and management of local Child Welfare Agencies. This model which is based on Cloete's Model was used as it was convenient to gather data.

TABLE ONE

**PUBLIC ADMINISTRATION AND MANAGEMENT MODEL USED TO DESCRIBE
ADMINISTRATION AND MANAGEMENT IN A CHILD WELFARE AGENCY**



The goal of a Child Welfare Agency is the well-being of a community which is achieved through the delivery of social services. The above model shows that the functions performed by an agency can be divided into different categories namely:

- a. The generic administrative functions which in turn is divided into two categories namely, the administrative functions and the managerial functions,
- b. The auxiliary functions,
- c. Instrumental functions, and
- d. Line functions.

This study focused on the administrative and managerial functions and the foundations of public administration that guide administration and management.

1.4.3 SOCIAL WELFARE

'Welfare' tends to be narrowly defined and the term ' Social Welfare Service' is often preferred.

As the National Welfare Act No 107 of 1978 had particular relevance to welfare organisations it is necessary to be clear on the term "Social Welfare Services" as defined in the Act.

The Act defines Social welfare services as organised activities, measures or programmes in connection with:

- Social work as defined in section 1 of the Social and Associated Workers Act 1978
 - preventing or treating social malfunctioning or problematic functioning in man,
 - the prevention and treatment of social pathological conditions in the community or in groups of persons or in families or individuals,
 - the promotion, protection or stability of family or marital life ,
 - the welfare of the aged, the physically handicapped, the mentally handicapped ,
 - the welfare of children,
 - the prevention of alcoholism or dependence upon substances or the treatment of persons who are dependent upon alcohol or any other dependence-producing substance
 - the provision of housing to indigent persons or persons in need
 - any corrective service (for example, in respect of juvenile delinquents, convicts, prisoners) and
 - social relief (for example financial assistance, food parcels, clothes, etc. the needy families' seasonal charity in winter or at Christmas time).

b. Social Welfare for the Future

According to the Discussion Document: Towards a new social welfare policy and strategy for South Africa dated 5-6-95, Social Welfare refers to "an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development and social justice. Social Welfare should bring about sustainable improvement in the well-being of individuals, families and communities".

Social Welfare is intrinsically linked to other social service systems through which people's needs are met, and through which people strive to achieve their aspirations. Social Welfare services and programmes are therefore, a part of a range of mechanisms to achieve social development, such as health, nutrition, education, housing, employment, recreation, rural and urban development and land reform.

In terms of this definition of Social Welfare the vision is a welfare system which facilitates the development of human capacity and self reliance within a caring and enabling social environment.

It is therefore recommended that Welfare Agencies restructure their services to be in line with the new Social Welfare Policy. This will ensure that Child Welfare Agencies are providing a service that is in partnership with all stakeholders and that it is equitable, sustainable, people-centred and developmental.

1.4.4 LOCAL CHILD WELFARE AGENCY/SOCIETY

South Africa's Child Welfare Service is a partnership between the private and the public sector. As far as possible, welfare services are rendered by private welfare organisations which are 75% subsidised by the State. In terms of the National Welfare Act 107 of 1978

'Welfare organisation' means a welfare organisation which is registered in terms of section 13(1) of that Act. To be registered as a welfare organisation, an organisation must first be recognised as a Fund-raising Organisation in terms of the Fund-raising Act, 1978.

A Child Welfare Agency or Society is a community based organisation that renders welfare services to the community. The Agency is a formal structure made up of democratically elected community members. Members of the community apply for membership to the Agency. The Agency's main controlling body is the Board of Management, which is voluntary in nature. The Board is elected annually. The Board of Management employs personnel, namely Social Workers, Auxiliary Workers and Support Staff who serve as functionaries.

There are approximately 175 Child Welfare Agencies affiliated to the South African National Council for Child and Family Welfare. These Agencies are autonomous and have their own constitution. The Child Welfare Agencies are guided by the Regional and National Boards of the S.A. National Council for Child Welfare.

1.5 RESEARCH METHODOLOGY

The study is exploratory and descriptive in nature. The definition of descriptive research is given by Lovell and Lawsen, as quoted by Behr(1978) is applicable to this research study. Behr describes descriptive research as being concerned with conditions that exist, practices that prevail, beliefs and attitudes that are held, processes that are on-going and trends that are developing.

An extensive study of local and international literature was made on the subject. Legislative and official documentations related to rendering of welfare services by Agencies were evaluated. The majority of the Child Welfare Agencies in the Durban Metropolitan area were visited and interviewed.

The Agencies consulted during the research are shown in schedule 1.

A survey, using the questionnaire technique, was carried out to ascertain views on the application of, inter alia, administrative and management processes. Principles guiding the Child Welfare movement were also ascertained. At least two questionnaires were given to each Agency to ensure that the views of the Board and senior staff were ascertained. The findings of the research is a collation of findings and does not reflect the views of any specific Agency. The data is integrated in chapter 3 and chapter 4.

Thirteen agencies affiliated to the South African National Council for Child and Family Welfare in the Durban Metropolitan area were visited. Included in the interviewees were:

- 10 Board members holding official/or executive positions,
- 3 Directors,
- 3 Control Supervisors,
- 10 Supervisors, and
- Professional Consultants of the South African National Council for Child and Family Welfare.

All interviewees had a minimum of five years experience in the Child Welfare Movement.

The researcher has fifteen years of experience in the Child Welfare Movement. He has served in the capacity of Treasurer and President. He is the founder member of Phoenix Child Welfare and served as President for over ten years.

**SCHEDULE 1:
CHILD & FAMILY WELFARE
SOCIETIES CONSULTED
DURING THE STUDY**

15

	NAME OF ORGANISATION	QUESTIONNAIRE	INTERVIEW	STUDY OF ANNUAL REPORT/DOCUMENT
1	TONGAAT AFRICAN CHILD WELFARE SOCIETY	NO	YES	YES
2	TONGAAT & DISTRICT CHILD & FAMILY WELFARE SOCIETY	YES	YES	YES
3	VERULAM CHILD & FAMILY WELFARE SOCIETY	YES	YES	YES
4	PHOENIX CHILD & FAMILY WELFARE SOCIETY	YES	YES	YES
5	INANDA NEWTOWN CHILD & FAMILY WELFARE SOCIETY	YES	YES	YES
6	KWA MASHU CHILD & FAMILY WELFARE SOCIETY	NO	YES	YES
7	CLERMONT SIBUSISWE CHILD & FAMILY WELFARE SOCIETY	YES	YES	YES
8	AMANZIMTOTI CHILD & FAMILY WELFARE SOCIETY	NO	YES	YES
9	DURBAN CHILD, FAMILY, & COMMUNITY CARE CENTRE	YES	YES	YES
10	DURBAN CHILD AND FAMILY WELFARE SOCIETY	YES	YES	YES
11	CHATSWORTH CHILD & FAMILY WELFARE SOCIETY	YES	YES	YES
12	PINETOWN CHILD WELFARE SOCIETY	YES	NO	YES
13	S.A. NATIONAL COUNCIL FOR CHILD & FAMILY WELFARE DURBAN REGIONAL OFFICE	NO	YES	YES
14	UMLAZI CHILD WELFARE SOCIETY	NO	YES	YES

1.6 DATA ANALYSIS AND PRESENTATION

The questionnaire was used as a guide for the interviews. Respondents' views from all questionnaires were collated and a general view was arrived at. Information from the Agency's documents, annual reports, papers and National Council's documents were also collated. All findings were then integrated into the relevant section of the theoretical aspects of the research in chapter 3.

1.7 LIMITATIONS OF THE STUDY

This study has certain limitations namely:

- a. The population did not cover the whole country. The Metropolitan area of Durban in the Province of KwaZulu Natal was surveyed.
- b. There was no control over who completed the questionnaire. The questionnaires were to have been filled by a Supervisor and a Board member. An individual other than the intended respondent may have completed the questionnaire. This could have introduced a bias into the study.
- c. The interviewees may not have been honest for fear that sensitive information about the Agency may be divulged.

- d. Supervisors and Board members did not have relevant theoretical background knowledge on administration and management and therefore may not have provided the answers in the correct category.
- e. Although interviewees were instructed to remain objective and to express the views of their Agency, they may have communicated their personal views in the questionnaires. Interviewees may have also tried to please the interviewer by giving socially desirable answers.
- f. The researcher, having 15 years of experience as a volunteer in the Child Welfare movement could have influenced the study. His involvement in the administration and management of a Child Welfare Agency may have influenced the analysis and presentation of the data.

1.8 CHAPTER DIVISIONS

Chapter 2 is an introductory perspective of the Voluntary Child Welfare movement in South Africa. A brief historical development is followed by the repositioning of the Child Welfare Movement. The organogram of the voluntary devolution of power of National Councils decision-making structures to Regional Boards is examined. The functions of the South African National Council for Child Welfare and the powers and duties of the Regional Boards are enlisted.

The vision of the new welfare system and the proposals of the White Paper on Social Welfare is touched upon. Chapter 3 examines the theoretical and practical aspects of administration and management of Child Welfare Agencies.

The administrative and management functions are categorised as Policy making, Organising, Staffing, Financing, Work Methods and Procedure and Control. The role of the committee structures of the Board of Management in administration and management, is discussed. The research findings are integrated in this chapter.

Chapter 4 investigates the foundations of public administration and management in the functioning of Child Welfare Agencies. This chapter focuses on principles that guide an Agency in respect of administration and management. The following categories of principles are examined:

- constitutional principles in terms of Act no. 200 of 1993,
- ethical guidelines for social welfare,
- guiding principles of the South African National Council for Child Welfare's constitution,
- the international code of ethics, and
- the guiding principles of developmental social welfare.

Chapter 5 is the conclusion and recommendations for the administration and management of local Child Welfare Agencies.

CHAPTER 2

THE SOUTH AFRICAN VOLUNTARY CHILD WELFARE SYSTEM :

AN INTRODUCTORY PERSPECTIVE

2.1 INTRODUCTION

In the Western World the Child Welfare Movement has a very long history. In England it goes back to the Elizabethan Poor Law of 1601, where Almshouses for orphans were established. These concepts were carried over with the English Settlers to America, Canada and Australia. In the 1890's South Africa established Children's Institutions. In addition, voluntary and Church bodies were also engaged in caring for the needy or destitute. At the turn of the century the wider public became acutely aware of the welfare of the community and in particular of the welfare needs of children. The need for organised planning and action was identified.

As a result of apartheid policies of separate development Child Welfare Societies were established along racial lines. During the 1990's the welfare movement began transforming. The South African National Council for Child Welfare and its affiliated Societies are being repositioned on non-racial lines. The draft White Paper of 1995 proposes a transformed welfare system that facilitates the development of human capacity and self reliance within a caring and enabling social environment.

2.2 HISTORICAL PERSPECTIVE

The publication of statistics in 1906 in Cape Town by the Medical Officer of Health on the high infant mortality rate created an awareness of the needs of children and led to the establishment of the first Child Welfare Society in Cape Town in 1908.

In 1909 the Johannesburg Child Welfare Society was established. These two Societies were the only Societies in existence at the time of the Union in 1910. The two societies together with the Dutch Reformed Church, which was active in the welfare field, provided organised welfare services to children in need of protective services.

News of the organised work being undertaken began to spread and by 1917 there were 10 Child Welfare Agencies. The welfare conference of 1917 generated much publicity and saw the necessity to provide urgently-needed services to children affected by malnutrition, the 'flu epidemic and the war that devastated South Africa. The emphasis at that time was on health services through health clinics, feeding schemes and medical and dental services.

By 1920 the economic slump reached South Africa and impoverished families from rural areas migrated to the cities which resulted in mass unemployment, overcrowding and poor housing. The expansion of child welfare services became more urgent.

By 1924 all the major towns and several smaller towns had already established 38 child welfare societies. At a conference held in Cape Town in 1924 these societies established the South African National Council for Child Welfare.

The Council was finally constituted in Bloemfontein on 15 May 1924 and was known as the South African National Council for Child Welfare. It must be noted that by this time racial prejudices were well entrenched and Child Welfare Societies were already established along racial lines (**Verulam Child Welfare 60th Anniversary Brochure 1994**).

In 1937 the Voluntary Child Welfare Movement's services were supplemented by State Social Welfare which was largely white orientated.

To render the best possible service to the children and their families in South Africa has always been the guiding principle of this movement. In pursuance of this ideal and to ensure that the service delivery programmes of the Council to its affiliate societies remain relevant and effective, the Board of Management decided in 1992 to undertake an in-depth investigation into its own functioning and structure with a view to repositioning the movement in order to better meet the needs of children and families in the new democratic South Africa.

During 1994/95 the aim has been in formulating the constitution of the National Council and the by-laws to manage the movement through an open '**bottom-up**' approach rather than the closed secretive manner which existed in the past. In 1995 representatives from regional boards were elected by nominations made by the Local Child Welfare Agencies to the National Board Agencies. The nominations from the affiliates were made by either staff or management members. Board members or staff can serve on the regional board and the National Board provided that management members are in the majority, thus retaining the basic principle that this is a voluntary movement (**Prof. Shauw: Paper delivered at Regional Assembly Conference - Greytown 7:4:95**)

2.3 REPOSITIONING OF THE VOLUNTARY CHILD WELFARE MOVEMENT IN THE 1990's

The repositioning of the South African Council for Child and Family Welfare saw the restructuring of voluntary Child Welfare Movement and the redefining of roles of the National Board and the establishment of Regional Boards.

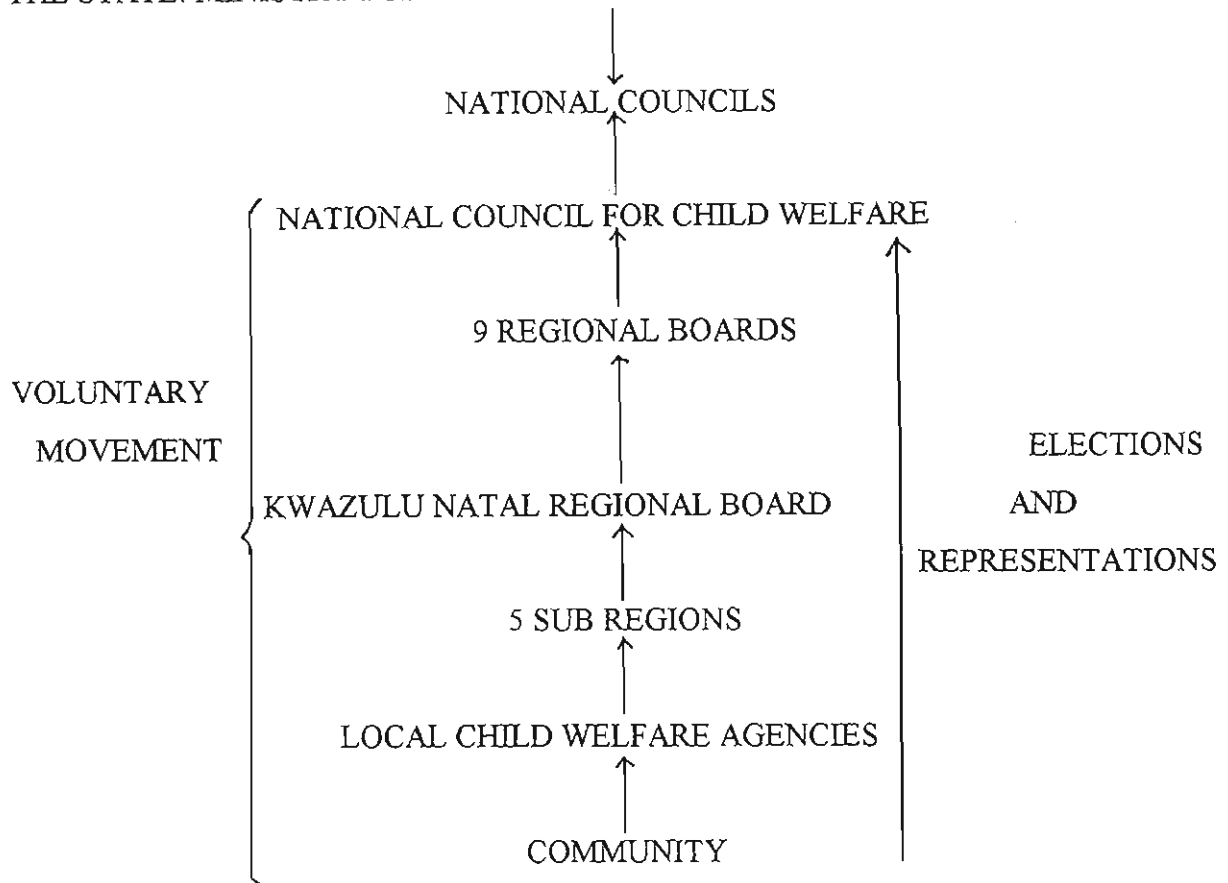
Both volunteers, that is, members of Boards of Management and paid employees of Agencies are eligible for election to the local, regional or national structure as full voting members. This election system and decision making structure ensures wide representation and involvement in decision making processes, as well as a '**bottom-up**' management structure.

2.3.1 RESTRUCTURING OF THE VOLUNTARY CHILD WELFARE MOVEMENT

The illustration on the following page shows the organogram of Regional/National structure of the Voluntary Child Welfare Movement.

TABLE THREE

THE STATE: MINISTRY FOR SOCIAL WELFARE AND DEVELOPMENT



**ORGANOGRAM OF THE REGIONAL/NATIONAL STRUCTURE OF THE
VOLUNTARY CHILD WELFARE MOVEMENT**

The principle of the regionalisation of the National Council's decision making structures justifies the constitutional devolution of power to a regional level in the form of Regional Boards. Child Welfare Agencies within defined geographical areas form sub-regional structures. These Agencies then elect members from the sub-regions to serve on the Regional Board representing each of the nine provinces. Representatives from the Regional Boards are then elected onto the National Board.

2.3.2 FUNCTIONS OF THE SOUTH AFRICAN NATIONAL COUNCIL FOR CHILD AND FAMILY WELFARE

As part of the repositioning exercise, affiliated Agencies evaluated the functions of the National Council and its affiliates. Through a consultative process the functions of the National Council and Regional Boards were formulated. The main functions of National Council for Child and Family Welfare (**National symposium of National Council for Child and Family Welfare - 28-29 June 1993**), are:

- to provide an enabling and supportive role to affiliated societies',
- to improve the functioning of societies by providing training opportunities, assist with the management of the societies by giving guidance when and where required and to assist societies with the resolving of problems which impede their functioning,
- to monitor the standard of services rendered by individual societies,
- to co-ordinate the services within the child welfare movement,
- to assist communities with the establishment of organisational structure which can develop into a viable child welfare society,
- to formulate policies and to undertake advocacy at a national level,
- to be the channel of communication with State departments and to act as a support system for societies
- to undertake research,
- to enhance the functioning of the entire Child Welfare Movement and,
- to co-operate with other welfare bodies at a National Level.

2.3.3 POWERS AND DUTIES OF REGIONAL BOARDS

The Regional Board shall afford affiliates situated within a region an opportunity to participate in regional activities, if necessary by making provision for sub-regions. (**Natal Regional Assembly conference: 7:4:95**).

The Regional Board shall perform the following functions for its demarcated geographical area:

- identify needs affecting its children,
- develop a plan for child welfare services in consultation with relevant role players,
- co-ordinate child welfare services ,
- act as an advocate for children,
- advise the National Board on the formulation of national policy,
- advise the National Board on applications from prospective affiliates and on the affiliation of such affiliates,
- consider and approve applications from prospective regional associate members and the termination of such membership,
- formulate regulations for the rules and procedure at regional assemblies, and
- accept responsibilities for those functions delegated to it by the National Board or undertake work at the request of the National Board.

2.4 CONCLUSION

The transformation and restructuring of the Voluntary Child Welfare Movement ensures wider representation, greater involvement in decision making processes as well as a **'bottom-up'** management structure.

Affiliation to Regional and National Boards would ensure that minimum standards of service delivery and philosophical points of departure will continue to be prescribed by conditions of affiliation.

The autonomy of individual Agencies should not be affected by the Regional and National Boards. The repositioning of the Voluntary Child Welfare Movement and the proposed White Paper ought to facilitate the development of human capacity and self reliance within a caring and enabling social environment. The well being of all South Africans should be promoted, more especially those individuals, families and communities which are poor, and/or vulnerable to poverty especially people living in informal settlements and rural areas.

CHAPTER 3

ADMINISTRATION AND MANAGEMENT OF CHILD WELFARE

AGENCIES:

THEORETICAL AND PRACTICAL ASPECTS

3.1 INTRODUCTION

Public institutions exist to provide public goods and services for the community. For the creation, maintenance and operation of the public institutions, a variety of activities (**also known as functions or processes**) have to be executed. These activities/ processes,/functions are collectively known as "**Public administration**". The words "**functions**", "**processes**" and "**activities**" are used synonymously in this study.

The activities performed in institutions can be classified into four groups, namely:

- i. generic administrative and managerial,
- ii. auxiliary,
- iii. instrumental,
- iv. functional or line functions.

In practice, the above-mentioned groups of functions are usually executed simultaneously and are integrated to such an extent that it is often difficult to ascertain where the one begins and the other ends. However, it is obvious that the administrative functions must always commence before a start can be made with the functional activities/line functions. Indeed,

nothing can be done in any matter in the public sector before a policy on it has been accepted by the policy makers, to declare that action must be taken in the matter to reach one or more objectives. When a policy has been provided and objectives declared, the other generic administrative processes can be commenced with, along with the managerial, auxiliary, instrumental functions and functional activities.

However, the administrative processes should deliver results before the other groups of functions can be implemented, for example, nothing can be done before the financing processes have made money available, the organising processes have created structures, the staffing processes have provided personnel, work procedures have been determined, and checking (**control**) has been provided for, to ensure that every action is aimed at the attainment of the policy objectives. Because of this run of events, it is usually said that the administrative processes are the enabling processes.

3.2 ADMINISTRATIVE FUNCTIONS

Because the administrative processes are performed in all public institutions, they are called generic administrative processes. In the Child Welfare Agency setting, the generic administrative and managerial processes will be performed. The auxiliary and the instrumental activities are, indeed, also generic functions which will be performed to enable the functionaries to perform the administrative and the managerial processes as well as the functional/line activities.

3.2.1 INTRODUCTION

In the Child Welfare Agency, the Board of Management together with the middle and upper Management of Staff will determine the Administrative processes of Policy-Making, Organising, Staffing, Financing, Determining Work Methods and Procedure and Control. These aspects which will be detailed below.

3.2.2 POLICY-MAKING AND POLICY ANALYSIS

In public administration, the policy process will always predominate. A policy is much more than a decision. To arrive at a policy a series of decisions have to be taken, to implement a policy a further series of decisions have to be taken, and for policy analysis another series of decisions are necessary.

This thus brings us to the need for the public policy.

3.2.2.1 NEED FOR PUBLIC POLICY

As soon as human beings start living together in communities, they are no longer self-sufficient. In communities they need goods and services which they cannot provide individually or as families.

Consequently, they have to create institutions to:

- i. provide goods and services to make living together in closer settlements possible, and
- ii. reconcile the conflicting interests of individuals and groups.

Services and control are essential to obtain peaceful and prosperous communities, in other words, to create societies and to ensure their welfare is attended to sufficiently.

3.2.2.2 PURPOSE AND NATURE OF PUBLIC POLICY

Public Policy must have a specific purpose and its nature must be clearly defined. In effect a Welfare Agency is created as a result of a process of policy-making, which culminates in a constitution for that Agency. The constitution is the first policy statement of the organisation and it is usually the most difficult one on which to reach agreement.

The constitution is a policy statement because it declares the action to be taken by the Agency and office-bearers who follow stated procedures and respect prescribed conduct guidelines.

A policy, therefore, is a declaration of intent to do something or to have it done by specified institutions or functionaries as prescribed (Cloete 1991:79).

3.2.2.3 LEVELS OF POLICY

There are various levels of policy. In fact, every Agency will consist of a hierarchy of functionaries. The activities of each of the functionaries employed in an Agency are regulated by policy directives such as legislation, regulations, proclamations and instructions, issued in terms of the provisions of the legislation and orders given to him/her by the superiors. Because there will always be a hierarchy of functionaries, it follows that there will always be a hierarchy of directives which will be policy statements (Cloete 1991:82).

The Board of Management is the main policy-making body in a Child Welfare Agency. The various sub-committees, in consultation with staff, help to formulate policies which are ratified by the Board of Management.

3.2.2.4 IDENTIFYING AIMS, OBJECTIVES AND NEEDS

90 % of the agencies believe that each agency should have their own mission statement but the mission statement must have a shared vision.

According to the respondents, the primary aims of Child Welfare Agencies are:

- to protect the rights of children,
- to enhance and promote the quality of life of children, families and communities and
- to work in the cause of social justice.

Arising logically from the above aims, the main objectives of the Agency were cited as follows:

- to improve the quality of life of children, families and communities.
- to prevent, investigate and deal with any case of neglect, abuse ,poverty, distress and/or cruelty to children.
- to establish, maintain and facilitate places of care, crisis/treatment centres and educare centres for the gestalt stimulation and development of children.
- to promote wider community participation in Child and Family Welfare Services through Community Development Programmes.
- to promote the development of innate human potential through enabling and empowerment services or self-help programmes.-
- to improve the general quality of life in deprived and marginal communities.
- to combat and prevent community problems through community development strategy.
- to encourage grassroots participation in self-help projects through which communities are assisted to address their collective needs and problems.

It was discovered during interviews that the interviewees possessed reasonably good knowledge of the above aims and objectives of the Agency. Furthermore, the respondents felt that the constitution of the Agency should be revised every five (5) years.

They also felt that 80% of the Agency's objectives were relevant to the current needs of the community. These needs of the community were chiefly identified through casework, community works and needs perceived by staff. Needs were also pinpointed through requests by the community, projects focusing on volunteer participation and research by staff.

To attend to these needs, the Director and Senior Managers are responsible for the preparation of regulations, instructions and other directives. The standing committees make recommendations to the Executive Committee/Board, which approves of and formulates these directives.

3.2.2.5 ANALYSIS OF EXISTING POLICIES

The Board of Management collects data on a monthly basis. This statistical data are analysed to evaluate the existing policies and provide feedback in modifying existing policies and formulating new policies.

The voluntary welfare sector is changing faster than the government sector. At a June 1991 consultative conference on '**Social Welfare Policy in National Reconstruction and Development**', some of the voluntary welfare organisations reported that:

- meetings had been held with staff members to address racism in the organisations,
- attempts had been made to desegregate management structures of agencies which have largely been dominated by white, middleclass altruists and experts,
- racial inequalities in service delivery are being addressed in some agencies through strategic planning of future services.

Labe, however, in a report-back on discussions at the abovementioned conference, argued that **'restructuring apartheid welfare involves more than redressing racial segregation in agencies'**, and that **'developmental social work where social services could become a meaningful vehicle for redistributing wealth and resources'** has not been implemented to any significant extent (Labe(1991:1)). Models of service delivery are, however, under scrutiny among voluntary welfare organisations, where appropriate methods are being explored.

McKendrick (as quoted by Patel: 1992), in a study of the changing nature of voluntary welfare organisations, found that the absence of a clear state welfare policy and strategy was a major inhibiting factor to change; that the lack of financial resources was not a major obstacle and that attempts to move away from therapeutic work towards developmental options was found to be very difficult. The research study also indicated that organisations were beginning to make major shifts away from the servicing of white clients, and were dealing increasingly with African, Coloured and Indian people In addition, McKendrick's research identified the value of strategic planning as a vehicle to promote change in community welfare organisations (Patel L. 1992 46-49)

3.2.2.6 FACTORS WHICH INFLUENCE POLICIES

Various factors influence policies. It must be stated that policy-makers can never be completely accurate or precise because they have to decide about future eventualities which are unknown when decisions are made. Furthermore, public policy decisions will to some extent be based on values on which consensus can be reached, but where unanimity will seldom be obtained.

The processes for rational policy-making are more or less as follows:

- i. gathering of information ,
- ii. determining all possible options to meet the demands or the need, or eliminating the dysfunctional situation identifying and assessing the possible consequences of each option,
- iv. evaluating each option and its consequences against the values to be represented, and
- vi. selecting and justifying the option which, in terms of the available information and evaluated against the values involved, appears to be able to deliver economical, effective and efficient results (Cloete 1991:94).

Factors which influence policies at an Agency level are :

- cultural factors,
- values of the Board and Community, and
- availability of resources especially finance and human resources.

3.2.2.7 MARKETING OF POLICIES

The next empirical aspect concerning policies is the marketing of it to the public at large.

When a policy is marketed the aim should be to explain:

- i. what needs the policy is intended to satisfy and how it will meet the needs and the expectations of individuals and groups,
- ii. what will happen if the community does not co-operate to make a success of the

implementation of the policy,

iii. what goods and services will be provided to meet the identified needs and expectations,

iv. when it is expected to commence with the implementation of the policy, and which departments will be concerned with the implementation of the policy.

The marketing of a policy could be combined with the public relations activities of the Board.

The functionaries concerned with public relations could maintain information service for the policy-makers to inform them about the attitudes of the community affected by the policy.

This is particularly relevant where a policy is intended to change social, economic or political developments or the conduct of individuals, for example, policies intended to stop excessive population growth, alcoholism, drug abuse and child abuse (Cloete 1991:95).

Patel states that in the future, the structures and institutions of service delivery will, for sometime continue to reflect the ideology and practices of the old system despite legislative changes. Attitudes do not die when structures change. It will be a long process and a difficult one which will be fraught with tensions between realism and idealism.

The current developments at a political level which saw the demise of apartheid, and with it the apartheid welfare system, hold deep implications for the future provision of welfare services in South Africa.

Child Welfare Agencies need to establish a tradition of recognising welfare problems and exposing the oppressive socio-economic mileus of the South African Society.

Agencies need to transform its concerns from exposing and protesting, to programmes of promoting relevant service delivery, through to the advocacy of more active participation with other democratic, community-based organisations and towards implementing a cohesive programme of political, economic and social transformation of present day South Africa.

(Patel 1991:163)

3.2.3 ORGANISING

After policy making, the next administrative process is organising.

3.2.3.1 WHAT IS ORGANISING?

Organising can be defined as the management task that deals with the assignment of duties, responsibilities and authority to people and departments. It includes the determination of the relationships between the above in order to promote co-operation, and the systematic performance of work and the achievement of objectives in the most efficient way (Marx and Gouws, 183:62).

The concrete expression of organising as a process is found in the organisational structure of an Agency (Kroon 1990:P 231).

The organisational structure is determined within the framework of the goals and the policy plan of an organisation (Vegter, 1980:5). An organisation is structured around predetermined goals.

The organisational structure reflects the formal organisational structure as drawn up by the board of management. The organisational structure of an Agency shows the relationship that results, the division of activities into different functions and departments and it gives authority and responsibility lines (Reynders, 1977:214: Marx, 1978:237).

3.2.3.2 ORGANISING OF A CHILD WELFARE AGENCY

Since the process of organising is clinical to any organisation, in a community the individuals who subscribe to the broad principles of the Welfare movement come together to form a Welfare Agency.

The organisation of an Agency is illustrated in figure 3. The community wide general membership of the Agency come together at an Inaugural/ Annual and or Special General Meeting where the Board of Management is duly constituted.

The Board of Management functions through standing committees. These standing committees are co-ordinated, centralised and executed through the Social Agency (who chiefly are paid employees).

The Community-wide general membership of the Child Welfare Agency, acting through Annual and/or Special General Meeting, constitutionally authorises the Board of Management to carry out the functions of an Agency. The Executive committee to serve essentially as an emergency committee to manage, conduct and control the affairs of the Child Welfare Agency. However, in doing so the Management functions through Standing Committees to each of which the Management delegates defined responsibilities.

The various committees, namely, the Finance, Staffing, Social work , Building, Fund-Raising committee are co-ordinated, centralised and executed through the Social Agency. The respective Standing Committees which are accountable to the Board of Management and through the Management Committee at the Annual/Special General Meeting to the Community-wide general membership of the society.

FIGURE 3 :
ORGANISATION OF AN AGENCY

This can be broadly represented as follows:

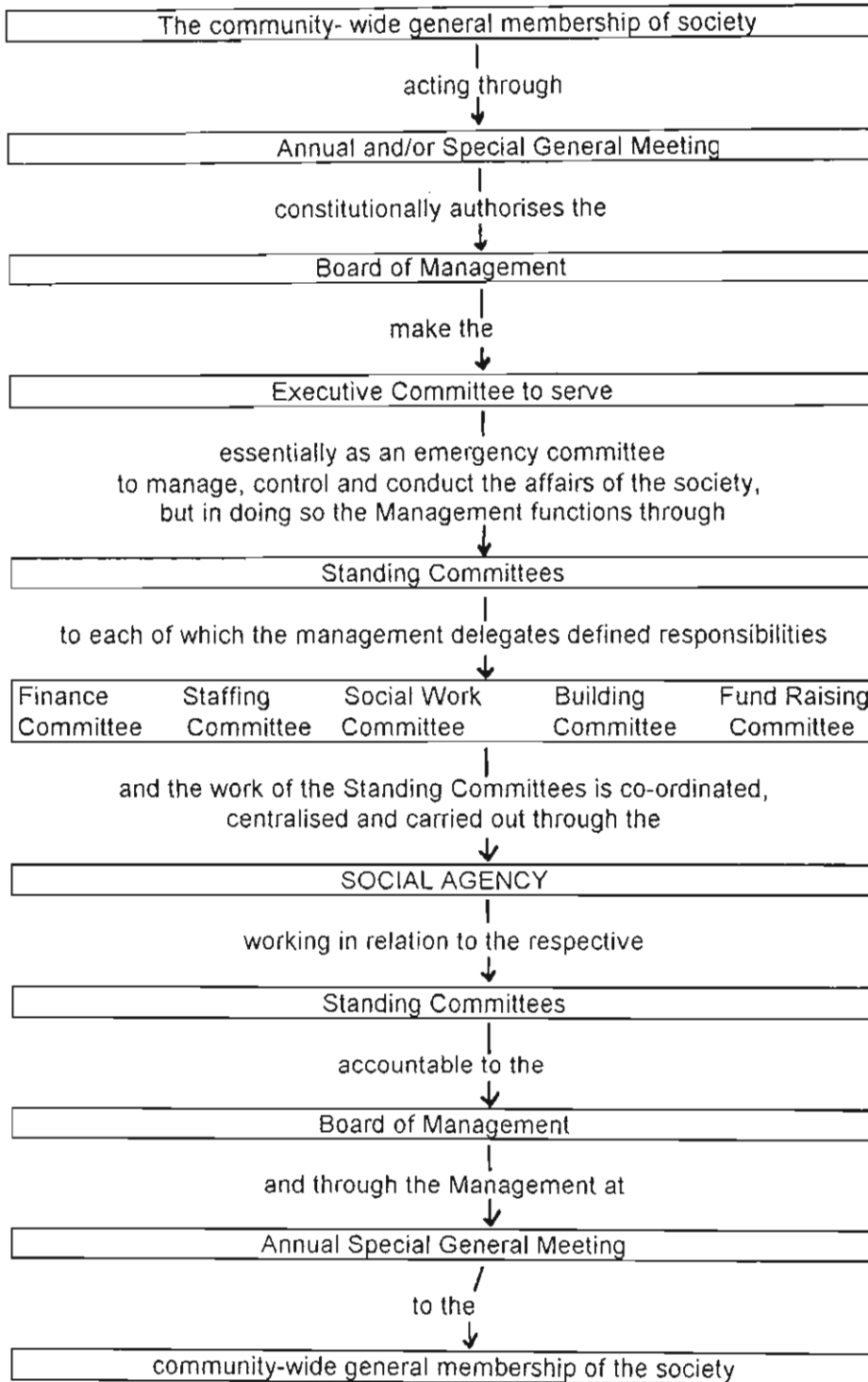
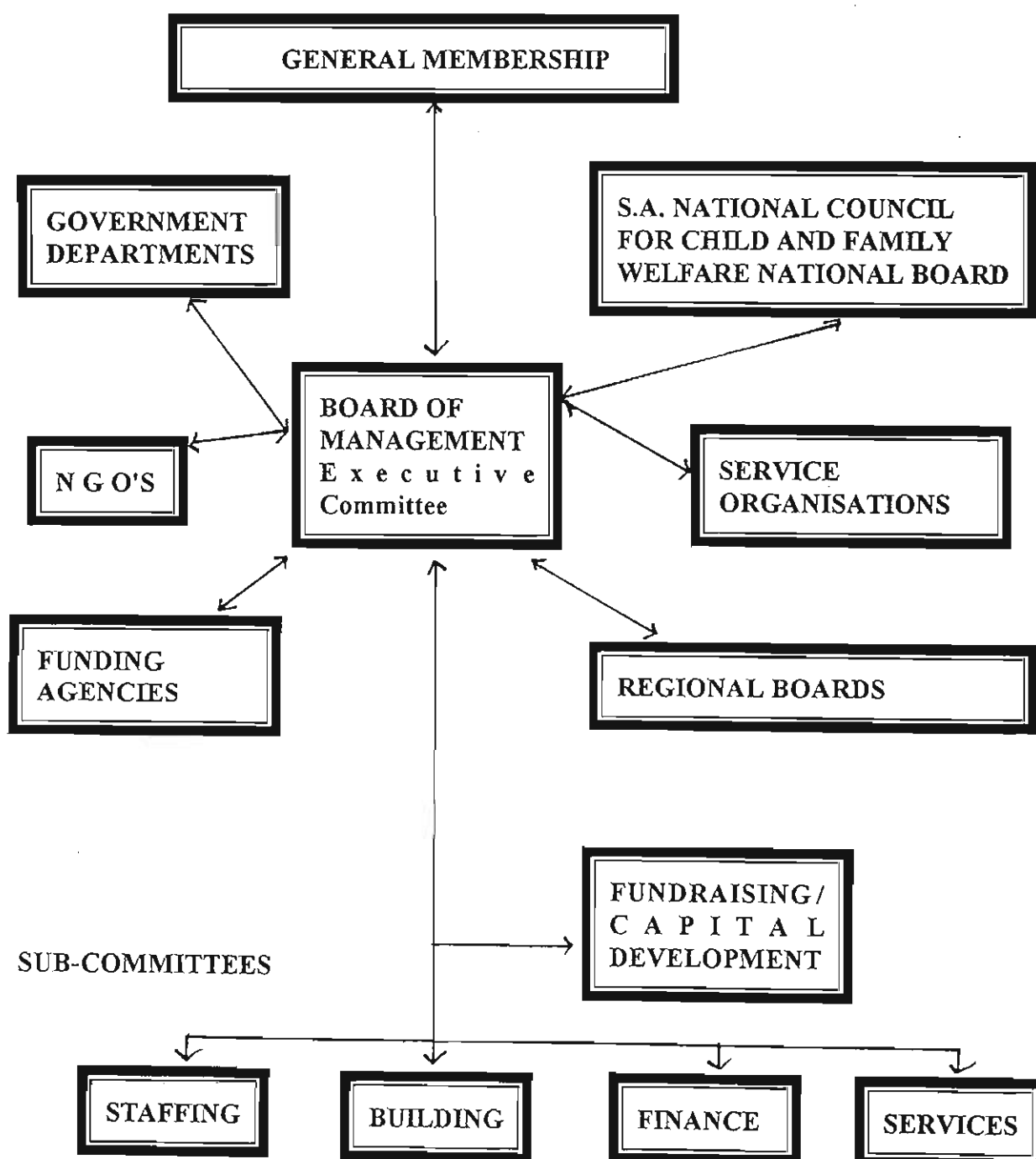


TABLE FIVE

3.2.3.3 DETERMINING ORGANISATIONAL STRUCTURES/OFFICE STRUCTURE

The organisational structure of an Agency is depicted by the diagram below:



The Board of Management is elected by the general membership. This Board of Management is broken up into various sub-committees. The Board of Management interacts with Government Departments, Funding Agencies, Service Organisations and NGO's. The Agencies work closely with the S.A. National Council for Child and Family Welfare.

Integral organising is the determination of appropriate organisational structures/office structures. Organisational structures are either centralised or decentralised. 80% of the agencies were centralised and 20% were decentralised to an extent. All agencies had a main central office from where services were being rendered. Agencies have their services centralised in view of the following advantages:

- a. concentration of resources at one point,
- b. sharing of skills at a central pool,
- c. it being cost-effective,
- d. effective co-ordination and control, and
- e. promoting staff cohesiveness.

However, despite the above advantages, a major disadvantage of centralisation is that it leads to inaccessibility to clients in that the most "deserving", for example, the rural communities, are disadvantaged.

The other organisational structure is decentralisation. The advantages of decentralisation is that services and resources will be easily accessible to communities.

However, the disadvantages of decentralisation were cited as:

- a. difficulty in co-ordination and control,
- b. increase in costs, for example, certain recurring operational costs such as rent, and
- c. limitation in workers' access to certain resources.

Thus, it is identified that the organisational structures of centralisation and decentralisation both have practical advantages and disadvantages. In ascertaining which organisational structure is to be used, numerous factors need to be taken into careful consideration in eventually meeting the aims of the organisation.

3.2.3.4 BOARD SUB-COMMITTEES AND FUNCTIONS

To provide structural organisation to the Agency, different sub-committees exist to satisfy key functions.

The most important policy-making committee of the Agency is the Board of Management, which comprises 20 to 30 members. The following sub-committees were found to exist with their corresponding functions:

a. Executive

This sub-committee attends to urgent matters mandated by the Management Committee. It manages, conducts and controls the affairs of the society on specific issues. It also attends to matters delegated by the Management Committee.

b. Services Sub-Committee

This sub-committee:

- Deals with Social Work issues,
- gives update on projects,
- highlights queries from other Authorities/Agencies,
- is involved in Programme Planning, and
- extends services to outlying areas.

c. Staff Sub-Committee

This committee will process leave applications, requests from staff, conditions of service, hiring of staff, and termination of services.

d. Finance Sub-Committee

It deals with:

- financial reports,
- submission to Authorities,
- fundraising plans,
- extracting funding requests, and
- cost benefit analysis.

e. Fund-Raising Sub-Committee/Public Relations

It is engaged in the planning of fund-raising events and public relations activities.

f. Building Sub-Committee

It will co-ordinate and implement the Building Programme of the Agency.

It also ensures proper building maintenance.

g. Children's Home Sub-committee

It addresses matters relating to Children's Homes/residential care.

h. Educare Sub-Committee

It focuses on matters relating to educare, namely the establishing and monitoring of Pre-schools and After-School Care Centres.

3. 2. 3.5 FUNCTIONING OF SUB-COMMITTEES

Sub-committees operate as follows:

- a. The committees meet at least once a month.
- b. The minutes of these meetings are tabled at Executive meetings and subsequently at Management meetings.
- c. By functioning in this way, routine matters will be dealt with easily and this leaves greater time at Management meeting level to discuss policy issues and programmes.

3.2.3.6 COMPOSITION OF SUB-COMMITTEES

The maximum size of the Committee should be approximately 8-10 people.

The sub-committee may comprise:

- at least one member of the Executive,
- one Supervisor,
- Staff members, and
- Management members.

All Agencies have the senior personnel attending the Management Committee meetings. 70% of the Agencies encourage junior staff to attend Management Committee meetings on a rotational basis. For maximum and effective staff participation, every staff member should be allocated to at least one of the sub-committees.

Also staff members should be represented at all levels, that is Management/Executive Committees and sub-committees. Staff members should play an interactive role as they are responsible for the daily running and overall effective functioning of the Agency.

The various sectors represented on the Board of Management included Education, Business, Finance and Civic organisations. Most persons serve in an individual capacity. However, it was suggested that the other sectors that ought to be represented are Legal, Medical, Youth Groups, Women's Group, Religious Organisations, Health and Consumers of Social Services.

With respect to racial composition, agencies that traditionally served Indians and Whites had 5 to 20% Blacks on Board of management. 70% of the Agencies were making attempts to ensure a racially mixed Board. A study by R. Ramphal and Mrs R Moonilal in 1993 showed a marked imbalance in their racial composition. Agencies predominantly serving a particular race group tended to have board members drawn largely, and in some cases exclusively, from the same race group. Various respondents expressed the hope that Management Boards would soon become racially mixed. (Social Work 1993:29(4) P. 365).

GENDER REPRESENTATION

With respect to gender representation males dominate the Board of Management at 77% and females made up 13%. 80% of the Agencies were making efforts to create a gender balance.

3.2.3.7 COMMUNITY PARTICIPATION

The concept of client participation in the policy formulation, planning, management and evaluation of social services has been debated for many years (Burke, 1983). Client participation has also been mooted as a key concept in a future welfare policy by social workers in South Africa (Nkedi, 1989; Patel et al, 1989). Consumer participation is not found to any significant degree in the formal welfare sector in this country. Turton (1984) found that organisations forming part of the formal welfare sector generally recruited influential white middleclass men and women to serve on agency boards, and although these individuals were well-meaning and committed to the organisations, they were not directly in touch with the problems in black communities.

Burke (1983) identified different roles that citizens could play in the planning and implementation of human services: review and comment, consultation, advice, shared decision making, determination of organisational direction, and a watchdog role.

The problems encountered in the promotion of consumer participation were related to insufficient knowledge about the aims of participation, and differing expectations among consumers and organisations, consumers' lack of interest, with many people lacking the energy, commitment and time to participate, and constraints on attending meetings. This related to the times of meetings, distance/lack of transport and its cost, insufficient confidence to participate, problems mentioned by women about child care and other domestic commitments, and racial, class, language and generation barriers (Patel L. 1992 99-101). Committees and volunteer structures, for example, self-help groups and home visitors

exist for community participation.

The respondents suggested the following ways to improve community participation:

- i. increased involvement of volunteers in direct service delivery.
- ii. provisions being made for broad area participation. The geographical and density of areas should also be considered.
- iii. The Annual General meeting be a more meaningful experience rather than the mere formality it usually is.

The various steps that ought to be taken to reflect a broad spectrum of the South African population include:

- a. the direct recruitment of members.
- b. democratising the constitution in ensuring the involvement of all race groups in the elections.

3. 2. 3. 8 INTERNAL ORGANISATION

The internal organisation of the Agency is vital for accomplishing its aims and objectives.

This internal organisation comprises the:

- i. horizontal division of work to obtain posts (jobs) which are grouped together to form a hierarchy.
- ii. assignment of authority (also known as delegation of authority) which is, in fact, a vertical division of work to determine the mutual relations between the functionaries as well as allocating responsibility at each level.

- iii. co-ordination of the activities of the functionaries and the organisational units into which they are grouped, to ensure that they all co-operate in achieving the objectives specified in the policy.
- iv. arrangement of the lines or channels of communication to ensure that all the functionaries are informed of the activities occurring and the progress being made in achieving their objectives.
- v. establishment of control measures to ensure that the functionaries at each level (**step**) of the hierarchy concentrate on achieving the objective are held responsible for their work by those holding higher posts in the hierarchy and to whom the subordinates are accountable (**Cloete 1991:120**).

Since an Agency usually has an extensive field of activity, the first step will normally be to divide the field of activity into a number of units. A single supervisor should be able to take charge of each such unit, that is, each unit should be within his/her mental and physical capabilities.

3.2.3.9 VOLUNTEERS

It was discovered that volunteers were mainly recruited by staff and management, during fundraising activities and through service delivery. 60 % of the Agencies interviewed provide training for volunteers, while 40 % of them do not provide training. This latter statistic creates room for problems which must be resolved satisfactorily so that the global aims of the Agency can be achieved. 90% of the Agencies involve their volunteers in community development and fundraising projects.

It is important that the needs of the most disadvantaged receive emphasis during training and in-service training. There is a need for an orientation programme for volunteers prior to being eligible for election onto the Board. There must be networking with other organisations to prevent working in isolation on similar problems and for the sharing of ideas, expertise, experiences and resources. Volunteers must also become actively involved in projects which enhance non-racialism. All this is imperative for the optimal functioning of the Agency.

A significant characteristic of successful future managers will be their self awareness that they are managing change in a cross-cultural situation. The different stakeholders in an organisation may have different sets of values and perspectives which represents distinct sub-cultures.

Cross-cultural management of change, with its increased demand for empathy, communication and negotiating skills, seems to be a necessary response to social changes (Peter H.W. 1984 P. 23). Many agencies are taking lessons in Zulu but workshops need to be undertaken to break down racial and cultural prejudices.

3.2.4 STAFFING

The staffing function is also known as the personnel function, personnel administration and personnel work. The separate staffing activities (also called **staffing-processes and staffing functions**) have to be performed by officials having the appropriate skills for optimal productivity in rendering services.

3.2.4.1 STAFFING POLICY

It must be noted that no facet of public administration becomes operational until a policy has been formulated, announced and sanctioned by the Board. The Board should provide directives on how, when, where and by whom the accountability in respect of all activities of the welfare agency should be. Therefore, it follows that the personnel activities will also be subject to:

- i. control (checking) to ensure that the personnel work is being performed effectively and efficiently, in accordance with prescribed policy and work procedures, and
- ii. accountability in the sense that functionaries at each level in the hierarchy will have to give an account to their supervisors for what has been done. Eventually the top functionary will have to answer to the Board of Management (Cloete 1991:159).

The staffing policy of most Agencies is to advertise the vacant post in the newspaper.

Applicants are shortlisted, interviewed, appointed, undergo orientation and after a three month or six month probation period, they are put on the permanent staff.

The staff composition of most Agencies comprise the following categories:

- a. Professional staff,
- b. Para-professional staff, and
- c. Support staff.

The average ratio of professional : para-professional : support staff was found to be 2 :1,7 :1.

The professional staff were well qualified with most of them having a Social Science Degree or Diploma. The para-professional staff had received training, with some being certificated.

The other categories of staff that ought to be employed by an Agency include Social Auxiliary workers, Community Development workers, Psychologists and Psychiatrists.

The Executive Committee/Staffing Committee on which the Director/Head of Department/Supervisors serve are responsible for the selection and/or interviewing of applicants. The role of the Director is of particular importance in ensuring effective co-ordination of all activities/functioning of the Agency. He/She is also the link between staff and the Board of Management. In view of these vital functions, there is room for concern as 80 % of the Agencies did not have a Director.

The majority of the Agencies are practising affirmative action. The phasing in of integrated services has necessitated the appointment of social workers irrespective of race. The multiracial agencies are using their staff in a more flexible manner to serve all race groups.

3.2.4.2 PERSONNEL PROVISION FUNCTIONS

The next aspect of staffing is the personnel provisions functions which comprises the following:

a. Creation of Posts/Determination of Establishment

Every Agency consists of officials, each of whom is responsible for a specific area of work (**collection of duties**). A number of specific areas are always combined to obtain larger units. resulting in an establishment being formed, that is, a hierarchical structure of posts which constitutes the Agency.

When framing an establishment, it is necessary to perform the following functions:

- i. job analysis and description to obtain posts, and
- ii. classification of the posts.

b. Job Analysis and Description

This function consists of the collection and recording of information on the work to be done in a specific field, analysing the work on the basis of the information on record to identify sections of the work which have distinctive features, classifying the sections of the work according to their distinctive features, and grouping the sections having the same distinctive features into units capable of being dealt with by a single worker.

The units are known as posts (**jobs**).

Three kinds of information should be collected and recorded:

- i. the nature and quantity of work,
- ii. the judgement or discretion to be exercised in performing each section of the work,
and
- iii. the knowledge, skills and experience needed for the economic, effective and
efficient performance of each section of the work.

On the basis of this information, the units of work which are to be allocated to individual workers can be grouped horizontally and vertically to obtain a hierarchical structure of posts called an "**establishment**" (Cloete 1991:160).

3.2.4.3 ROLE OF SENIOR STAFF PERSONNEL

In the hierarchical structure, the upper and middle management is of special relevance to the administration and management of welfare agencies. The director, control supervisor, supervisors, accountant and administrative officer form part of this management team. The role of these personnel will now be described as they play a crucial role in the administration and management of a Child Welfare Agency.

a. Job Description : Director

- The Director is the highest key executive officer in the employ of the Society.
- He/she is to plan, co-ordinate, lead direct and develop the organisation to realise its goals.
- He/She shall undertake the job in the spirit of the Agency's Constitution and conduct himself/herself within the broader principles of consultation and collective decision-making.

The role of the director can be described in relation to:

i. Management Committee

As chief employee of the Agency, the Director is:

- totally answerable to the Chairperson, in particular, and to the full Management Committee,
- responsible as the "middle person" between Management and all employees,
- responsible for implementing decisions taken by Management even if these are not personally acceptable. Alternatively, the Director can negotiate with Management to reach a compromise where possible so that it is acceptable to all employees inclusive of the Director and the management Committee,
- to attend all Management Committee meetings, and
- to prepare and present reports.

ii. Administration of the Society

The Director must:

- devise and organise a practical filing system,
- devise an effective system of collating statistical information
- keep comprehensive records of the Society,
- be responsible for all incoming and outgoing correspondence :
present to staff and management, delegate for attention, and ensure completion,
- regulate and direct the work of all staff (**Professional and Administrative**),
- be responsible for the furniture and equipment in the office and for the motor vehicles owned by the society,
- apply "**Management by Objectives**" method,
- have regular planning and evaluation sessions with managers and give regular feedback to the Management Committee,
- use the Society's resources to its best potential and ensure resource development,
- be accessible to serve on various committees to promote and enhance the work of Child and Family Welfare locally and where possible nationally,
- review conditions of service,
- co-ordinate all leave,
- assist with the employment of personnel,
- develop procedures for evaluation and assessments of members of staff, and
- co-ordinate planning of Annual General Meetings, and Annual reports.

iii. Public Relations

Since the Agency is created to serve the public needs, the Director has a significant role in the public relations aspect of the Agency, in that he/she must:

- be responsible for maintaining and/or enhancing the image of the Society to make it a **"visible resource"** within the community and with the authorities/organisations,
- use various communication channels to inform the community of new services, and
- give interviews, attend events/meetings, and prepare press releases.

iv. Financial Planning and Budgeting

Since finance is a scarce resource, it is incumbent upon the Director to:

- engage in short and long term financial planning,
- work within the budget laid down by the Management Committee,
- ensure that the Society receives its due subsidies to its maximum,
- be responsible for staffing expenditure (**salaries, increments**),
- be responsible for administrative expenditure (**fuel, car maintenance, stationery**),
- plan with the Management on raising funds for special projects and for general funds required for running the Society,
- develop budgets for the National Council, Community Chest, Grant-in-Aid, and
- be accountable to the Treasurer and through him to the Management Committee for the utilisation of all funds.

v. Professional Staff

The Director must provide for the maximum utilisation of the skill and potential of the professional staff by:

- working programmes with supervisors and workers and holding regular staff meetings to evaluate progress,
- being accessible to all workers regarding personal and professional problems that may hinder their performance in the execution of their duties,
- being available and accessible to staff so that innovative ideas are received for the benefit of the clientele,
- maintaining a high qualitative standard of service offered by the Society,
- endeavouring to encourage high staff morale, and
- facilitating positive interpersonal relationships within staff and between staff and Management.

vi. Administrative Staff

To ensure the smooth administration of the Agency the Director must :

- be responsible for the quantity and quality of service provided by the administrative staff,
- assist with job description and staff movement, and

- be accessible to such staff so that personal or work problems do not hinder their performance.

vii. Staff Development and Training Programmes

These are integral facets of any successful Agency. It is therefore imperative for the Director to:

- organise regular training programmes to help workers update their knowledge regarding recent developments in the Child and Family Welfare movement and in general social work practice.
- provide staff with recent literature to keep them abreast of developments in the social work movement, and
- attend and represent the society and ensure staff attendance at conferences, symposia and meetings, to keep in touch with developments elsewhere so that the work of the society may grow and develop.

viii. General

The Director may use his/her discretion in:

- delegating tasks,
- performing any task that may be necessary from time to time
- note the need for irregular working hours and where occasional travel will be required.

ix. Channels of Communication

The Director in his/her personal and positional authority, must ensure that the channels of communication be clear and open at all times between:

- Society and Authorities/Organisations,
- Staff and Management and vice-versa, and
- administrative and professional staff.

At all costs, the Director must work towards eliminating breakdown in these channels of communication so that the goals of the organisation can be satisfactorily achieved.

b. Job Description: Control Supervisor

Agencies that do not have a Director, have the Control Supervisor in the most senior position.

The Control Supervisor's functions are:

- facilitating the annual evaluation of service and preparation of evaluation reports,
- setting goals in terms of Agency and community goals and aims,
- ensuring programme planning,
- planning and undertaking staff development program, monitoring trends, facilitating service planning with respect to the above,
- being the supervisor of supervisors and other senior workers ,
- facilitating policy advocacy in terms of service,
- representing the Agency at various forums in terms of service delivery,
- co-ordinating attendance at meetings, conferences/workshops in terms of staff policies, agency goals and needs,
- deputising in the absence of the Director, and
- liaising with the relevant authorities in respect of services. The Control Supervisor is accountable to the Director (in Agencies where this position is filled) and the Management committee with respect to the comprehensive functions listed above that he/she has to perform.

c. Job Description: Social Work Supervisor

The social work supervisor is accountable to the Control supervisor and the Board of Management.

i. Functions

The Social Work Supervisor performs various functions. He/She provides for the:

- overall co-ordination of the Agency in the absence of a Director or control Supervisor,
- provides liaison between staff and management,
- plans and implements a supervision programme for the Agency,
- keeps abreast and has knowledge of policy legislation and social work development,
- facilitates the functioning of the Agency to ensure appropriate and effective service delivery to the Community, and
- represents the Society

ii. Tasks

The social work supervisor, in executing the above functions, has various tasks to perform

a. OVERALL CO-ORDINATION

This involves:

- co-ordinating all staff members' leave ,
- co-ordinating transport,
- attending to all correspondence,
- planning and implementing orientation programmes for new workers,
- preparing motivations,
- ensuring financial planning and the management of projects of the Agency,
- co-ordinating all Agency meetings,
- co-ordinating attendance at external meetings, and
- signing Trust Account cheques.

b. LIAISON BETWEEN STAFF AND MANAGEMENT

In this crucial role, the social work supervisor:

- provides a two-way channel of communication,
- represents staff at Management and other meetings of the society, and
- ensures the preparation of monthly staff reports to Management.

c. SUPERVISION PROGRAMME

As his/her designation suggests, the social work supervisor:

- supervises case workers, community workers and administrative workers on a structured basis,
- plans and implements the Student Supervision Programme,
- is available for consultation,
- checks and countersigns all letters, reports and other outgoing correspondence,
- facilitates individual, group and total staff development through supervision,
- co-ordinates in-service programmes at the Agency,
- ensures the smooth functioning of the Agency in the absence of workers,
- facilitates ongoing evaluation of workers,
- facilitates the proper distribution of work loads and ensures that a high standard of service is provided,
- maintains acceptance and referral to and from other Agencies and departments,
- ensures proper record-keeping in all aspects of the Agency's functioning,
- represents the Society through discussions and attendance at meetings of other organizations, and
- engages in correspondence with other organizations.

d. Job Description: Senior Administrative Officer**i. Function**

To manage and supervise the administrative functions of the Agency to ensure its efficient and effective functioning.

ii. Tasks and Responsibilities

The Senior Administrative Officer:

- supervises all administrative clerks, typists, receptionists, switchboard operator and general workers,
- holds work progress meetings with the above mentioned personnel at regular intervals,
- is available to discuss problems with them,
- assists the workers to prioritise demands made on them,
- ensures the fair distribution of workload amongst the administrative workers,
- has periodic checks to effect, if necessary, any re-allocation of duties and responsibilities,
- prepares reports on workers with a view to confirming their appointments or extending their probation,
- monitors individual and collective output of administrative staff to ensure that the resources and special skills of each member is utilised optimally, and
- arranges relief duties when the member of staff responsible for such duties is absent.

e. Job Description: Accountant

The Accountant has a multiplicity of roles to perform at an Agency, amongst which, the following are the most important :

- to execute all functions relating to accounting practice.
- is responsible and accountable to the Management Committee for the overall finances of Agency,
- to be able to give the Management Committee members the actual financial position of the Society at any given time,
- to guide and advise the Society regarding financial management and the best manner in which to invest funds and effect savings, and
- to plan realistic annual budgets for the various departments of the society, and to be involved in fundraising activities to meet the financial requirements of the Society.

The Accountant's work portfolio on a daily basis in fulfilling the above functions entails the following work areas.

i. GENERAL ACCOUNTS BOOK

- writing of the Cash Book,
- preparation of the Bank Reconciliation ,
- making Journal entries, posting to the Ledger,
- extraction of the Trial Balance on a monthly basis, and
- preparation of final accounts.

ii. MONTHLY FINANCIAL STATEMENTS

He must provide:

- financial reports for monthly Management meetings,
- monthly returns of actual Income and Expenditure Accounts to the Durban and District Community Chest and other funding Agencies, and
- returns on a monthly basis on value added tax.

iii. FUNDRAISING RECORDS

- keep detailed records of financial aspects of all fundraising projects,
- present Income and Expenditure Statement of all projects to Management Committee meetings,
- assess/advise on the viability of projects, and
- assist with fundraising projects.

iv. ANNUAL RETURN, BUDGETING AND REPORTS

The Accountant must:

- provide the budgeting and estimates for the South African National Council for Child and Family Welfare
- provide the budgeting and estimates for the Durban City Council Grant-in-Aid,
- provide the budgeting and estimates for the Durban and District Community Chest and other funding bodies,
- prepare financial records for audit purposes, and
- prepare the report for the Annual General Meeting.

v. GENERAL

The Accountant must:

- keep a comprehensive account of the Petty Cash Book ,
- audit the Postage Stamp Book,
- attend immediately to all correspondence regarding finances/ accounting,
- work in close co-operation with the Treasurer, Auditors, the bank manager, various building societies, the Durban and District Community Chest, National Council for Child and Family Welfare, the Durban City Council regarding Grant-in-Aid, and any other persons or organizations with whom the Society may have financial dealings,
- to keep a close eye on all purchases being requested and to make such purchases dependent on the Society's finances,
- keep clear records on all the Society's fixed deposits and savings account,

- to keep records of all Trust Accounts of the Society,
- respond to all donations received within twenty-four hours of receiving the donation, and
- assist where possible, with tasks not indicated in the job description.

3.2.4.4 SUPPORT FUNCTIONS

Various support functions in staffing must be given the necessary consideration and sensitivity **(especially recurring expenditure)**. Expenditure on personnel consumes the greatest part of the operating budget of many Agencies. Furthermore, the expenditure on salaries, allowances and fringe benefits is a contentious matter which can give rise to misunderstandings and lead to conflicts. Therefore, it is essential that the determination of remuneration and other conditions of service should be done with insight and skill. These aspects will now be detailed below.

According to a study by R. Ramphal and R Moonilal (1993), Social work as a profession needed to improve its status and image. Their salaries, status and working conditions compared unfavourably with those of other professions which required the same training period. In the opinion of several respondents (75%), the Council for Social Workers needed to play a more active role in promoting the image and interests of the profession.

Social workers did not feel particularly secure and satisfied with the level of their competency in handling the kinds of problems that were arising in a changing South Africa. There is a need for re-training in skills such as mediation, conflict resolution, social policy development, advocacy and empowerment. Scarcity of resources and an inadequate infrastructure were

(R Ramphal and R Moonilal: 1993: 29/4, P. 367).

a. Conditions of Service

When conditions of service are under consideration, a number of factors should be taken into account, such as the prevailing economic conditions, the state of the labour market, the levels of remuneration in the private sector, and social and ethical considerations.

The usual procedure is to fix salary scales for the posts which have been created and classified. An assessment is made of the cash value of the duties attached to the separate posts. This results in a system of salary scales. It is customary to determine a key salary scale and to divide the scale into a number of sections. Each section represents the salary scale which is applicable to a particular category of officials performing similar or related duties for example, typists, receptionists.

The staff of an Agency have to conform to the rules and regulations as laid down in the conditions of service. An Agency will have its own conditions of service which ought to embody the minimum conditions of service laid down by the National Board.

FORMAT FOR BASIC CONDITIONS OF SERVICE

The Agencies recommended the following format for the basic conditions of service :

1. Appointments
 - 1.1 Written Applications
 - 1.2 Power of Appointment
 - 1.3 Qualifications for Appointments
 - 1.4 Medical Report
 - 1.5 Service contract and Job description
 - 1.6 Past experience
 - 1.7 Filling of promotion posts
 - 1.8 Probationary period
 - 1.9 Confirmation
2. Leave conditions and Regulations
 - 2.1 Categories of leave
 - 2.2 Leave for part-time, temporary and casual employees
 - 2.3 Unauthorised leave
 - 2.4 Leave withdrawal or enforcement by Agency
 - 2.5 Leave during notice of termination of service
 - 2.6 Leave-general
3. Termination of Service and Retrenchment
4. Desertion/Abscondment

5. Hours of Work and Flexitime
6. Salary Provisions
7. Performance Appraisals
8. Pension Fund/Provident Fund
9. Retirement Age
10. Medical Aid Scheme
11. Housing Subsidy
12. In-service Training
13. Travelling Expenses and Subsistence Allowance
14. Removal and Transport Costs
15. Use of Agency's Vehicles
16. Injury on Duty
17. Responsibility and Accountability
18. Contact with volunteers
19. Loyalty, confidentiality and Ethical Consideration
20. Indemnity Insurance
21. Group Insurance
22. Membership of Trade Unions/Staff Association
23. Membership of Professional Organisations
24. Disciplinary measures
25. Channels of communication
26. Extra-Remunerative Work
27. Grievances
28. General

With respect to the conditions of service, it must always be borne in mind that:

- the conditions of service must conform to the minimum conditions of service as prescribed by the South African National Council for Child and Family Welfare,
- Agencies must strive to offer the most favourable conditions of service possible within the scope of the financial resources at its disposal, and of the nature of its work as a non profit, community-based, welfare organisation, and
- in determining the conditions of service, Agencies must provide a fair balance between the needs of its employees on the one hand and its obligations to the community on the other.

b. Record Keeping

The next support function is record-keeping where all records on staff ought to be maintained in a systematic way.

FORMAT FOR INDIVIDUAL WORKER'S FILE

The following format is recommended in the arrangement of files :

1. Internal Jacket cover - summary sheet
2. Documents Pertaining to appointment, namely:
 - application form,
 - medical report,
 - service contract,
 - job description,
 - confirmation report, and
 - performance appraisal
3. Documents Pertaining to training and development, namely
 - qualification records, and
 - attendance at Workshops.
4. General
 - Salary and staff benefits, and
 - Leave records.

c. Training and Development Function

The third aspect of the support function encompasses the following:

d. Orientation

When an employee is placed in a new work situation (**whether as a result of his appointment, promotion, transfer or reassignment**) he/she should be introduced formally to the officials with whom he/she will work and be orientated formally into the new milieu. This induction orientation would assist in his/her proper adaptation.

2. Training

No employee will be able to perform his duties properly from the outset without suitable training. While on-the-job training will always have to be done, it is plain that this type of training cannot possibly satisfy all the needs of the worker. The Agency should, therefore, prepare proper training programmes for all categories of officials.

Most agencies do hold training programmes for their staff. Training programmes are conducted during staff meetings and through attending workshops and conferences.

Training programmes should constantly be adapted to changing circumstances. Specific provision should also be made for the re-training of officials to prevent them from clinging to obsolete practices.

The line managers responsibility for staff-development needs to move from "**courses for some staff**" to a system of "**development for all staff**".

It is not only the responsibility of departments but individual line managers with advice and support of training specialists to provide training and development. This approach views the central training specialists very much as a consultant, facilitator and change agent and implies a change in emphasis from ad-hoc off the job courses, to planned self-development as close to the work environment as possible.

ANCO (the Industrial Training Authority in the Republic of Ireland) developed strategies for Staff development in the public sector. Its major strategies are:

- a. to ensure line managers objectively identify direct training needs.
- b. to reinforce the value of the workplace as an appropriate learning environment.
- c. to support career development as a necessary feature of all staff development planning.
- d. to promote the principle of individual responsibility for personal development.
- e. to plan the organisation's long-term training and development needs as required by the corporate plan (Nicholson T. 1984. P 67-69).

The managers in a Child Welfare Agency need to establish an action plan around:

- the capacity of the agency and its managers to respond appropriately to a rapidly changing environment.
- the development implications of becoming a more "**participative**" organisation.
- the ability of the agency to develop its own staff in order to achieve an acceptable level of

managerial promotional opportunities from within.

- the appropriate involvement of line managers in the total management development process.
- the development needs of managers and its contribution to the economy, efficiency and effectiveness of the agency. (Nicholson T. 1984 P 67-69)

3.2.5 FINANCING

Following from staffing, the next administrative process is financing. All Welfare Agencies are dependent upon the public for their income. For this reason, special directives, which will be explained below, have to be followed in the procurement and expenditure of money in the public sector.

3.2.5.1 FINANCIAL POLICY AND LEGISLATION

The Agencies will be managed in terms of the rules and regulations as laid down by the constitution. The Board will also be guided by the directives of the Welfare Act and directives and by-laws of the various funding bodies. The Finance Committee manages the finances and provide recommendations to the Board.

3.2.5.2 FUNDING

With regards to funding, the following observations were made:

- all agencies stated that the state should fund welfare services 100%,
- the criteria for funding should be relevant and appropriate to the community needs.

Suggested criteria that should be used includes the size of the area of operation, the number of people receiving services, and the nature of the services,

- the main source of funding and percentage funding of Agencies are shown in the table below:

SOURCE OF FUNDING	AVERAGE %
a. State Subsidy	65
b. Special Grants	15
c. Fundraising, Donations	<u>20</u>
	<u>100</u>

State control is chiefly through programme formulation and submission of audited statements. Most of the agencies' relationships with the State range from satisfactory to good. Dichotomous state policies and structures creates uncertainty in the entire welfare field in financing and the future direction of welfare. There is uncertainty regarding criteria for financing and what financing will be available in the future.

3.2.5.3 PREPARATION OF THE BUDGET

An Agency cannot initiate any activity before it is assured of funds to do so. Steps should be taken in good time to procure such funds. Initially an estimate will usually be made of the

nature and extent of the envisaged activity. At the same time, a tentative calculation will be made of accepted revenue and expenditure over a specific period, that is, a budget will be prepared. In Child Welfare Agencies it is customary to limit the budgetary period to twelve months, that is one financial year.

There are a number of ways of compiling a budget (**or estimates of revenue and expenditure**). Each way of doing so will result in a different form of budget, for example, a programme budget which sets out the objectives or aims that are to be met with the funds being requested, or an itemised budget which indicates how much money is to be spent on specific goods and services in achieving fixed objectives.

When a decision has to be taken about the future, the events of the immediate past will undoubtedly be borne in mind. Factual information on such events will be obtained and set out in such a manner as to permit projections of the future. Proposals will be made about what course of action to follow in the future. Since the Board is in possession of all the factual information about the progress being made, it is clear that it should initiate the budgetary process by presenting factual information based on the previous fiscal year.

To prepare these estimates, the officials will have to consider probable expansions or reductions in the activities of their Agency. On the basis of these estimates, the accountant / treasurer will, in consultation with the Staff, prepare consolidated estimates for the whole Agency.

3.2.5.4 FINANCIAL SYSTEMS AND DIRECTIVES

In financing, the financial systems, directives and accounting needs consideration too.

a. Financial Systems

The following financial systems exist at the Agencies:

- all financial entries are recorded either in the General Account or Trust Account. Separate project files are maintained, and
- Agencies also maintain separate accounts for residential centres.

b. Financial directives

The agency is financially bound by the directives of the following:

i. Fundraising Act No. 100 of 1978

Provision is made for the control of collection of contributions from the public. Written authority is given to the Agency and it is imperative that the Agency abides by the principles of accountability and disclosure.

ii. Constitution

The area of operation and area in which contributions can be collected from are defined. Furthermore, if the Agency is exempt from Income Tax, the constitution will contain the relevant clause.

iii. By-Laws of Durban and Coastal Community Chest

Member Agencies cannot approach the public for donations. Fundraising projects must be value for money projects.

iv. Durban City council

Programmes of the Agency must be of direct benefit to the people of Durban and the project must show potential to achieve autonomy or financial independence after the projected period.

c. Financial Accounting

Financial accounting, that is the recording, classifying, summarising and reporting of transactions, is essential to show the financial position of an Agency. All monies received is entered in the official receipt book and transactions are recorded in the Cash Book. The Cash Book is balanced and reconciled with bank statements. Entries are posted to the ledger, the trial balance extracted and the balance sheet drawn up.

3.2.6 WORK METHODS AND PROCEDURE

Following on from financing, the next administrative process is determining work methods and procedure. After policies have been formulated, the organising and financing functions have been completed, and personnel members have been appointed, the work can commence.

To ensure that everyone in a specific organisational unit co-operates in attaining the policy objective and does not waste time in the process, it is essential for a specific work procedure to be laid down for each task, as will be detailed below. This will result in efficient work performance in that work will be done in the shortest time, using the minimum amount of labour and at the lowest cost.

3.2.6.1 NECESSITY FOR FORMAL PROCEDURE

The formal procedure is a necessity rather than a luxury and best appreciated when one sees that there will usually be at least two functionaries engaged in any particular sphere of activity (such as rendering a service or supplying a product to the community). Therefore, there should be a fixed manner in which they set about their work to ensure that each one makes a constructive contribution to achieve the objective, that is, the work procedures which they follow should be laid down. These work procedures determine the manner and the speed with which a service is rendered.

Steps should be taken to rationalise work procedures on a continual basis and, where necessary, to set them out in printed manuals and codes for the following reasons:

- i. to prevent a confusing plethora of work procedures, bearing in mind that individual officials serving in a team may each have a different way of doing a particular task,
- ii. to ensure that officials work directly towards the predetermined objective and to prevent differences of opinion about what has to be done to reach the objective,
- iii. to ensure that clear work assignments are given to individual personnel members and/or officials in charge of branches or sections,
- iv. to bring about effective and efficient work performance, and to permit the exercise of control to ensure that the provision of services satisfy all requirements of quality and quantity,
- v. to explain the policy and the objectives to the personnel to ensure that they understand how their work is connected with the work of their colleagues either in the immediate environment or in other sections, divisions of branches, thus eliminating isolation and compartmentalisation without the gestalt knowledge,
- vi. to ensure uniform and integrated action in matters where more than one branch exists,

- vii. to make the personnel aware of new work procedures in an orderly manner. Every aspect of work is subject to constant change, and this includes the work procedures. Without codified instructions in procedure manuals, it will be difficult to make new procedures generally known. There will then be little certainty that the new procedures have indeed been brought to the attention of all personnel and other parties concerned,
- viii. to provide authoritative literature which is essential to ensure that all new personnel receive appropriate training. Without explicit work procedures in procedural codes/manuals, each functionary who has to train new personnel will transmit his own ideas to his trainees. Not only will there then be the danger that different supervisors will transmit differing views to their respective subordinates, but the newcomers could learn wrong work procedures which they might not discard easily, and
- ix. to ensure that work procedures will be examined and revised in an orderly manner. It will be impossible to make such revision if the work procedures have not yet been rationalised and written down.

According to the respondents, procedure codes and manuals are determined through consultation and based on the needs identified knowledge and experience. This is achieved via staff development and in-service programme.

Productivity improvement systems are determined through analysis where priorities are determined to increase productivity. There is monitoring and evaluation by managers.

3.2.6.2 DEVISING AND REVIEWING METHODS AND PROCEDURES

Provision must be made for devising work methods and procedures as well as allowing for taking stock by reviewing these methods and procedures. For these purposes, various meetings are held to ensure uniformity within an Agency and to plan services. The following meetings are held to devise and review methods and procedures through feedback obtained by supervisors:

- i. Administrative Meetings,
- ii. Social Work Team Meetings,
- iii. Supervisors Meetings/Middle Management,
- iv. Management Sub-committee Meetings,
- v. Executive Meeting, and
- vi. Board of Management Meeting.

The following supervision system/processes exist in the Agencies:

- i. Difficult/Controversial cases are discussed,
- ii. Records are kept by supervisors of supervised cases, and
- iii. Evaluation/Appraisal reports are done to assess work performance.

According to the respondents, there is a need to review the supervision system existing at Agencies. Most respondents felt that there is a need for a new system of supervision that could be developed through wide consultation with supervisors. The most important tasks and responsibilities of a Supervisor were found to be:

- monitoring work and work performance,
- evaluating work and work performance,
- coaching or training in work activities,
- recognising and dealing with problem areas,
- discussing internal and external factors that influence work,
- delegating work, and
- taking the learner's uniqueness into account and being actively involved in the learning process.

3.2.7 CONTROL

The final aspect of the administrative process is control/rendering account. A fundamental requirement of public administration is that the community comprises the highest authority and that everything which the office-bearers and officials do should be to the benefit of the citizens individually and collectively.

Stoner (1982:598-595) identified that following reasons for control:

- it leads to standardised actions that increase efficiency,
- it evaluates top management effectiveness regarding planning,
- it prevents malpractices, theft and waste,
- it encourages delegation because subordinates who are delegated can be controlled better,
- it brings about performance appraisal of all workers, and
- it ensures standardised quality for the satisfaction of clients.

(Kroon 1990, 481-482)

Planning and control are very closely related. There are 3 stages or types of control:

- a. Pre-control - it is the most desirable type of control aimed at preventing anticipated problems and takes place before the activity or project gets underway.
- b. Concurrent or steering control - it takes place while the work is being done and sees to the monitoring of present activities to ensure that objectives are being pursued.
- c. Post-control - it is the most popular form of control and concentrates on completed agency achievements (Kroon 482-483).

Most agencies are currently practising post-control. Agencies need to practise pre-control, concurrent control and post control.

The exercise of control in an Agency can have the objective, to ensure that account is given in public for everything the authorities do or neglect to do.

Control in the Agency, therefore, culminates in meetings which are open to the public and which form the climax of the process of Administration and Management. Control in an Agency, comprises two parts; namely:

- i. internal control, which is exercised by the executive functionaries themselves, and
- ii. giving account in meetings.

3.2.7.1 INTERNAL CONTROL

The first aspect, internal control, is part of the work of the middle Management.

In this context, control implies:

- i. the demarcation of work environments, physical environments or other environments within which the functionaries have to operate, and
- ii. pointing the way (**by the exercise of authority, by example and by leadership**) so that the functionaries will individually and collectively pursue their respective goals.

Firstly, control is exercised to some extent by the situation created by the Agency in:

- i. policy-making, which demarcates the field of work and sets the objectives;
- ii. the organisational arrangements, which give form to the Agency responsible for the field of work and which also determine the relationship which each functionary bears to the others. This is done by assigning each functionary a specific position in the hierarchy and giving him a particular role to play. To this end there has to be a division of labour, posts have to be created and authority has to be delegated,

- iii. the determination and, where necessary, the recording of the work procedures which the functionaries have to follow,
- iv. the financing arrangements, since the programme of work which has to be done is set out in detail when the Board is asked to approve the budget of the Finance Committee annually, and
- v. prescribing conduct rules for the office bearers and the officials employed in the Agency.

Secondly, control is exercised in the institutional situation by the use of formal control measures which ensure that everything which the functionaries do is, in fact, aimed at achieving the set objectives. Examples of such control measures are reports, inspections, audits, cost accounting, statistical returns, instructions setting out the minimum standards and the volume of work expected of functionaries as they provide services or supply products to the community, as well as the programmes of work which have to be adhered to.

Thirdly, control is exercised in an informal manner by the influence which functionaries exercise over each other. Of particular significance in this regard is the continuing supervision which supervisors exercise over their subordinates, the example they set for them and the leadership they give them. These supervisors may be at any one of a number of levels in the hierarchy of posts. However, closer attention should be given to the question of formal and informal control (Cloete 1991:189).

Control measures are ultimately laid down by the Management Committee. The Director and Senior Management report to the relevant sub-committees which in turn make recommendations to the Executive Committee and/or Management Committee which ratifies the decision.

3.2.7.2 FORMAL CONTROL MEASURES

The second aspect is formal control measures where accountability is rendered through:

a. Registers

Some of the registers that are maintained are:

- attendance register,
- time-off register,
- reports,
- leave register and leave forms,
- flexi-time register,
- fieldwork register,
- evaluation reports, and
- return dates.

b. Reporting to Higher Authorities

These authorities are the National Board, Regional Board, Provincial Government and funding agencies. The form of control between the higher authorities and the Agency involves:

- registration with the National Council,
- adhering to the minimum conditions of service laid down by the South African National Council for Child Welfare,
- programme formulation/evaluation by KwaZulu Natal Provincial Administration
- submission of reports on projects, and
- annual reports, audited financial statements to funding agencies, for example, Community Chest and City Councils.

c. Setting of Standards in the Agency

Standards are set through professional knowledge, experience and expertise. Supervisors in consultation with workers ensure a certain quality of service is provided and that deadlines are kept.

d. Inspection

No official inspections take place but ongoing evaluation and monitoring is carried out by the Director and Managers. Supervisors review caseloads and countersign reports. The KwaZulu Natal Provincial Administration, Department of Welfare carries out programme formulation and evaluation, and the auditors inspect Trust Account files and books of the Agency.

e. Devising Auditing Systems

External audit is done by Auditors once a year. Internal audit is done by the Treasurer.

f. Specific Control Methods

In certain sections specific control methods are applied namely :

i. Correspondence

A file is maintained for in-coming and out-going correspondence. In-coming correspondence is stamped and counter-signed by the Administrative Officer.

ii. Finance

Purchases are requested via a cheque requisition form. Payment is sanctioned by the Treasurer/Director.

iii. Services

Statistics are collated on a monthly basis.

iv. Stock

All items purchased are marked and entered in a Stock Book.

v. Motor Vehicle Usage

A log book is maintained for each vehicle. The amount of petrol filled in the vehicle is checked against the mileage of the vehicle on a monthly basis.

3.3 MANAGEMENT FUNCTIONS

As mentioned in chapter one, Public administration consists of a number of main function groups, namely:

- i. The generic administrative functions each of which has two dimensions:
 - a. the conceptual (**initiatory and innovative**) and directive dimension and
 - b. managerial dimension,
- ii. the auxiliary functions,
- iii. the instrumental functions, and
- iv. the line functions or functional activities.

3.3.1 INTRODUCTION

The phenomenon known as "**management**" consists of a number of functions which are also referred to as activities or tasks.

When the relationships between public administration and public management come under consideration, it should be borne in mind that every generic administrative function consists of two parts, namely:

- i. the conceptual (**initiatory and innovative**) and directive part, and
- ii. the managerial part.

Because the top officials will devote most of their working hours to the conceptual and directive dimension of the generic administrative functions, they are usually called administrators.

The supervisory subordinates of the top officials are then the managers who care for the managerial dimension of the generic administrative functions.

The knowledge and the skill required for the performance of the conceptual and the directive dimensions of the generic administrative functions differ from the knowledge and the skills required to perform the managerial dimensions and functions.

When the managerial functions have to be identified, it should be borne in mind that in every public institution both dimensions of the generic administrative functions will be performed along with functional, auxiliary and instrumental activities. Of course, the lower an official is placed in the hierarchy of posts constituting an institution, commonly referred to as organisation, the smaller will become the part of his working hours devoted to both dimensions of the generic administrative functions and the greater will become the part of his working hours devoted to the functional and possibly also the auxiliary activities. However, the supervisors who are not administrators, will devote more time to the managerial dimension of the generic administrative functions than to the conceptual and directive dimensions (Cloete 1991:203).

Examples of the managerial parts of the generic administrative functions are listed in Figure 3, under headings corresponding with the conceptual (**initiatory and innovative**) and directive parts of the generic administrative functions. It should be borne in mind that the two parts of the generic administrative functions are always performed by all public officials.

3.3.2 POLICY IMPLEMENTATION

The managerial parts of the policy functions will be related to a larger extent to the policy implementation functions than to the policy-making and the policy-analysis functions. Due consideration should therefore be given to the following aspects:

3.3.2.1 SETTING AIMS/MISSIONS/OBJECTIVES

The overall policy objectives or other directives and approved annual estimates of expenditure for the agency will usually be set by the Board. The estimates of expenditure could state the quantified aims/missions/objectives to be attained by the functionaries who have to implement the policies.

The purpose of the mission/aim/objective statement is to provide direction to the employees who will have to implement the policy statements to the extent provided by the budgetary provision.

The mission/aim/objective must be informative to the public, envisage achievable targets, motivate the officials who have to implement policy and pursue the aims, and serve as a standard against which the supervisors can evaluate the performance of their subordinates.

Strategic planning, the next aspect for discussion, is one of the techniques for the implementation of the policy of the Agency.

3.3.2.2 PLANNING

Prior to implementing a policy, much time and effort must be devoted to planning, which must be viewed as a comprehensive activity. It ranges from a long range perspective (**usually termed strategic planning**) to the short term perspective (**usually termed operational planning**). The responsibility for the planning activity on this continuum ranges from top management (**executives**) to supervisory management (**supervisors and project co-ordinators**).

With respect to strategic planning, it sets the overall direction in which the organization is moving. It involves the development of a strategy to implement the organization's missions (**a cornerstone of the planning process**). The welfare organization's goals and policies for meeting identified needs and general plans for deployment of resources, result from strategic planning. Operational planning, on the other hand, serves to implement the direction identified in the strategic planning process. Specific programmes of social work intervention serve as an example of this form of planning.

From the research, the following points on planning were made:

- most agencies do engage in strategic planning at Staff and Management levels,
- practical steps are taken by Agencies to keep abreast,
- developments and trends are analysed to keep in touch with future scenarios,

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- planning should be for one year, two year and five year periods,
 - services and finance plans should be for 1 to 2 years, while capital development plans should be for a 5 year period,
 - the Agency's planning mechanisms should cater for short and long term,
 - after policies are laid down, work is programmed by the relevant sub-committees.
- Planning documents stating the objectives, tasks and time frames are laid down.

a. Strategic planning and the non-profit Board

When engaging in strategic planning, answers should be provided to the following questions:

- What is the purpose or mission of this organization?
- Why does it exist?
- What vision does the organisation have about what it might become in the future?
- What services does this organization provide?
- What services should it provide in the future?

- Who benefits from these services?
- How might the clientele change in the future?
- Given the surrounding environmental conditions and the current capability of the organisation, where should it concentrate its efforts and resources to realize its vision for the future?
- What performance measures will be used to track the implementation of these priorities?
- What efforts will be made to revise the organisation's priorities as conditions change?

Strategic planning will affect all aspects of an organization's life, including programmes and services, recruitment of members, clients, supporters' financial and capital plans, employment and development of staff information systems and communications, public relations, and relations with constituencies.

The process of strategic planning therefore will affect and be affected by all constituent groups or stakeholders who have an investment in the organization's success. These include such groups as members or service recipients, the Board, parent organizations, funding sources, staff, the media, suppliers and competitors.

b. The Board's Role in policy Implementation

The Board plays a vital role in the implementation of policy. As a non-profit organization the Board of Management is ultimately responsible for the welfare and future prosperity of the institution. For this reason, the Board should make all final strategic decisions. The Board's role extends well beyond receiving and approving a written version of the plan. Through strategic planning, the Board should ensure that the organization works towards the realization of its potential and that the needs of all its constituents are considered in the process.

Board members provide a critical link to the outside environment surrounding the Agency. They bring information about the outside environment to the attention of the organization, and they promote the organization's programmes and services to the external public. In this process, members often serve as catalysts for change, ensuring that the institution is responsive to external forces. The Board is responsible for ensuring that the institution has an ongoing strategic planning process that works. Many boards establish a committee for strategic planning consisting of board members, staff, and representatives of key constituent groups or stakeholders. Typically, such a committee reports to the Board through the Executive Director. The committee should follow a clear process and report to the full Board regularly.

The Board's role in the planning process is to define the desired results for the organization and to hold the institution accountable for achieving these results. This effort involves a continuous effort to link the organization's programmes and services to its basic mission.

Valid strategic information is critical to planning. For this reason, Board members should see to it that institutional data are kept responsibly and presented to the Board and to external constituents in a useful manner.

Strategic information should include data about the organization's performance and results, as well as data about the external environment.

Information about the attitudes and opinions of various constituent groups is also important.

Throughout the process, the Board should build common understandings between Board and staff members about the key issues facing the organization and about aspirations and goals.

The Board should reinforce these common understandings by ensuring that short-term and operational plans reflect the priorities in the strategic plan or a strategic planning process. To achieve maximum impact in a non-profit organization, the Board and the staff need to work effectively as a team.

The Board must make sure that its own house is in order first. A Board facing problems of inappropriate composition, poor attendance, apathy, or conflict of philosophies and values need to address these issues through Board development before effective strategic planning can take place.

The Board must also be prepared to provide for adequate information and expenditures to support the planning process. Only 30% of the Agencies undertake medium to long term planning. There is a need for Agencies to undertake more long term planning.

c. Role of the Board Chair and the Executive Director in Policy Implementation

It must be remembered that whilst formal structures exist, it is actually people, such as the Board Chair and the Executive Director, who together with others, are responsible for the implementation of policies.

Strategic planning is most effective when it works through the formal structure of the non-profit organization. Almost all non-profit organizations have a designated Executive Director.

The responsibility of this executive officer is to work hand-in-hand with the Board to

articulate a vision for the future, and to work with the staff to ensure that the vision is implemented. The Board, especially the Board Chair, oversees the implementation effort.

The executive officer and the Board Chair should confer and agree on setting up the planning process and choosing participants from the various constituent groups. In effect, these two people work out the 'plan to plan'. Once a strategic planning committee is in motion, it should report to the Board through the executive director. Policy decisions, including the setting of strategic priorities, should be recommended to the executive officer and then presented to the full Board for approval.

3.3.2.3 MARKETING MISSIONS/OBJECTIVES/GOALS

Publicising the various missions/objectives/goals of the Agency is vital to draw the necessary support. The mission and objectives of the Agency are made known to the staff via the staff meetings, memoranda, and the constitution. The Board and the Staff in turn, market the mission, goals and objectives of the Agency to the public via the press, television, annual reports and the Annual General Meetings. Newsletters are also sent out to the donors on a regular basis.

The methods used to identify short-comings of services are monthly reports, staff/team meetings, consumer complaints, local and management committees. Feedback is then used to rectify any short-comings with respect to services.

3.3.3 IMPLEMENTING ORGANIZING PROCESSES

Following from policy implementation, one needs to now focus on the implementation of the organizing processes. The managerial parts of the organizational activities will consist of the action parts of organizing rather than with the structure-designing parts, for example, checking that the communication system is functioning effectively, the day-to-day assignment of duties to employees, delegation of authority for the performance of specific tasks, and determining co-ordinating mechanisms.

Managers have a number of important tasks with regards to an organisation because the success of the organisation results from the interaction between a number of variables. The tasks of the management committee regarding the sub-committees include the following :

- a. to determine the effectiveness of committees.
- b. to obtain maximum work performance.

(Kroon,J. 1990, P.304)

3.3.3.1 COMMUNICATING

The managerial part of the organizing function requires the official in charge of every institution to keep a close watch on the manner in which the organizational arrangements are meeting the requirements of the public/clients. Because a community is always in a state of flux, the organizational arrangements to provide public goods and service must continuously be changed to meet community needs, for example, population increases in an urban area or a region could require new local offices to open.

According to most Agencies, a structured communication system does exist. Verbal and written channels of communication do exist. There is two-way communication between staff and management, through various sub-committees via. Supervisors, the Control Supervisor or the Director.

The communication system can be depicted as follows:

Staff <--> Supervisor/Director <--> Executive Committee <--> Management Committee

The channels of communication must not be too bureaucratic and time-consuming. This can lead to bottle-necks and frustrations.

Although communication channels are usually formally determined in an Agency, there will always be an informal communication network known as "**grapevine**" in order for the management committee to remain fully informed about activities in its field of work.

3.3.2 DETERMINING FUNCTIONS TO BE PERFORMED BY UNITS/INDIVIDUALS

The principal managerial organizing function will be the allocation of functions/duties to the units of an Agency and the officials employed in the units. The Director and Supervisors continuously assesses the needs in the different departments and allocate functions accordingly. The job descriptions of the personnel also guide the individuals in their functions.

3.3.3.3 DELEGATING AUTHORITY

In an Agency there will always be the formal delegation of authority. The Board generally delegates authority to the Director and Supervisors. However, there will always be numerous activities which have to be shared by workers without formal delegations to demarcate the functions of each worker. Every supervisor will have to delegate authority continuously to meet the daily needs not provided for by the formal delegation of authority.

3.3.3.4 DETERMINING CO-ORDINATING MECHANISMS

Co-ordination is the manager's purposeful endeavour to get the work done by different individuals and departments so that there is harmony and total co-operation in the achievement of the goals (Du Toit and Marx, 1980 : 257)

Co-ordination is achieved between the various "Departments" of the Agency via the following:

- the middle Management: Supervisors, Managers, Heads of Department and Senior Administrative Clerks,
- reports by the Chairpersons of the various sub-committees, and
- the monthly reports presented by supervisors which help to iron out all problems of communication, allocation of functions, delegation of authority and co-ordination.

3.3.4 IMPLEMENTING STAFFING POLICIES

The third management function is implementing staffing policies. The managerial parts of the staffing functions consume a large part of the working hours of every supervisor. The principal managerial tasks involved are dealt with separately below. The staffing policies are implemented by the Staffing sub-committee via the Director and Supervisors.

3.3.4.1 PROPOSALS FOR THE CREATION OF POSTS

Proposals about the changing of personnel establishment will usually originate in the workplace .

The Supervisors concerned will then request that steps be taken to create more posts, to regrade existing posts or to abolish posts. The performance of the functions involved in bringing about establishment changes will be shared by the Supervisors.

For the staffing policies to be implemented, the Director and Supervisors should have leadership qualities.

3.3.4.2 LEADING AND LEADERSHIP

The main function of a supervisor is to lead subordinates to attain the objectives/ target set for the implementation of policies. To be able to lead subordinates, the supervisor must display leadership which is the ability to motivate others to achieve defined objectives.

Every Supervisor will be given some authority (**power**) to enable him to perform his functions.

However, a Supervisor who will only want to use coercive power (**which he can claim to be legitimate power**) to obtain top performance from his subordinates, will always be a failure.

To succeed as a leader, the supervisor should rather rely on expert power flowing from expertise as well as skill and knowledge, and referent power based on the subordinates' identification with the leader who sets worthwhile examples of devotion to duty, industry and the will to work.

Most respondents, stated that leading and directing is achieved through consultation and joint decision-making. Teamwork ensures leading and directing.

Leading and directing are also ensured by the Directorate /Internal Management Team, comprising the Director, Heads of Department/Managers.

3.3.4.3 MOTIVATION

Motivation comprises all attempts made by a manager to get his subordinates to point where they willingly strive to do their best (**Marx and Gouws. 1983 : 87**). The manager should know his/her subordinates so well he knows what motivates each one of them.

Workers spend a large part of the day on the job. Job design is therefore an important motivating factor. Social workers are confronted daily by pathology and shortage of facilities. They often feel "**burnt out**" or frustrated in their jobs since many face the same clients, practising the same method day in and day out. Kreitner (1986:392-398) offers two motivational strategies for re-designing jobs. The first strategy, which is fitting people to the job, can be done by means of realistic job previews - this is an honest explanation of the job

content. Another method is that of job rotation, that is, moving workers from one job or area to another. The second strategy (**which is more feasible in the social work context**) consists of fitting the job to the worker. This is done through job enlargement and job enrichment. Job enlargement entails the adding of more tasks, in other words, reducing specialization (**changing job range of scope, that is, the number of tasks in a job**).

While social workers are mostly overloaded, they may appreciate a few additional tasks that interest them, for example, a caseworker may enjoy running a group (McKendrick 1985:299-302). Many Agencies allow social workers to do casework, groupwork and community work, thereby allowing for some degree of job enlargement. Senior workers are also encouraged to do supervision.

According to Kreitner (1986:401-407), motivation can also take place through Quality-of-Work-Life innovations. These include flexible work schedules (**flexitime**) and participatory management.

Participatory management implies that workers have an input in planning and decision-making within the organization. Commitment to organizational goals and activities is far greater if one actively participates in planning and decision-making in the organization.

Most Agencies practise flexi-time and allow personnel to actively participate in planning and decision-making. Employees now serve on the management committees where policies are formulated. There is a need for Agencies to provide incentives and structured motivation plans.

3.3.4.4 TRAINING

Training of subordinates is a continuous function of every Supervisor. For most officials, formal training will be provided as a personnel provision function. The managerial part of training will consist of the informal training which every Supervisor will provide for every subordinate, in other words, on-the-job training.

A further managerial training function of a supervisor is to identify short-comings in the knowledge and skills of subordinates. The supervisor must report the matter to the Supervisors' Team that will be able to provide for the bigger training task. The various types of training undertaken by the Agency are:

- orientation,
- in-service staff development,
- attendance at conferences, workshops, and
- the training and supervising of University students at the Agency by senior workers.

30% of the Agencies train their managers/supervisors through inservice programmes or by asking them to attend workshops and through formal management courses at tertiary institutions.

3.3.4.5 EVALUATION

Continuous evaluation or appraisal of the personnel is essential for special or routine salary adjustments, promotion, re-assignment, training and even dismissal. In practice, the evaluation system is applied, by the various supervisors. They have to record their findings in writing and submit their reports on their respective subordinates in the first instance to the Control Supervisor and finally to the Director. Agencies generally do performance appraisals on an annual basis.

3.3.4.6 DISCIPLINING

Integral to the implementation of staffing processes is the need is for appropriate disciplining. Discipline is the shaping of a subordinate's behaviour to motivate him to act in a particular way in order to ensure the achievement of the set of goals (Du Toit and Marx. 1980 : 254).

Even under conditions of positive leadership, the conduct of subordinates may sometimes be less than satisfactory. Therefore, provision should be made for cases where subordinates disobey, violate rules or render poor service. The procedure which supervisors would follow in these cases is usually set out in the relevant legislation, regulations, codes, procedures, manuals and other such instructions. Formal hearings may be held to prove wrongful conduct, or perhaps unsatisfactory work performance.

3.3.4.7 COUNSELLING

It goes without saying that individuals may occasionally experience stress and strain in their work environment, as well as in their private lives. Presently it is accepted that officials should be given assistance in coping with these stresses and strains.

The general attitude is that the Supervisor should grant the individual concerned a confidential interview and give him/her constructive advice on how to overcome his/her difficulties or anxieties. Matters which could be dealt with by counselling, include: maternity and marital problems, housing, professional or vocational aspirations, alcoholism, financial and health problems.

3.3.4.8 REPORTING ON PERSONNEL SYSTEMS AND INDIVIDUALS

Reports are written on workers after a six month probation period for placement in permanent posts. Reports are also made when workers apply for promotion or when applying for jobs at other Agencies. All reports are signed by both the Supervisor and the subordinate, in order to encourage transparency.

3.3.4.9 QUALITY OF WORK LIFE

Suttle (1976:4) defines quality of work life as follows: ...the degree to which members of a work organization are able to satisfy important personal needs through their experiences in the organisation.

In order to make quality of work life a reality for each employee, an agency has to take into account each employee's needs and values, and the extent to which these needs are being satisfied, and these values conformed to. The quality of work life can be successfully achieved only if both the needs of the employee and the needs of the agency are satisfied (Gerber P.D. 1987. P. 297-298).

Various methods may be used for the implementation of quality of work life. These methods must focus on aspects such as management and supervisory style, opportunities for decision making, job satisfaction and a satisfactory physical work environment, safety at work, satisfactory working hours and meaningful tasks.

Methods that may be used include:

a. ORGANISATION DEVELOPMENT

Organisation development as such is not a method of implementing quality of work life programmes, but in its implementation various skills may be taught which contribute to quality of work life, for example team building, sensitivity to training and behaviour modelling.

b. QUALITY CIRCLES

Quality circles consist of small groups of five to ten specially trained employees who frequently meet with their supervisors to identify problem areas and to recommend plans of action for the solution of these problems. The upper senior management can identify personnel to form quality circles to solve agency problems.

c. MANAGEMENT BY OBJECTIVES

Management by objectives involves setting of objectives, feedback , and participation. Managers of an agency can utilise this method and evaluate it on a monthly basis. Presently agencies are to formulate programs with specific objectives which are then evaluated.

d. JOB ENRICHMENT PROGRAMME

Job enrichment may be defined as the purposeful restructuring of a job to make it more challenging, meaningful and interesting for an employee. Managers must from time-to-time restructure subordinates jobs so that the employees function effectively at a higher level.

e. PARTICIPATIVE MANAGEMENT

In participative management, employees put forward their ideas, thus contributing to the solving of problems that affect the organisation.

This means that employees have the opportunity to contribute to the decision-making process of the agency. According to Black (1985:357), it also gives employees a feeling of independence and a sense of achievement in the agency (Gerber 1987. P 297-303). The sub-committees can effectively be utilised for employees to participate in decision-making.

3.3.5 IMPLEMENTING FINANCIAL PROCESSES

The fourth management function is implementing financial processes.

3.3.5.1 FINANCING

A supervisor will always have to be cost-conscious because he/she will know that he/she will have to work within the limits of the estimates of expenditure for the Agency in which he/she is employed. The supervisor will also be bound by the financial directives provided by legislation and the Board's regulations and instructions. However, the limits provided by the estimates of expenditure and even detailed directives will never prevent waste if the supervisors are thriftless and careless with money, material, labour, equipment and time. In implementing the financial processes,

the Agency must focus on:

3.3.5.2 PREPARATION OF ESTIMATES OF INCOME AND EXPENDITURE

The supervisors will play a pivotal role in the preparation of the estimates of expenditure. They should know how their fields of work will develop in the foreseeable future. In this way they should be able to forecast the amounts of money to be requested when the estimates are prepared.

The two broad areas to consider when drawing estimates are **Operational expenses** and **Capital Expenses**. Draft estimates are submitted to the National Body for the next financial year. If necessary, amended estimates are submitted. On completion of the auditing of the current financial statements, the actuals are submitted to the National Body on the WP97BE form. The purpose of this is to reconcile the subsidy received with the actual expenditure. Any over or underpayments are then rectified.

The following factors need to be considered when budgeting:

- i. The Agencies objectives and long term plans are crucial for example, the extension of services to the disadvantaged communities implies that staff costs will increase.
- ii. Past results and performance.
- iii. Internal data and resources for example, the need for additional vehicles, employment of para-professional staff, fund-raising projects, and the

application for funds.

- iv. External data, for example, inflation and the allocation of subsidy per programme and not per post.

The budgeting process can be identified as follows:

- i. Determine the budget committee, for example, the director, treasurer and accountant are given the responsibility to develop and co-ordinate the budget.
- ii. Prepare sub-budgets - this involves drawing up a sub-budget for each programme, thereby forming the bulk of the planning process.
- iii. Identify determining factors as listed above.
- iv. Collate data - bring together all the sub-budgets and draw up a key budget.
- v. Make the necessary amendments and produce a master budget that is submitted for proof by the finance sub-committee and finally the Executive/Management committee .

3.3.5.3 COSTING OF ACTIVITIES/COST-BENEFIT ANALYSIS

To prepare the requests for money, the Supervisor should be able to undertake financial analysis and also cost-benefit analysis. The costing of activities is important to ensure that social work programmes are most economical. Only 15% of the Agencies undertake cost-benefit analysis although Agencies are trying to be economical, no formal cost-benefit analysis is done by the remaining 85% of the Agencies.

3.3.4 ACCOUNTING

Agencies account for the finances on a monthly and yearly basis. Monthly financial statements are prepared for the Board Meetings and for certain funders, for example, Community Chest. Annual statements are submitted to the:

- Receiver of Revenue,
- KZNPA,
- Durban City council, and
- Community Chest and other funding bodies.

3.3.5.5 AUDITING

Internal auditing is done by the Treasurer. The books of the Agency are audited by an independent external firm of chartered accountants. The auditors ensure that proper financial records are kept. Presently only arithmetic auditing is done. There is a need for performance auditing.

The financial activities of the supervisor's department will always be subject to control. They will thus have to see to it that proper records are kept of all transactions with financial implications. These records should be available for internal auditing. The supervisor should know how to make the best use of the services of the internal auditor to ensure that all transactions involving money will always be accountable.

3.3.5.6 FINANCIAL CONTROL SYSTEMS

The following financial control systems exist at Agencies:

a. Purchases

All purchases are approved by the Treasurer and Supervisor/Head of Department.

Order notes and authorised requisitions are presented.

b. Payments

Cheque requisition forms and invoices are used. No blank cheques are issued.

c. Donations

A donation file is maintained and receipts are issued.

d. Fundraising

A budget is prepared before the project, and when the project is completed an Income and Expenditure statement is produced. All projects are listed.

e. Stock

An inventory and consumables stock book is maintained. Purchases and payments are authorised by the Treasurer and ratified by the Finance committee. Major purchases, for example, the purchase of Motor Vehicles, Land and Buildings are authorised by the Management Committee. All assets are labelled to identify it as the Agency's property.

3.3.5.7 FINANCIAL CAPACITY BUILDING

Agencies have to undertake the following to ensure its financial viability for the future:

- i. regular donors,
- i. long-term investments,
- iii. regular fund raising projects, and
- iv. obtaining funding for specific projects.

The fundraising projects that are currently viable and successful monetarily are inter alia, Fetes/ Fairs, Red Nose, Dinner and Dance, Charity Ball and Mailing Campaigns.

3.3.5.8 REPORTING

Reports on transactions with financial implications will always have to be submitted to the Finance committee. Supervisors will need to be trained and developed for the performance of the reporting functions. The accountant will present income and expenditure statements on a monthly basis. This will be presented to the Finance sub-committee and then to the Board of Management.

3.3.6 IMPLEMENTING WORK METHODS AND PROCEDURES

The fifth management function is implementing work methods and procedures. Every supervisor will have to perform the functions involved in devising and implementing work methods and procedures. The first function involved is method study to determine the motions involved in the completion of a task. The second function could be to time each motion and to eliminate unnecessary motions. Thereafter the functions have to be analysed and repeated to ensure that they will continue to be effective at the least cost. The supervisor must always be on the lookout for technological aids which he can use to improve work methods and procedures.

Closely related to work methods and procedures is the routing of transactions or activities to ensure that they are completed with the least effort. The routing could result in the scheduling of transactions and activities. The layout of the workplace could be tied up with the routing and the scheduling of the activities.

In an Agency, work methods and procedures are laid down by the Supervisors. The managers and supervisors report to the sub-committees any changes in work methods and procedures. Any major changes in work methods and procedures will be ratified by the Board. Steps that can be taken to check and improve work methods and procedure involve:

- monthly reports on services rendered are presented to the Social Work/ Services committee.

There are discussions at supervisor's forum meetings where problems and ideas relating to work methods and procedures are discussed and improved

- the use of productivity improvement systems which are generally non-existent at Agencies.

Norms are set, the standard of work is checked according to norms and there is an evaluation of performances and methods.

3.3.7 IMPLEMENTING CONTROL MEASURES

The final management function is implementing control measures. Once plans have been drawn up, they must be put into operation. These activities must constantly be monitored by the appropriate level of management to determine whether they are according to plan, that is, they must be controlled. In order to control activity, systematic and pertinent information about the outcome of the activity is required by management to take decisions that are termed **"management information"**.

Management control is the process that monitors against pre-determined goals and performance standard. It is closely related to planning in that it ensures that **'actual'** activity conforms to **'planned'** activity. As such it has an important **'accountability'** function. For the control or monitoring system to be effective, Crow and Odewahn (1987:97) identify the following basic principles:

- measure activities against pre-determined standards of organisational performance;
- recover useful information about each of the areas of accountability;
- focus on the correction of deviations from planned performance rather than on identifying individual mistakes; and
- focus on critical elements of performance.

Service control measures are vital for the attainment of the goals of the Agency.

Cognisance must be taken of the following aspects:

3.3.7.1 APPLYING STANDARDS PRESCRIBED

Every supervisor must devise and perform control functions so that the results obtained with the work of his subordinates culminates in the fulfilment of the mission/aim/objectives. The control function can be effective only if standards are set for the activities to be performed, targets for policy implementation are provided and the supervisors are able to take corrective action when short-comings in the performance are detected.

In an Agency the following steps are taken:

- structured supervision sessions are held weekly with all social workers and are conducted by the team supervisor. Files are read by the supervisor and all reports are checked before posting;
- all letters are co-signed by the supervisor;
- uniform procedures are maintained;
- registers are maintained;
- the Control Supervisor supervises supervisors; and
- the Director/Control Supervisor supervises the team supervisors.

3.3.7.2 PROMOTING PRODUCTIVITY

Productivity is the relationship between output and input. Output is usually measured in physical units (Raynders, 1971:25). High productivity means that either more is produced with the same expenditure on resources, or that the same quantity is produced with a smaller input or input costs in terms of materials or labour. Increased productivity is an important objective that should be strived for in a non-profit organisation. Because productivity is influenced by a combination of internal as well as external factors, it is not always easy to determine the reasons for low or high productivity. According to Riggs 1981:572, the productivity is not a technique to get workers to work harder, but can serve as motivation to work harder (Kroon J. 1990:216-217).

The principal function of every supervisor is to promote the economical, efficient and effective provision of goods and services.

To perform this function effectively, the supervisor must keep himself informed about the progress of the work in the organisational unit entrusted to him, in other words, he must remain informed about the productivity of the personnel under his control. The quantity and quality of services are evaluated by:

- every social worker compiling a monthly statistics diary;
- all case files being evaluated every six months;
- the social worker's over all performance is evaluated using the Component Performance Appraisal ;

- evaluation of social work programmes.

3.3.7.3 OBTAINING FEEDBACK

Measures to ensure feedback are:

- the supervisors report to their team members at social workers' team meetings;
- the Control Supervisor gives feedback to social workers at broader meetings of the Social Workers' forum;
- feedback/report back from Services sub-committee and the Board Meetings are relayed.

It is recommended that:

- uniform standards must be worked out for the delivery of services;
- these uniform standards will also facilitate the work of supervisors.

3.4 CONCLUSION

Public administration consists of a number of main functions groups, viz.

- i. the generic administrative functions which have two dimensions viz:
 - a. the conceptual (**initiatory and innovative**) and directive dimension; and
 - b. managerial dimension.
- ii. the auxiliary functions.
- iii. the instrumental functions; and
- iv. the line functions.

Administration includes activities such as organisation, staffing, financing, determining work methods and procedure and control. In an Agency the Board of Management together with the middle and upper Management of Staff shall determine the above activities.

Thus it can be concluded that each official (**in addition to functional, auxiliary and instrumental activities**) will be required to perform:

- i. Six conceptual and directive categories of generic administrative functions and
- ii. Six corresponding groups of Managerial functions. Because the top officials (**Director, Control Supervisor**) will devote most their working hours to the conceptual and

directive dimension of the generic administrative functions, they are usually called Administrators. The Supervisors/Managers for the managerial dimension of the generic administrative functions.

The Board of Management is the main policy making structure in a Child Welfare Agency and the constitution is the main policy document of a Child Welfare Agency. The aims and objectives of the Agency must be embodied in the Constitution. The estimates of income and expenditure would state the quantified aims/missions/objectives to be attained by the functionaries who have to implement the policies. Strategic planning will set the overall direction in which the Agency is moving. The Agency's goals and policies for meeting identified needs and general plans for deployment of resources result from strategic planning. Operational planning serves to implement the direction identified in the strategic planning process.

The sub-committees, in consultation with staff, help to make and analyse policies. Community participation is vital in policy making as this will ensure that community interests are taken into account.

The marketing of policies could be combined with the public relations activities of the Board. Feedback from the community on policies is important to ensure meaningful impact of policies.

Statistical data must be analysed to evaluate existing policies and provide feedback. The policies of an Agency must be re-shaped in terms of the constitution of the country and the Reconstruction and Development Programme. Policy decisions and programmes must be formulated and prioritised in terms of the RDP.

Organising consists of classifying and grouping functions to departments and workers so that pre determined objectives can be achieved. There are two levels of organization in a Child Welfare Agency. The Organisational structure, as was depicted in the Organogram (Chapter 3).

The internal organisation of an Agency will refer to:

- horizontal division of work
- assignment of authority
- co-ordination of activities
- channels of communication
- control measures

The Board of Management should consist of approximately of 25 members. The Board must be broken up into sub-committees with specific functions. The Board of Management must be made up of various sectors of the community namely business, civics, religious groups, education sector, youth, and consumers of services.

Staff members must be represented on the Board of Management. In a welfare Agency functionaries need to co-ordinate their efforts and therefore channels of communication need to exist.

Communication systems should consist of verbal and written communication between Staff and Management through the various sub-committees, Supervisors, Control Supervisor and Director. Care must be taken to ensure that channels of communication are not too bureaucratic and time-consuming.

The Board must have clearly defined staffing policies. The executive functionaries will have to ensure that the personnel operate effectively and efficiently.

An Agency must have a clearly defined hierarchical structure of posts. The upper and middle management of Staff structures is of special relevance to the administration and management of Agencies. The Director is the chief executive officer at an Agency.

The Staff composition should comprise of professional, paraprofessional and support staff. There is a need for the training and employment of social auxiliary workers to cater for the needs of the community. The job description of all functionaries must be clearly defined.

Work groups are formally constructed, but it will never be possible to prescribe every action of the work group. The individuals in a group will always need some freedom of movement to perform the work assigned to them efficiently and effectively. Therefore, every supervisor should know what he should do to maintain orderly co-operation of the group of employees

entrusted to him. He should know when to apply formal rules and when to influence the subordinates individually and as a group, either informally or by example or by suggestion, to change their conduct so that they may achieve desired objectives. Personnel management thus needs much more than the precise performance of a list of prescribed functions.

Managers must be able to provide leadership - a process that involves providing direction, influencing and motivating individuals or groups in a non-coercive manner to achieve common goals. Motivation can be achieved through changing job ranges, job rotation, flexi-time and participatory management. Agencies ought to have incentives and structured plans for the Staff.

Organisational conflict must not be seen in isolation from other organisational issues such as leadership styles and the organisation's value system. Each conflict requires a specific contingency solution and approach.

All agencies must have clearly defined conditions of service. In determining the conditions of service, a fair balance must be maintained between the needs of the employees and the Agency's obligations to the community. Staff must undergo training programmes to contribute to their development. Employees should be evaluated on an annual basis to assist in their training and development. Specific provisions should also be made for assisting staff to cope with and handle the transformation process in the country.

All Agencies are dependent upon the public for funds and therefore special directives have to be followed in the procurement and expenditure of funds.

Estimates of income and expenditure of one year in advance are drawn up and serve as a financial plan for the year. During the course of the year the Agency will have to adhere to the approved Budget. Agencies are bound by directives of the Fundraising Act No. 107 of 1978, the constitution and rules and regulation of funding bodies.

Proper financial records must be maintained in the General and Trust Account.

Financial reports must be presented on a monthly and annual basis. The Agency's funds will have to be managed in the most economical, efficient and effective manner. Agencies need to undertake cost-benefit and cost-effective analysis.

Currently only arithmetic auditing is being done. There is a need for performance audit of social work programmes, fundraising events and other activities of the Agency. All financial collections and expenditures should be publicly accounted for.

The determination of work procedures is one of the main components of public administration. In order to ensure that policy objectives of the Agency are attained, specific work procedures are to be laid down for each task. This will ensure efficient work performance in the shortest time, using the minimum amount of labour and at the lowest cost. Although no written codes and manuals exists at the agencies, the workers are dependent on supervisors, staff development and in-service programmes for work methods and procedure.

There is monitoring and evaluation by managers to improve productivity. Various meetings are held to devise and review methods and procedure. Managers need to be on the lookout for technological aids which can be used to improve work methods and procedures. Whilst one should rationalise work procedures continually and preferably also write them in codes/manuals, one should take care not to go to extremes. Whereas a degree of steadfastness and fixed routine are the foundations of orderly action, too much emphasis on this will lead to an excessive adherence to official rules (**red tape**). It should be borne in mind at all times that rationalised procedures are merely aids and that they should never be allowed to become ends in themselves.

A continuous assessment of transactions will serve a better purpose than assessments made only at a specific time or stage usually at the conclusion of a transaction. Work programmes must be laid down because these provide clarity about what should be done, who should do the work, as well as how, where, with what and when it should be done. One should stipulate, in particular, standards of quality and quantity so that one can compare the results of every action taken to what was required. Checking/monitoring is, in fact, an important control function. The best results in attaining objectives and in using resources sparingly will no doubt be obtained where there are built-in indicators or detectors which expose deviations from the set standards and sound a warning to officials doing the work that they should immediately take corrective action.

Formal control measures, viz. written reports, auditing, statistical returns and informal control measures through supervision are important control measures in an Agency. Supervisors hold structured supervision sessions with all workers. The Control Supervisor in turn supervises the supervisors.

Monthly reports are submitted to the sub-committees and the Board of Management who, in turn provides feedback on service. The quantity and quality of services are enlisted through the monthly statistic diary and all case files being evaluated on a six monthly basis. The evaluation of social workers and evaluation of social work programmes also serve as control measures.

CHAPTER 4

FOUNDATIONS OF PUBLIC ADMINISTRATION AND MANAGEMENT

4.1 INTRODUCTION

Public administration and management is a specified activity characterised by identifiable foundations which can serve as the guidelines and value norms according to which the activities of those in public employ ought to take place. The guidelines which may be identified but not quantified can be divided into different groupings.

This chapter will focus on principles that guide an Agency in respect of administration and management.

Aspects of constitutional principles in terms of Act No. 200 of 1993 schedule 4(1) that are applicable to the Child Welfare Movement will be discussed.

Since Social Welfare refers to an integrated and comprehensive system of Social Services, facilities, programmes and social security to promote social development and social justice, ethical guidelines that serve as basis for all social services, will be covered. Child Welfare agencies are affiliates of the South African National Council for Child and Family Welfare and therefore agencies will be guided by the guiding principles of the National body's constitution.

Social work originates variously from humanitarian, religious and democratic ideals and philosophies and has universal application to meet human needs. Reference must therefore be made to the international code of ethics for professional social workers.

Since programmes being implemented by the Agencies must have community work orientation with an emphasis on development of the human potential as part of the overall transformation for the apartheid past, Welfare Agencies must therefore take cognisance of principles of developmental social welfare policies and programmes when formulating its own welfare programmes. These principles are part of the discussion documents for the White paper on Welfare.

4.2 CONSTITUTIONAL PRINCIPLES IN TERMS OF ACT 200 OF 1993

It is accepted that the Republic of South Africa is a democratic state [**constitution of the Republic of South Africa Act No. 200 of 1993, schedule A (1)**]. Thus, it is obvious that the principles according to which a democratic state functions should be present in the activities of those in public employ.

The State's constitutional principles will take precedence to all other principles. Therefore, the States Constitutional principles must be embodied in the administration and management of Child Welfare.

The principle of acknowledgement and protection of the diversity of language and culture must be respected. South Africa is a rainbow of nations and therefore Welfare officials must

Each level of Government shall have constitutional right to an equitable share of revenues collected nationally so as to ensure that provinces and local governments are able to provide basic services and perform the functions allocated to them in the constitution. The public then has a right to receive welfare services which are subsidised by the State. Subsidies received by Welfare Agencies must be effectively utilized for service delivery.

State officials shall be required to perform their duties and functions and exercise their powers in the national interest and shall be prohibited from furthering or prejudicing party political interest.

The Welfare Agency must be apolitical and not identify with any political party. It is advisable for high profile political party members not to hold official positions in the Agency.

Employers and employees have a right to join and form employer organisations and trade unions and to engage in collective bargaining. The Agencies' functionaries may join trade unions and negotiate for better working conditions.

The constitution guarantees freedom of information. The public has a right to the access of certain information e.g. the income and expenditure account of the Agency. Agencies are funded by the State and by the public through donations. The Agency must therefore be transparent and accountable to the public. The administration and management of Welfare Agencies should not take place in secret, but should be open to public inspection and scrutiny, for example, through Board meetings. Welfare Agencies must therefore inform the general public of Annual and Special General Meetings at which reports are presented and the public is free to question the Board members.

Act No. 200 of 1993 provides for the independence and impartiality of a Bank, Auditor-General and Ombudsman in the interest of the maintenance of effective public finance and administration and a high standard of professional ethics in the Public Service. The public can take up any matter concerning an Agency with the Auditor General or Ombudsman. The public can also report an Agency to the Regional Board or the National Board.

The Public Service shall be broadly representative of the South African Community and which shall in the exercise of its powers and in compliance with its duties, loyally execute the lawful policies of the Government of the day in the performance of its administrative functions. It is imperative that Management and staff of an Agency be representative of the broader South African Community. [Act No. 200 of 1993 Schedule 4(1)]

4.3 ETHICAL GUIDELINES FOR SOCIAL WELFARE

Social Welfare refers to an integrated system of social services to promote social development and social justice. Social Welfare should bring about sustainable improvement in the well-being of individual families and communities. For social development and social justice to be maintained certain ethical guidelines have to be followed.

The following ethical guidelines, serve as a basis for all social welfare services:

- * Human beings constitute the highest form of life and should be treated with respect and dignity.
- * All people are equal before the law and, for the purposes of social services, of equal

standing.

- * Social justice and basic human rights should be upheld and safeguarded.
- * People function within a physical, psychological, social, religious and ecological reality, with corresponding responsibilities.
- * Individuals have the right to self determination with regard to their place of residence, lifestyle, social relationships, employment, education, religion, language and recreation.
- * People require an environment which is conducive to the development of a healthy self image, the pursuit of a healthy lifestyle, self improvement and the enhancement of quality of life.
- * The individual's need for employment should be acknowledged and promoted through the creation of job opportunities and training facilities.
- * A society needs to be governed by a civil, political and economic system which makes social services accessible to all its members without discrimination.
- * The State, the community and the individual share the responsibility for providing opportunities for the individual, the family and the group to satisfy their own basic needs. **(WORKING DOCUMENT ON PRIMARY SOCIAL SERVICES: SEPTEMBER 1994)**

The policies and programmes of the Agency ought to be underpinned by these ethical guidelines.

These ethical guidelines will also help to ensure that the services are in line with the constitution of the Country and that programmes are formulated and prioritised in terms of the Reconstruction and Development Programme.

4.4 THE GUIDING PRINCIPLES OF THE SOUTH AFRICAN NATIONAL COUNCIL'S CONSTITUTION FOR CHILD WELFARE

The guiding principle is that in all policy and management decisions and efforts of the Child Welfare movement and its affiliates, the development, interests, safety and well-being of children, family and communities should always be the primary consideration. **(Strategic steering committee: Progress report on repositioning of National Council and the Child Welfare Movement 107/93).**

The following principles flow from and are subject to the guiding principles. The Agency should:

- be voluntary by nature and this characteristic must be reflected in its Management Committee,
- remain non-governmental and independent,
- confirm its belief in the dignity, equality and worth of all people,
- be committed to developing and maintaining services which are accessible and relevant to the basic needs of children within the context of family and/or community,
- be committed to providing services in a form and language which is acceptable to the communities served,
- be committed to providing services which are affordable within the context of the need in this country,
- emphasise preventive, promotive and developmental approaches in the planning and implementation of its services,

- be committed to creating public awareness of children's needs and rights and society's responsibility to create a nurturing environment for them,
- maintain structures which ensure the devolution of power to regional and local level,
- commit itself to the broadest possible democratically representative base in its local, regional and national structures,
- strive to uphold social justice, democracy and human rights,
- promote community, volunteer, personnel and consumer participation in structures and services,
- not align itself with any particular ethnic group, political party or ideology,
- remain accountable to its constituency and the public for its decisions and actions.

All agencies interviewed were affiliates of the South African National Council for Child Welfare.

As the constitutional principles of the National body were formulated through consultation with all its affiliates, the agencies were found to be adhering to these principles.

4.5 THE INTERNATIONAL CODE OF ETHICS FOR SOCIAL WELFARE

In July 1976, the delegates at the International Federation of Social Workers General Meeting in San Juan, Puerto Rico, adopted an International Code of Ethics for the professional social worker, which follows: (Piccard B.J. 1988: 175-179)

Social work originated variously from humanitarian, religious and democratic ideals and philosophies and has universal application to meet human needs arising from personnel-societal interactions and to develop human potential. Professional social workers are dedicated to service for the welfare and self fulfilment of human beings, to the development and disciplined use of scientific knowledge regarding human and societal behaviour, to the development of resources to meet individual, group, national and international needs and aspirations and to the achievement of social justice.

4.5.1 PRINCIPLES OF THE INTERNATIONAL CODE OF ETHICS

The international code of ethics is based on certain principles viz:

- * Every human being has a unique value, irrespective of origin, ethnicity, sex, age, beliefs, social and economic status or contribution to society.
- * Each individual has the right of self-fulfilment to the degree that it does not encroach upon the same right of others.
- * Each society, regardless of its form, should function to provide to maximum benefits for all of its members.
- * The professional social worker has the responsibility to devote objective and disciplined knowledge and skill to aid individuals, groups, communities, and societies in their development and resolution of personal-societal conflicts and their consequences.
- * The professional worker has a primary obligation to the objective of service, which must take precedence over self-interest aims or views.

4.5.2 THE INTERNATIONAL CODE OF ETHICS IN RELATION TO AGENCIES AND ORGANISATIONS

Social workers have to abide by certain standards of ethical conduct in relation to the Agency.

These are:

- * To work or co-operate with those Agencies and organizations whose policies, procedures and operations are directed towards adequate service delivery and encouragement of professional practice consistent with the Code of Ethics.
- * Responsibly execute the stated aims and functions of the agency or Organization, contributing to the development of sound policies, procedures, and practice in order to obtain the best possible standards of service.
- * Sustain ultimate responsibility to the client, initiating desirable alterations of policy, procedures and practice through appropriate agency and organizational channels. If necessary remedies are not achieved after channels have been exhausted, initiate appropriate appeals to higher authorities or the wider community of interest.
- * Ensure professional accountability to client and community for efficiency and effectiveness through periodic review of client, agency and organizational problems and self performances.

The social workers also have to abide by the code of conduct as laid down by the South African Council for Social Workers which is a statutory body. All social workers are registered to this body which protects their interests.

On employment of social workers, Agencies get them to sign a Code of Conduct, which is embodied either in the job description or in the conditions of service.

When social workers contravene a code of conduct the matter is first handled by the Board of Management and if necessary it is taken up with the National Council for Child and Family Welfare.

4.6 GUIDING PRINCIPLES OF DEVELOPMENTAL SOCIAL WELFARE

The service programmes being implemented by Agencies must have a strong community work orientation with an emphasis on development of the human potential as part of the overall social transformation from the apartheid past. The residual model of that service delivery into which many welfare organizations were entrapped has effectively been given the boot.

Volunteers and social workers are determined to ensure that the services rendered by the Agency promote the values of a free, democratic and just society geared towards upholding the sanctity of individual, family and community life and consciously address the historical imbalances in social welfare caused by the unjust apartheid era.

Welfare agencies ought to take cognisance of the following principles of developmental social welfare policies and programmes when formulating their own welfare programmes:

a. SECURING BASIC WELFARE RIGHTS

Agencies should create the conditions, in accordance with its means, which will facilitate the realization of every citizen's right to social security and social welfare service.

b. EQUITY

Resources should be equitably distributed and should address racial, gender, geographical and sectoral disparities. Equality of opportunity and the social mobility of groups of people with special needs should be fostered.

c. NON-DISCRIMINATION

Social welfare services and programmes should promote non-discrimination (**egalitarianism**), tolerance, mutual respect, diversity and the inclusion of all groups in society. Women, the physically and mentally disabled, offenders, people with HIV/Aids, the elderly, and people with homosexual or bisexual preferences should not be excluded.

d. DEMOCRACY

Appropriate and effective mechanisms should be created to promote the participation of the public and all welfare constituencies in decision ~making which affects them. Those constituencies which are unable to represent themselves should be allowed to be represented by advocates. This principle is closely related to the principle of promoting the participation

of the public in the delivery of social programmes and in the management of social service organizations.

e. HUMAN RIGHTS

Social welfare services and programmes should be based on respect for human rights and fundamental freedoms, with sensitivity to cultural and religious diversity, as articulated in the Bill of Rights in the Republic of South of South Africa Constitution Act No. 200 of 1993.

f. SUSTAINABILITY

Intervention strategies designed to address priority needs should be financially viable and cost efficient and effective.

g. QUALITY SERVICES

All social programmes should strive for excellence and the provisions of quality services.

Most agencies are restructuring their services to ensure a developmental approach.

Programmes are geared towards empowering people and addressing historical imbalances.

Most agencies have programmes targeted at the informal settlements. Agencies are engaging in casework, community work and development work. The agencies intake is geared to a treatment programme which attempts to introduce stability to marriage and family life, respite from destitution and poverty, remedying of pathology and relationship problems and doing all those things that promote and protect child and family life generally.

h. ACCOUNTABILITY

All welfare agencies should be transparent and accountable.

i. ACCESSIBILITY

Welfare agencies should be easily accessible and responsive to all those in need. Barriers, which have made it difficult or impossible for some people to participate equally in all spheres of life, should be removed.

j. APPROPRIATENESS

Social welfare programmes, methods and approaches need to be appropriate and responsive to the range of social, cultural and economic conditions in communities. The sustainable use of human, material and the earth's natural resources should be ensured for the benefit of future generations.

k. UBUNTU

The principle of caring for each other's well being should be promoted, and a spirit of mutual support fostered. Each individual's humanity is ideally expressed through his/her relationship with others and in turn through a recognition of individual's humanity. " **Ubuntu ungamntu ngabanye abanyu**" goes the Xhosa proverb "**People are people through other people**".

Ubuntu expresses a communal way of life which holds that society must run for the sake of all.

It also acknowledges both the rights and the responsibilities of every citizen in promoting individual and societal well being.

4.7 CONCLUSION

As all administrative actions of an agency are geared towards community welfare it is essential that all actions should be based on the foundations of public administration. These foundation principles provide the functionaries with basic guidelines on how to act during the execution of one's duties. The Board of Management and the staff must ensure that these principles are foremost in their thoughts, processes and actions. Within the frame of references of the Welfare Agency, the Board of Management, as the main policy-making body, has to ensure that the foundation principle constitute a crucial and critical aspect of administration and management.

The Republic of South Africa is a democratic state and therefore it is obvious that the principles according to which a democratic state functions should be present in the activities of those in public employ. The State's constitutional principles will take precedence over all other principles.

Therefore the States constitutional principles must be embodied in the administration and management of Child Welfare agencies. Social Welfare Services refers to an integrated system of social services to promote social development and social justice. Social welfare should bring about sustainable improvement in the well-being of individuals, families and communities.

The ethical guidelines that serve as a basis for all social welfare services must be

strictly adhered to. The policies and programmes must therefore be underpinned by these ethical guidelines. The ethical guidelines will ensure that the services are in keeping with the constitution of the country and the Reconstruction and Development Programme.

The South African National Council for Child and Family Welfare is a democratically elected body of its affiliates. The National Council's constitution was also drawn with inputs received from its affiliates. The guiding principles of the national body, namely, that all policy and management decisions and efforts of its affiliates should be the development, interests and safety and well-being of children, families and communities, should always be the primary consideration.

Social Work originates variously from humanitarian, religious and democratic ideals and philosophies and has universal application to meet human needs. The international code of ethics for professional social workers and its principles must therefore guide all social workers.

Volunteers and social workers are determined to ensure that the services rendered by the Agency promote the values of a free and just society and consciously addresses the historical imbalances in social welfare caused by the unjust apartheid era. Welfare Agencies therefore ought to embody the principles of developmental social welfare policies and the programmes of the White Paper when formulating its own welfare programmes.

CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 CONCLUSION

As a result of the apartheid policies of separate development, Child Welfare Societies were established along racial lines. During the 1990's the welfare movement began a transformation process. The South African National Council for Child and Family Welfare and its affiliated societies are being repositioned and restructured. The draft White Paper of 1995 also proposes a transformed welfare system that facilitates the development of human capacity and self reliance within a caring and enabling social environment.

The transformation and restructuring of the Voluntary Child Welfare Movement ensures wider representation, greater involvement in decision-making processes as well as a '**bottom-up**' management structure. The affiliation and participation of Agencies in Regional and National Bodies would ensure that minimum standards of service delivery and philosophical points of departure will continue to be prescribed.

The well-being of all South Africans should be promoted especially people living in informal settlements and rural areas. For Child Welfare Agencies to achieve the aims of the community welfare it has to perform the generic administrative processes. The administration and management of Child Welfare Agencies consist of the six conceptual and directive categories of generic administrative functions and the six corresponding groups of managerial functions.

The generic administrative functions include activities such as organisation, staffing, financing, determining work methods and procedures and control. The Board of Management, together with the middle and upper management staff, determine the above activities. In the larger agencies the Director and Control Supervisor devote most of their working hours to the conceptual and directive dimension of the generic administrative functions while the supervisors/managers are responsible for the managerial dimension of the generic administrative functions.

The Board of Management is the main policy-making body in a local child Welfare Agency. The aims and objectives of an Agency are embodied in the constitution which serves as the main policy document. Whilst the majority of the Agencies studied had their own mission statements, it is important that these mission statements embody the shared visions of all Child Welfare Agencies.

An Agency's goals and policies for meeting identified needs and general plans for deployment of resources result from strategic planning. Although Agencies are involved in Operational planning for a year, there is a need for strategic planning to set the overall direction in which the Agency is moving.

The Board of Management, in consultation with staff are responsible for policy making and policy analysis. **(Research findings indicate very little community participation in policy making and analysis).** It is vital that the community is actively involved in policy making as this will ensure that community interests are taken into consideration. Feedback from communities will ensure that meaningful impacts are made on existing policies and proper

consideration is given to the formulation of future policies.

Policy decisions and programmes must be formulated and prioritised in terms of the Reconstruction and Development Programme.

The process of organising a Child Welfare Agency begins with the coming together of individuals who subscribe to the broad principles of the welfare movement. The community-wide general membership of the Agency come together at an Inaugural/Annual and at a Special General Meeting, where the Board of Management is duly constituted.

There are two levels of organisation in an Agency. Firstly, the organisational structure as was depicted in the organogram in Chapter 3, clearly illustrates the fact that an Agency is organised at a grassroots level. The community-wide general membership of the Agency constitutionally authorises the Board of Management to administer and manage the affairs the Agency. However, in doing so, the management delegates its administrative and management functions to standing committees. Although the various Agencies had sub-committees to suit their specific needs, the most common committees constituted were the Finance Committee, Staffing Committee, Services and the Executive Committees. There is a need for Agencies to set up an Organisation and Development Sub-committee that will be a reservoir of service rendering and which focuses on human resource development, capital development and the generating of financial resources.

The current composition of the Board of Management is based on members being elected on an individual basis. If the Board of management is to truly reflect the community then all sectors must be represented. Of the approximately 25 Board Members, at least ten persons should be nominated members of the various sectors viz Education, Business, Civic, Women's group Youth, Religious, Medical, Legal, Health and Consumers of Social Services.

The second level of organising refers to the internal organisation of an Agency. This refers to the hierarchy of the staff which consists of the vertical and horizontal division of work, delegation of authority, co-ordination of activities, channels of communication and the establishment of control measures. Since an Agency has an extensive field of activity, it should be divided into units which are administered and managed by Supervisors/Managers. There is a need to co-ordinate all the activities of an Agency and therefore proper channels of communication need to exist.

The communication system should consist of verbal and written communications between staff and management, through the various sub-committees, supervisors, control supervisor and Director. Channels of communication must not be too bureaucratic and time consuming. It has been suggested by some interviewees that smaller Agencies in a particular area should amalgamate to provide more effective services. This could also have the advantage of strengthening societies in terms of infra-structure, funding and cost effectiveness.

It is costly to maintain two to three social worker societies. Smaller Agencies could link up with larger Agencies for service delivery and fund raising while still maintaining their autonomy.

The upper and middle management of the staff hierarchy is of special relevance to the administration and management of Agencies. The Supervisors/Managers form part of the middle management and the Control Supervisor and Director for part of the upper management. The Director is the chief executive officer of an Agency. The role of the Director is of particular importance in ensuring effective co-ordination of all activities in an Agency. The majority of the Agencies studied did not have a Director. The alternate to not having a Director is to have an Internal Management Team or a Directorate which is made up of the Control Supervisor and the Supervisors/Heads of Departments. The Internal Management Team, together with certain executive members can play a leading role in the administration and Management of an Agency.

The Staff composition of most Agencies chiefly comprises of professional social workers and support staff. There is need for more emphasis on employment of social auxiliary workers to cater for needs of the disadvantaged communities. Other categories of staff who need to be employed are community development workers, Psychologists and Psychiatrists. The Psychologists and Psychiatrists can be employed on a part-time basis by a group of Agencies.

Although the departments are formally constructed, it is not possible to prescribe every action of the work group. Whilst the job description of all functionaries must be clearly defined, individuals in a group will need some freedom of movement to perform their work efficiently and effectively.

Managers must be able to provide direction and to motivate individuals to achieve common goals.

It is recommended that motivation can be achieved through changing job ranges, job rotation, flexitime and participatory management.

There is a need for Agencies to have incentives and structured plans for the motivation of staff.

All Agencies need to have clearly defined conditions of service. The conditions of service must reflect a fair balance between the needs of the staff and the Agency's resources and obligations to the community.

Employees should be evaluated on an annual basis to assist with the training and development. Specific provisions should also be made for assisting staff to cope with and handle the transformation process in the country and in the welfare movement.

All Child Welfare Agencies are dependent upon the state and the public for funds. Therefore special directives have to be followed in the procurement and expenditure of funds. The estimates of income and expenditure, which are drawn one year in advance, serve as the financial plan for the year. Agencies must draw realistic budgets and adhere strictly to the proposed plan.

The Agencies are bound by the directives of the constitution, the Fundraising Act of 1978 and the rules and regulations of the various funding bodies.

The Finance committee administers and manages the finances and makes recommendations to the Board of Management. The Agencies employ an Accountant who keeps financial records.

Most Agencies operate a General and Trust Account.

Financial reports are presented on a monthly and annual basis. In order for the Agency's finances to be managed in an economical, efficient and effective manner, the Agencies need to undertake cost benefit and cost-effective analysis.

The finances of an Agency should not only be audited by an external chartered accountant, but internal auditing should also be done.

Currently only arithmetic auditing is being implemented. There is a need for performance audit of social work programmes, fundraising events and other activities of the Agency. All income and expenditure should be publicly accounted for.

Agencies are currently subsidised at 75% for approved expenditure. Subsidisation is based on number of social work posts. There is a need to change the subsidy scheme from subsidising of posts to subsidising of social work programmes. This will ensure that embryo societies that do not have social work posts begin to receive subsidy for social work programmes.

Social auxiliary workers should also be subsidised.

In order to ensure that policy objectives of an Agency are attained, specific work procedures are to be laid down. Specific work procedures are important to ensure that services are

economical, efficient and effective. Although no written codes and manuals exist, workers are dependent on supervisors, staff development and in-service programmes for work methods and procedures. Productivity improvement systems are determined through analysis where priorities are determined to increase productivity. Productivity is also improved through monitoring and evaluation by managers.

Provision must be made to review work methods and procedures. Currently feedback obtained by supervisors are used to devise and review methods and procedures. Various staff meetings are held to review work methods and procedures.

According to the respondents there is a need for an innovative supervision system which ought to be developed through wide consultation with supervisors of various Agencies.

Managers need to be on the lookout for technological aids which can be used to improve work methods and procedures. Although managers should rationalise work methods continually and preferably write them in codes/manuals, one should take care not to go to extremes.

The exercise of control in an Agency is important to ensure that policy objectives are attained, the optimum quality and quantity of work is achieved and account can be given for all actions of the Board of Management and the staff. Control in an Agency culminates in meetings which are open to the public and which form the climax of the process of administration.

Formal control measures comprise written reports, auditing, statistical returns and instructions setting out minimum standards and volume of work.

Various registers are also maintained for purposes of control. The quantity and quality of services are enlisted through a monthly statistics diary and all case files being evaluated on a six monthly basis. The evaluation of staff and evaluation of social work programmes also serve as control measures. Monthly reports are submitted to sub-committees and the Board of Management who in turn provide feedback on services. Control is also exercised by higher authorities through registration with the South African National Council for Child and Family Welfare, programme formulation and evaluation by the KwaZulu-Natal Provincial Administration, and the submission of reports and audited statements to funding Agencies. The Annual Report and Audited Financial Statements and Balance Sheet presented at an open public meeting is the final accountability of the Board of Management to the public.

The administration and management of Child Welfare Agencies is geared towards community welfare and it ought therefore to be based on certain foundation principles. Since the Board of Management is the main policy making body, it has to ensure that the foundation principles constitute a crucial and critical aspect of administration and management.

Various foundation principles guide the Board of Management and Staff. The State's constitutional principles will take precedence over all other principles. Therefore the State's constitutional principles must be embodied in the administration and management of Child Welfare Agencies. The ethical guidelines that serve as a basis for all social welfare services must be strictly adhered to. The policies and programmes of Agencies must be underpinned by these ethical guidelines. The guiding principles of the South African National Council for Child and Family Welfare, namely, that all policy and management decisions and efforts of its affiliates should be the development, interest and safety and well-being of children, families

and communities, should always be the primary consideration.

The national and international code of ethics for professional social workers and its principles must guide all social workers. This will ensure that national and international standards are maintained. Apartheid has created many historical imbalances. In order to ensure that services rendered promote values of a free and just society Agencies must consciously address these historical imbalances. Welfare Agencies therefore ought to embody the principles of developmental social welfare policies, programmes of the White Paper and the Reconstruction and Development Programme when formulating their own welfare programmes.

5.2 RECOMMENDATIONS

The recommendations that follow are based on aspects that need attention with respect to administration and management of Child Welfare Agencies.

- ✓ - The ^{Board and Chair} Board of Management should have ~~at~~ least fifty percent sector and fifty percent individual representation. Sectors could include inter-alia: ^{Students} civics, ^{lecturers} religious groups, women and youth groups, medical, legal, educational, business and consumers of services.
- ✓ - The ^{Agency} Agency must have a clearly defined organisational structure showing lines of accountability and responsibility.
- ✓ - The ^{Council or Senate} Board of Management must be broken up into sub-committees. Each sub-committee must have clearly defined terms of reference.
- ✓ - For efficiency and effectiveness the number of sub-committees should not exceed five.
- ✓ - The ^{Council or Senate} Board of Management and sub-committees should meet on a monthly basis according to a predetermined meeting schedule. The sub-committees should help to formulate policies, directives and rules that can be ratified by the ^{Council} Board of ^{Sub-committee} Management.
- ✓ - The Executive Committee members, Heads of Department and ^{Committee} Supervisors should be allocated to each sub-committee. This will assist with reporting, co-ordination and communication.
- ✓ - A ^{Council or} Board member should serve as an ordinary member for at least one year before holding an official position. The roles and responsibilities of officials and upper staff management must be clearly defined.
- ✓ - The constitution of an Agency must encompass the constitutional principles of the South

African National Council for Child and Family Welfare.

The Regional and National Boards should provide broad guidelines for the affiliate Agency's constitution. The constitution of an Agency should be reviewed every five years to keep up with new developments.

- Board members, staff and volunteers need to be trained for transformation. The South African realities and the needs of the most disadvantaged must receive emphasis during training and in-service.

- The policies of an Agency must take into account:

- a. principles in terms of Constitutional Act No. 200 of 1993,

- b. guidelines of the National and Regional Boards of the South African National Council for Child and Family Welfare.

- c. guidelines of the White Paper on Welfare.

- d. the reconstruction and development programme.

- An Agency could have its administrative nerve centre centralised but services should be located in the heart of the residential areas.

- There must be intersectoral collaboration. Agencies must collaborate with other welfare related organisations, civies, community based organisations and non-governmental organisations.

- Agencies in a particular geographical area must network and form forums.

Smaller Agencies and embryo societies could amalgamate with larger Agencies to provide more effective service. Larger Agencies must share resources with smaller Agencies. The smaller Agencies must link up with larger Agencies for support services.

- Agencies must have a clearly defined hierarchical structure of the staff

All staff members must have clearly defined job descriptions.

- ✗ Apart from social workers and support staff other categories of staff that ought to be employed are social auxiliary workers, (community development workers, **educare workers, residential care workers**) and Psychologist and Psychiatrists on a part-time basis.

- ✓ - The Staff establishment must consist of an Internal Management Team or Directorate made up of senior staff personnel. This team can play a vital role in strategic planning, policy formulation and guiding the Board of Management on a day-to-day basis.

- ✓ - The administrative and management functions must be jointly determined by the Board of Management and senior staff members,

- ✓ - Agencies must practise participative management and successful management styles.

- The National Board in consultation with all affiliate Agencies should draw up a standard key salary structure for all categories of functionaries. Agencies should also develop incentives and structured motivation plans.

- ✓ - Managers must undergo training in administrative and management skills. All managers must have basic skills of human resource management.

- ✓ - Managers and supervisors must hold structured supervisory sessions with all workers. All staff members must be evaluated on an annual basis to assist with training and development.

- ✓ - Agencies must jointly develop a general manual for work method and procedure to bring about uniformity amongst Agencies. Uniform standards must be worked out for delivery of services and to facilitate the work of supervisors.

✓ - Agencies must engage in strategic planning on a two to five year plan. A strategic planning committee must be formed to guide the Board of Management.

✓ - Agencies should lobby for greater than 75% State subsidy.

Subsidy should be based on programmes rather than number of social work posts.

- The Board of Management must actively involve staff in the compilation of the Agency's sub-budgets and the main budget.

- Employees need to be trained in Financial Management skills as they are involved in income generating projects and project formulation for which funding is received.

- Cost-benefit and cost effective analysis must be done formally by Agencies. Agencies must have both an internal and an external auditor. Apart from arithmetic auditing there is a need for performance auditing.

- Managers must be involved in method study and time study to ensure one is effective at the minimum cost. Technological aids must be used to improve work methods and procedures.

- The quantity and quality of services must be evaluated through:

a. monthly statistics.

b. all case files being evaluated on a six monthly basis.

c. evaluation of social workers.

d. evaluation of social work programmes.

e. community feedback.

f. Monthly reports on services and finance must be submitted to the Board of Management via the sub-committees.

- The Annual Report of an Agency must include reports on services, Audited Financial Statements and the Balance Sheet. Agencies must be accountable to the community via the Annual General Meeting. The public relations activity must promote the Agency in terms of public acceptability.
- The Board of Management and functionaries must be guided by foundation principles in all their thoughts and actions.

The foundation principles should ramify all administrative and management functions.

- There is a need for active recruitment of volunteers not only for the administration and management of Agencies but for contribution to actual service delivery.
- Agencies must make services more visible especially to communities who have been deprived of services in the past. Agencies need to reposition their image and become an integral part of the overall programme of social reconstruction and development.

A proactive role, involving participation from the community, will not only provide a wide network of resources but will help realise the goal of community well being.

Agencies need to plan on a medium to long term basis, that is, five to ten years. 85% of the agencies plan only on a one to two year basis. There is need to plan for service projects to become self sustaining and for Capital Development to become a reality.

There is a need to move towards primary social care and the provision of services in the rural areas in the burgeoning urban informal settlements.

The quality of work life of employees need to receive attention. The various methods that may be used must focus on aspects such as management and supervisory style, opportunities for decision making, job satisfaction and a satisfactory physical work environment, safety at work, satisfactory working hours and meaningful tasks.

It is important for the needs of the most disadvantaged to receive emphasis during training.

There is a need for an orientation programme for volunteers prior to being eligible for election onto the Board of Management. There must be networking with other organisations to prevent duplication of services and for sharing of ideas, expertise, experiences and resources.

Volunteers must become actively involved in projects which enhance non-racialism.

Further research is required to ascertain the following :

- a. training needs of managers,
- b. methods of cost benefit analysis,
- c. extent to which agencies have extended services to historically disadvantaged communities.
- d. innovative method of supervision.

The Child and Family Welfare Agencies may be considered as important and central to social development initiatives. By virtue of being ably and strategically placed as community based organisations, enjoying considerable community acceptance and credibility, these agencies can promote inter-community, regional and inter-regional unity by networking with other social divisions such as Trade Unions, Non Governmental Organisations and civic societies.

Furthermore these agencies could play a pivotal role in promoting the aims of the Reconstruction and Development Programme (RDP).

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M. KOOBLAL : REG NO. 7507553 THESIS - MASTERS IN PUBLIC ADMINISTRATION

DEAR SIR,

RESEARCH TOPIC : THE ADMINISTRATION AND MANAGEMENT OF LOCAL CHILD WELFARE AGENCIES

Welfare services rendered by childwelfare agencies must be economical, efficient and effective. The purpose of this study is to investigate the administration and management of childwelfare Agencies. This investigation will ask the following critical questions:

1. What is the nature and functioning of the existing childwelfare Agencies?
2. What are the principal administrative and management responsibilities of the Board and middle management?
3. To determine the foundations of public administration and management that guide the functioning of Child Welfare Agencies. The following sections are covered :

PART A Administrative functions

PART B Management functions

PART C Normative foundations

This research will not only contribute to established agencies but will be of great help to the developing agencies.

Your co-operation in completing this questionnaire will be greatly appreciated.

Thank You.



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7 March 1994

Mr. P Jugganath

Honorary Secretary

Phoenix Child and Family Welfare Society

PO Box 309

MOUNT EDGECOMBE

4300

Dear Mr Jugganath,

APPLICATION TO UNDERTAKE RESEARCH - MR KOOBLAL*Thank you for your letter dated 17 February 1994.**Council has pleasure in granting permission to Mr Kooblal to undertake research on Administration and Management of a Child Welfare Society.**Council wishes Mr Kooblal the best of luck in his studies. It would be appreciated if a copy of his thesis is sent to council on completion since his topic is of such vital importance to our Child Welfare Movement.**Yours faithfully,***HELEN STARKE (NATIONAL DIRECTOR)**

NATIONAL DIRECTOR/NASIONALE DIREKTEUR: HELEN STARKE

NAME OF ORGANISATION : _____

POSITION OF INTERVIEWEE/S: _____

YEARS OF EXPERIENCE: _____

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IT WOULD BE GREATLY APPRECIATED IF RELEVANT DOCUMENTS ARE ATTACHED TO THIS QUESTIONNAIRE.

(POLICIES, FINANCIAL CONTROL)

PART A : ADMINISTRATIVE FUNCTIONS

1. POLICY MAKING AND ANALYSIS

1.1 IDENTIFYING NEEDS

1.1.2 What is the aim of your Agency?

1.1.2 List the main objectives of your Agency to attain the above aim.

1.1.3 Are these aims and objectives embodied in the constitution?

01 YES	02 NO	03 NOT SURE

1.1.4 Rate your knowledge of your Agency's objectives.

01 POOR	02 AVERAGE	03 GOOD	04 EXCELLENT
0-3	4-5	6-7	8-10

1.1.5 How often should the constitution of your Agency be revised?

01 2 YEARS	02 5 YEARS	03 10 YEARS

1.1.6 Are the objectives of the Agency relevant to the current needs of the community?

01 YES	02 NO	03 NOT SURE

**1.1.7 How are the needs of the community identified?
(RATE 1 TO 5 WITH 1 BEING HIGHEST)**

Through current Case Work	
Through research by Staff	
Through community Work	
Through needs perceived by Staff	
Other	

1.2 PREPARING REGULATIONS, INSTRUCTIONS AND OTHER DIRECTIVES.

Who is responsible for preparing the above?

1.3 ANALYSIS OF EXISTING POLICIES

What methods are used to analyse existing policies?

2. ORGANISING

2.1 DETERMINING ORGANISATIONAL STRUCTURES

2.1.1 Office Structures

Are your services centralised or decentralised?

2.1.2 What are the advantages and disadvantages of Centralisation?

2.1.3 What are the advantages and disadvantages of decentralisation?

BOARD COMMITTEES AND FUNCTIONS

2.1.4 Which is the most important policy making committee of the Agency?

2.1.5 Number of members on this committee.

2.1.6 Name the existing sub-committees of the Management Committee. State their main functions.

NAME	FUNCTIONS

2.1.7 Which other sub-committees are important in the role functioning of the Agency?

2.1.8 Should staff members be represented on:

	YES	NO
Management Committee		
Executive Committee		
Sub Committee		

COMMENTS

2.1.9 Which sectors are represented on the Board of Management?
(FOR EXAMPLE CONSUMER, EDUCATION, BUSINESS)

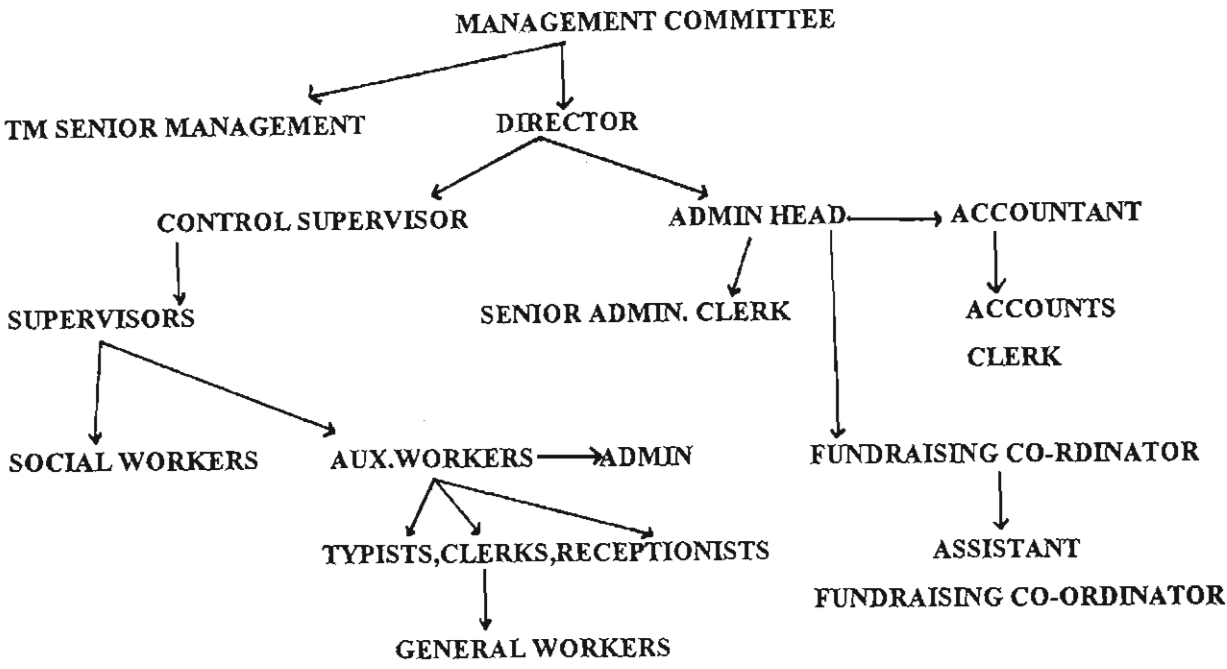
2.1.10 Which other sectors ought to be represented?

2.1.11 What structures exist for community participation?

2.1.12 How can community participation be improved?

2.1.13 What steps should be taken to ensure that Boards reflect abroad spectrum of the South African population?

2.1.4 Briefly sketch the organogram of your Agency. E.G.



2.1.15 How are volunteers recruited?

2.1.16 Do they receive any training?

01	02
YES	NO

2.1.17 What suggestions would you like to make with regard to volunteers being retrained for transformation?

3: STAFFING

DEVISING SYSTEMS AND POLICIES

3.1 What is the Staffing Policy of your Agency?

3.2 COMPLETE THE TABLE ON THE NEXT PAGE WHICH SHOWS THE STAFF COMPOSITION

3.3 Which other categories of personnel ought to be employed by an Agency?

3.4 Which committee is responsible for selection and/or interviewing of applicants?

01	Executive	
02	Staffing Committee	
03	Other	

3.5 Is a staff representative involved in the selection and Interview?

If yes, which staff member?

3.6 DIRECTOR: Does your Agency have a Director?

01	02
YES	NO

3.7 State the role of the Director in your Agency.

3.8 In your view what ought to be the role of the Director?

STAFF COMPOSITION		QUALIFICATION			
	NO.	UNQUALIFIED	CERT.	DIP.	DEGREE
PROFESSIONAL STAFF					
i. DIRECTOR					
ii. CONTROL SUPERVISOR					
iii. SUPERVISOR					
iv. SOCIAL WORKER					
v. OTHER					
SUB-TOTAL					
PARAPROFESSIONAL					
i. CHILDCARE WORKERS					
ii. AFTERCARE WORKERS					
iii. EDUCARE WORKERS					
iv. PARENTING					
v. OTHER					
SUPPORT STAFF					
i. ADMINISTRATION HEAD					
ii. ACCOUNTANT					
iii. ADMINISTRATION CLERKS					
iv. TYPISTS					
v. RECEPTIONISTS					
vi. FUNDRAISERS					
vii. GENERAL WORKERS					
viii. OTHER					
SUB-TOTAL					
HONORARY CONSULTANTS					
MEDICAL PRACTIONER					
ATTORNEYS					
PSYCHIATRISTS					
OTHER					
GRAND TOTAL					
RATIO OF PROFESSIONAL TO ADMIN.					

4. FINANCING

4.1 FUNDING

4.1.1 To what extent ought the State to finance Child Welfare Agencies?

01	50%	
02	75%	
03	100%	

4.1.2 What criteria should be used for State funding?

4.1.3 State the source of funding and percentage funding.

	RANDS	%
i. State Subsidy		
ii. Special subsidy/grants (CITY COUNCIL/CHEST)		
iii. Danations		
iv. Fundraising Projects		
v. Other		

4.1.4 What is the extent of Control by the State on the Agency?

i. Programme formulation	
ii. Audited Statements submitted	
iii. Management of Funds	
iv. State Auditing	
v. Other	

4.1.5 Describe your Agency's-relationship with the State.

01	POOR	
02	SATISFACTORY	
03	GOOD	

4.1.6 How does the above relationship impact on the Agency with respect to policy development, service delivery, change, restructuring.

4.2 ESTABLISHING FINANCIAL SYSTEMS AND DIRECTIVES

4.2.1 What are the various financial systems in the Agency

4.2.2 What directives are received from the State and the Board on financial matters?

5. DETERMINING WORK METHODS AND PROCEDURE

5.1 Preparing procedure codes and manuals.

How are procedure codes and manuals determined?

5.2 How are productivity improvement systems determined?

5.3 DEVISING AND REVIEWING METHODS AND PROCEDURES

5.3.1 Various meetings are held to ensure uniformity within an Agency and to plan services.

Which of the following meetings are held?

	YES	NO
i. Administartive Meetings		
ii. Social Work Team Meetings		
iii. Supervisors Meetings		
iv. Management Sub-committee Meetings (FINANCE, SERVICES, STAFFING, BUILDING,ETC.)		
v. Executive Meetings		
vi. Management Meetings		
vii. Other		

5.3.2 State which of the following supervision system/processes exist in your Agency.

	YES	NO
i. All new cases presented at Supervision		
ii. Difficult/Controversial cases are discussed		
iii. All files set for review are discussed at return dates		
iv. Records are kept by supervisors of Supervised cases		
v. Evaluation /Appraisal report are done to assess work performance		
vi. Other		

5.3.3 What are the most important tasks and responsibilities of a Supervisor? Tick if the following tasks are important to a Supervisor.

Monitoring work and performance	
Evaluation work and work performance	
Coaching or training in work activities	
Recognising and dealing with problem areas	
Discussion internal and external factors that influence work	
Delegating work	
Other	

6. CONTROLLING

6.1 DETERMINING CONTROL MEASURES AND DIRECTIVES

Which committee lays down control measures and provides directives?

List the control measures existing in your Agency.

6.2 REPORTING TO HIGHER AUTHORITIES (NATIONAL COUNCIL, LOCAL AUTHORITIES, OTHER)

What forms of control exist between higher authorities and your Agency?

6.3 SETTING STANDARDS FOR SERVICES AND PRODUCT'S

How are standards set in your Agency and what are the performance standards?

6.4 INSPECTION

Are inspections carried out. If yes, elaborate. Which committee/individuals are involved in the inspection?

6.5 DEVISING AUDITING SYSTEMS

What audit systems exist in your Agency?

6.6 How is control achieved in the following areas?

- i. Correspondence (IN & OUT): _____
- ii. Finances: _____
- iii. Services: _____
- iv. Stock/Purchases: _____
- v. Motor Vehicle Usage: _____
- vi. Other: _____

GENERAL COMMENTS/RECOMMENDATIONS ON CONTROL

PART B : MANAGEMENT FUNCTIONS
POLICY IMPLEMENTATION
SETTING MISSIONS/OBJECTIVES/GOALS

1.1.1 Does your Agency have a mission statement?

01	YES	
02	NO	

1.1.2 If yes, what is the mission statement?

1.1.3 Who was involved in drafting the mission statement?

01 Management	02 Staff	03 Community	04 Others

1.1.4 Should each Agency have its own mission statement or should it have a shared vision for the entire childwelfare movement?

1.2 PLANNING Does your society engage in strategic planning at:

1.2.1 Staff Level

01	YES	
02	NO	

1.2.2 Management Level

01	YES	
02	NO	

1.2.3 What proactive steps does your society plan in order to keep abreast in the future?

1.2.4 For what period should planning take place for the following?

	01 1 YEAR	02 2 YEARS	03 3 YEARS	04 4 YEARS
SERVICES				
FINANCE				
CAPITAL DEV.				

1.2.5 Does your Agency's planning mechanisms cater for:

01	Short Term	
02	Medium Term	
03	Long Term	

1.3 PROGRAMMING

1.3.1 After Policies are laid down, how is work programmed?

1.4 MARKETING MISSIONS/OBJECTIVES/GOALS

1.4.1 How are missions/objectives of the Agency made known to:

1.4.1.1 Staff: _____

1.4.1.2 Public: _____

1.5 IDENTIFYING AND REPORTING SHORT-COMINGS

1.5.1 What methods are used to report short-comings of services?

2. IMPLEMENTING ORGANISING PROCESSES

DELEGATING AUTHORITY

2.1 DETERMINING CO-ORDINATING MECHANISMS

How is co-ordination achieved between the various "Departments" of the Agency?

2.2 DETERMINING FUNCTIONS TO BE PERFORMED BY UNITS/INDIVIDUALS

How is work delegated to Units and Individuals?

2.3 CONSTRUCTING COMMUNICATION SYSTEM

2.3.1 Describe the channels of communication in your Agency:

2.3.2 What forms of communication ought to exist?

GENERAL COMMENTS/RECOMMENDATIONS

3- IMPLEMENTING STAFF POLICIES**3.1 LEADING**

How is leading and directing achieved in the Agency?

3.2 MOTIVATING

How does your Agency motivate Staff?

3.3 TRAINING

What types of training are undertaken by the Agency?

3.4 EVALUATION

How often should performance evaluation be done?

01	Annually	
02	Biannually	
03	Other(STATE)	

3.5 MAINTAINING DISCIPLINE

Does your agency have a code of ethics? If yes, elaborate.

3.6 COUNSELLING

Who is responsible for counselling?

3.7 REPORTING ON PERSONNEL SYSTEM AND INDIVIDUALS

How often are reports written on staff members?

4. IMPLEMENTING FINANCIAL PROCESSES

4.1 PREPARING DRAFT ESTIMATES OF INCOME AND EXPENDITURE

List the factors taken into account when preparing the estimates of Income and Expenditure.

4.2 COST BENEFIT ANALYSIS

Is Cos-Benefit analysis or Cost-effective analysis done for any area of work?

01	YES	
02	NO	

If yes, elaborate

4.6 ACCOUNTING

How often does the Agency account for its finances?

01	Monthly	
02	Yearly	
03	Other	

4. 4 AUDITING

Are the books audited by an external Chartered Accountant?

01	YES	
02	NO	

4.5 What control system exist for the following:

Purchases: _____

Payments: _____

Donations: _____

Fundraising: _____

Stock (INVENTORY & CONSUMABLES): _____

4.6 What steps should an Agency adopt to ensure financial capacity building?

i. Regular donors	
ii. Long term investment	
iii. Regular Projects	
iv. Other	

4.7 What contribution does the Corporate sector make to your Agency?

4.8 REPORTING

How is reporting achieved on financial processes?

4.9 List the fundraising projects of your Agency and rate it in terms of its viability.

	HIGHLY RECOMMENDED	RECOMMENDED	NOT RECOMMENDED
Fêtes			
Red Nose			
Dinner & Dance			
Charity Ball			
Jumble Sale			
Fun Run			
Mailing			
Other			

GENERAL COMMENTS/RECOMMENDATIONS ON FINANCIAL MANAGEMENT

5. IMPLEMENTING WORK METHODS AND PROCEDURES

5.1 CHECKING AND IMPROVING WORK METHODS AND PROCEDURES

What steps are taken to check and improve work methods and procedure?

5.2 How are productivity improvement systems implemented?

6. IMPLEMENTING CONTROL

6.1 APPLYING STANDARDS PRESCRIBED

What steps are taken to ensure that certain standards are maintained?

6.2 CHECKING ON QUANTITY AND QUALITY OF SERVICES

How are the quantity and quality of services evaluated?

6.3 OBTAINING FEEDBACK

What measures are installed to ensure feedback?

RECOMMENDATIONS

SECTION D

GENERAL COMMENTS:

THANK YOU VERY MUCH FOR COMPLETING THE QUESTIONNAIRE.