

SOCIETY FOR SOCIAL WORKERS

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The Chairman
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Dear Sir

re : WORKING DOCUMENT : 'POINTS OF DEPARTURE IN DEVELOPING
A NEW SOCIAL WELFARE DISPENSATION FOR THE R.S.A.

At a recently held meeting between the Executive of the Society and Mr P Gordhan, the above mentioned Working Document produced by the Department of National Health and Population Department, was discussed. At his suggestion, enclosed please find a copy of the Working Document and this Society's comments on the above.

M. C. Leppens.

.....
M C LEPPENS
SECRETARY

Chairperson : Mrs J Van Niekerk Tel. : 839886
Secretary : Mrs M C Leppens Tel. : 323721

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COMMENT : WORKING DOCUMENT : 'POINTS OF DEPARTURE IN
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Chairperson : Mrs J Van Niekerk
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COMMENT : WORKING DOCUMENT : 'POINTS OF DEPARTURE IN
DEVELOPING A NEW SOCIAL WELFARE DISPENSATION FOR THE R.S.A.'

PREAMBLE

1. While this document is a distinct improvement on the previous one in that it does include some of the ideas which were submitted by Welfare organisations and other interested bodies, it still manifests strongly the 'White welfare' civil servant perspective.

2. Comment on the document is addressed from the stance of it being a transitional document and the proposals therein being transitional proposals, therefore the Society, in responding, does so with the awareness that it is commenting on the proposals of only one of the participants in the transitional phase.

3. Welfare is highly politicised at the present time and any attempt to translate the proposals in the document into legislation would be unwise and insensitive.

4. The Society is of the opinion that a new Social Welfare Dispensation should form part of the Codesa negotiations and that an appropriate body should be charged with the task of developing a new Welfare Policy during the transitional phase.

5. The Society is exceedingly concerned that the procedures for developing and implementing a single Welfare Department are being so delayed.

COMMENT

GENERAL

The sexist language in the document is objected to, and the translation of the document into English is often obscure.

INTRODUCTION

1.4. The meaning and use of the term 'constitutional fields' is queried.

1.5. Whilst it is agreed that the concept of partnership is essential, it is thought that too often the state sees itself as the senior partner in the enterprise and insufficient consultation takes place with the private sector, particularly at the grass-roots level.

MISSION

The term 'adequate' should be added to the phrase 'social functioning'.

BASIC POINTS OF DEPARTURE

- 3.1.1. It is impossible for every person, family and community to be responsible for their own welfare in view of the following:
1. We live in an increasingly industrialised society.
 2. We are subject to the vagaries of the market place.
 3. Health, welfare and educational resources have been and still are unequally distributed.
- 3.1.2. The lack of effectiveness of the partnership model has already been commented on and definitely needs revision. as it does not appear to have met the needs of communities nor been effective in preventing social breakdown.
- 3.1.3. This section definitely indicates the lack of power sharing in Welfare planning puts the State in the senior partnership role.
- 3.1.4. Minimum effective living scales need to be devised if this paragraph is to be implemented and the concepts of primary, secondary and tertiary levels of social care are rejected.
- 3.1.6. We query the concept of the Government as a 'facilitator'.
- 3.1.7. We agree that Social Welfare should be democratised but consider that para. 3.1.3. does not support this notion.

PRINCIPLES

- 4.1. Clarity needs to be obtained re 'financial means' and how the government plans to act as a facilitator. The phrase 'functions efficiently' should be extended to include 'effectively'.
- 4.2. The term 'social aid' is outdated and its meaning in this document is unclear. The formulation of an of an action policy and plan is urgently needed to ensure a more equitable distribution of resources to people who are disadvantaged.

ETHICAL GUIDELINES

These ethical guidelines are a confusion of ethics, values

morals, principles and process.

5.4. We consider this statement to be totally incorrect as the concepts of group and community have not been taken into account.

5.10 and 5.11 overlap with the previous paragraphs.

LEVELS OF PROVISION OF SERVICE

The concepts primary, secondary and tertiary social care have already been dealt with in previous correspondence.

FIELDS OF SERVICE

Housing should be included in fields of service. Social Security should be seen in its broadest sense embracing health, education and welfare.

FORUMS FOR THE FIELDS OF SERVICE

We reject this concept for the following reasons:

- increased bureaucracy in an already over-bureaucratized system.
- increased cost
- overlapping with the National Councils and Universities and funding agencies.
- the suggested composition of the forums does not include either client nor practitioners in the field.

TRAINING

Research should be the special responsibility of the University and the field.

NATIONAL COUNCILS

We would like to suggest that the existing problems with some National Councils be addressed, rather than new bodies, for example the forums, be introduced. National bodies should not become statutory bodies whose functions are prescribed by regulations and legislation.

If National Councils become arms of the state, and the state has the power to de-register them, National Councils will lose their lobbying function and ability to negotiate with state departments on behalf of their affiliates and their client constituency.

WELFARE ORGANISATIONS

The concept of a 'one-stop' service needs to be clarified.

WELFARE PROGRAMMES

The concept of Welfare Programmes are accepted in principle, but the present system for formulation and evaluation is unacceptable in that it is complicated, repetitive and unscientific. Welfare Programmes should be streamlined, simplified and standardised. Core criteria and indicators for measurement are required within the context of the various fields of service. The present system works against developing organisations and communities that do not have the expertise to complete the programme requirements.

Again the state is the senior partner as the state assumes the responsibility for evaluation.

VOLUNTEERS

The need for a national strategy is questioned as we believe that each organisation has the right to train and utilise volunteers according to their needs.

NATIONAL COMMUNICATION

This statement is obscure.

GOVERNMENT FINANCING

- 16.1. We support the concept of a contributory, compulsory state pension scheme.
- 16.3. Why is the House of Assembly to be the senior partner?
- 16.4. At least 6.4% of the G.D.P. is necessary to address the deficits and inequalities in the present welfare system.
 - 16.4.2. A five year delay in full parity between population groups is rejected. Parity should be instituted as soon as possible.
 - 16.4.11. The first phrase of this point is accepted, but the second rejected.
 - 16.4.12. This idea has some merit, but it is disadvantageous to poorer communities.

LEGISLATION

No attempt should be made to rush through new legislation at this time of political transition.

RATIONALISATION OF WELFARE STRUCTURES

This is supported in principle. Rationalisation is acceptable but not to the extent that spontaneity and responsiveness is stifled.

18.3.3. The maintenance of the status quo of governments is rejected.


18.4. The South African Welfare Council should continue to exist provided it is democratically elected by and representative of the Welfare Community.

18.5. The implementation of non-racial regional Welfare Boards should be hastened.


18.7.1. & 2. The matter of the T.B.V.C. states should be dealt with after Codesa's consideration of their position.

THE LOCAL AUTHORITIES

We support the idea that the local authorities be involved in the planning, provision and funding of welfare services, and that this should be brought to the notice of the relevant committee of Codesa.




WORKING DOCUMENT:
Points of Departure in
Developing a new
Social Welfare Dispensation
for the RSA



JANUARY 1992



Department of National Health and Population Development



INDEX

FOREWORD

The development of an appropriate welfare dispensation is not only the responsibility of the Government, but of the State and private sector jointly.

INTRODUCTION

During the past two years discussions concerning welfare policy were held with various bodies, groups and individuals and written comments and advice were received. The main aspects thereof are summarised in the Working Document.

The aim of the document is to serve as a basis for further discussion with a view to a joint development of an appropriate welfare dispensation for the new South Africa. It forms part of an ongoing process of deliberation, from policy-making level to grass-root level and also from grass-root level to policy-making level.

Comments on this Working Document will gladly be received before 30 April 1992.

12. WELFARE PROGRAMMES

13. VOLUNTEERING

14. TRAUMATIC OCCURRENCES

15. NATIONAL COMMUNICATION

16. GOVERNMENT FINANCING

DR E H VENTER MP

MINISTER OF NATIONAL HEALTH AND OF

HEALTH SERVICES AND WELFARE: HOUSE OF ASSEMBLY

13 Januarie 1992

17. THE LOCAL AUTHORITIES

18. SUMMARY

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WORKING DOCUMENT: POINTS OF DEPARTURE IN DEVELOPING A NEW
SOCIAL WELFARE DISPENSATION FOR THE REPUBLIC OF SOUTH AFRICA

1. INTRODUCTION

- 1.1 The Social Welfare Policy for South Africa was announced by the Government in November 1987. The changing situation in South Africa has, however, necessitated the development of a new welfare dispensation to cope with the demands of the new South Africa.

South Africa is primarily a developing country characterised on the one hand by socially disadvantaged communities and on the other by prosperous communities.

The social needs of the citizens of South Africa, for which the welfare system is responsible, have increased dramatically during the past decades. The high population growth, sanctions against the country, the low economic growth, unemployment, political unrest and violence, the intensified migration to urban areas and an increasingly greater AIDS problem are but a few factors seriously disrupting married and family life, and communities.

There is therefore an urgent need for the establishment of a new national welfare management plan that can deal effectively with the welfare needs of individuals, families and communities within the financial means of the country.

The Government is aware of the variety and extent of social welfare problems and needs and has great sympathy with the needy people and communities of the country. The Government is also aware that the welfare system has become poorer over the last 15 years, to such an extent that services have had to be discontinued or scaled down

or essential expansion has had to slow down. In certain underdeveloped areas backlogs in the provision of services have increased further.

- 1.3 The national goal of the State is to promote the general welfare of the citizens of the country. In order to achieve this goal a balance should constantly be maintained between constitutional, economic, physical and social development. The dynamic interdependence and interaction between the political, economic and social fields determine to a great degree the process of development in any community.
- 1.4 Social welfare services should never be implemented in isolation from other essential development programmes aimed at the socio-economic, constitutional and physical fields. It is essential for the general welfare of the individual, the family and the community that there should be effective provision of services, such as social welfare, education, health and housing in particular, down to the most basic level. To ensure stability in South Africa it is vital that social welfare programmes aimed at, among other things, family life, the disabled, alcohol and drug-dependency and social security should succeed. In this regard it is equally essential that programmes aimed at preventing and combating poverty, dealing with urbanisation, creating job opportunities, manpower training and population development should be carried through to community level.
- 1.5 It is important that a welfare policy should be fundamentally sound, linked to universally valid points of departure and principles, support the partnership model between the government and the private social welfare community, aimed at the realities of the South African situation and feasible and affordable in terms of the financial means of the State and the country.

It should be possible to implement the welfare dispensation together with a new constitutional model for South Africa.

2. MISSION

The mission of the State's social welfare service is to ensure the promotion of the social functioning of the South African population at all levels.

3. BASIC POINTS OF DEPARTURE

3.1 The basic points of departure for a social welfare service are the following:

3.1.1 Every person, family and community is basically responsible for his or its own welfare. The individual, family or community that cannot independently manage its own social welfare problems and living requirements is assisted by the State or a welfare organisation financed by the State. The aim of the support is to restore, improve and strengthen the social functioning of the individual, family or community at all levels of existence and in correlation with other individuals and situations in the immediate environment.

3.1.2 The social welfare service is based on the partnership model and is intended specifically to support and guide individuals, families and communities experiencing social welfare problems and social welfare needs towards achieving such a degree of independence that they can provide their own living requirements and so raise their quality of life.

3.1.3 In terms of social welfare, the Government is responsible for -

- * formulating and implementing national policy;
- * determining national priorities and objectives;
- * developing and marketing national plans and guide-lines for planning;
- * setting national norms and standards;
- * identifying resources and promoting their mobilisation and development;
- * establishing the overall co-ordination of welfare services;
- * providing statutory-oriented social welfare services, as determined by law;
- * creating and administering social welfare legislation;
- * developing suitable social security schemes;
- * initiating and promoting social welfare services at all levels;
- * supporting and financing certain welfare services provided by voluntary welfare organisations;
- * monitoring and evaluating the progress made with social welfare services;
- * promoting intersectoral co-operation and projects; and
- * making provision for the orderly raising of funds from the public.

3.1.4 The Government should ensure that affordable social welfare services are provided at primary, secondary and tertiary levels in all communities in accordance with need. The promotion of this will, however, take place on the basis of a partnership between the Government and voluntary welfare organisations, educational institutions and the individual, the family and the community.

- 3.1.5 The provision of social welfare services is a team effort by experts and volunteers who are trained specifically to supplement and support each other.
- 3.1.6 The Government as facilitator is responsible for ensuring that those who are most likely to be permanently dependent on the State and the community, such as the physically disabled, the intellectually and mentally handicapped, the frail aged and children in need of care, are identified and that long-term care programmes are developed for them in conjunction with welfare organisations.
- 3.1.7 The Government should democratise the social welfare service as far as practically possible. Social welfare services should essentially be community-oriented. Community participation and voluntary welfare organisations should be developed, supported and expanded at the basic level.

4. PRINCIPLES

The principles for a social welfare service are the following:

- 4.1 As the facilitator and within its financial means, the State is responsible for developing a social welfare service for all that -
- is accessible;
 - is affordable;
 - is socially acceptable in accordance with values, norms and culture;
 - functions efficiently; and
 - is fair without any discrimination.

- 4.2 The State's social welfare policy and the principles on which it develops a social welfare service should respect the professional principles of social aid. Social welfare programmes should therefore be linked with the specific needs of clients (individuals/families), groups and communities; the client should be accepted as he, on the basis of generally valid values and norms, chooses to be; and the client should have the opportunity to grow and develop within the social welfare programme in accordance with his own potential and on the basis of free choice of identity.
- 4.3 The social welfare policy of the State should recognise the fundamental right of self-determination of the client and make its application possible.
- 4.4. The State's social welfare policy should value and respect the values and norms of people, based on religious or cultural customs.
5. ETHICAL GUIDE-LINES

The following ethical guide-lines are valid in establishing and developing a social welfare service:

- 5.1 Man is the most important of all living beings on earth and should be treated with respect.
- 5.2 All people are of equal standing and equal before the law.
- 5.3 The approach should be holistic in respect of man's physical, psychological, social, religious and ecological reality.
- 5.4 The content and quality of human existence is determined conclusively by a person's relationships.

- 5.5 A person's right to self-determination, his right to religious freedom, and his right to be cared for within his religious affiliation are recognised.
- 5.6 The provision of living space for developing a healthy self-image, the pursuit of self-acceptance, self-improvement and the raising of one's own quality of life are recognised.
- 5.7 Man's participation in labour should be normalised through the creation of training and job opportunities.
- 5.8 The necessity for a civil, political and economic system that makes welfare services accessible to all is recognised.
- 5.9 The responsibility and right of every person, family and group to manage their own living requirements are recognised.
- 5.10 The balance between the State, religious organisations, the community and the business community in the pursuit of personal responsibility and rights is respected.
- 5.11 The welfare system does not serve a particular ideology, but is aimed at the person's normal social functioning and primary needs.

6. LEVELS OF THE PROVISION OF SERVICE

In the provision of social welfare services a distinction should be made between primary, secondary and tertiary social services. The different levels of the provision

of service are found in each of the six fields of service.

Since contemporary subject literature is not clear in defining primary, secondary and tertiary social care services, the National Welfare Policy Council (NWPC) resolved that the Department of National Health and Population Development, in consultation with the management committees of the Interdepartmental Consultative Committee (ICC) and the South African Welfare Council (SAWC), should constitute a core committee of experts with the aim of -

- formulating a descriptive definition of primary social care; and
- formulating and submitting to the NWPC an implementation model in respect of primary social care in terms of manpower, funds, training and time scales.

The ICC resolved that the core committee of experts should also define and demarcate secondary and tertiary social care in relation to primary social care.

There is a definite backlog in primary social care services in South Africa. It is important that the establishment and expansion of primary social care services be given particular priority without neglecting the existing available services at secondary and tertiary levels.

7. FIELDS OF SERVICE

- 7.1 The NWPC decided that the following fields of service should be recognised and accepted officially:

- Family care
- Care of the aged
- Care of the disabled
- Alcohol and drug dependence
- Care of offenders
- Social security

8. FORUMS FOR THE FIELDS OF SERVICE

8.1 The NWPC puts a high premium on the principle of the democratisation of the welfare system. It is therefore essential that private welfare organisations be actively involved in the formulation of policy and the planning of welfare services.

8.2 To make the welfare system manageable the NWPC decided that the Department of National Health and Population Development should establish a forum for each field of service. In this way the primary aim of the partnership between the public sector and the private sector and the principle of participative democracy may be established throughout the country.

8.3 Composition of the forums for the fields of service

Forums for the fields of service will be composed of representatives from -

- the Government;
- national councils that provide services in the area of the specific fields of service;
- research institutions that conduct or may conduct research in the area of the fields of service (e.g. the HSRC);
- social work lecturers at universities who specialise in specific fields of service; and

- others who play a role, as decided by the specific forum for the field of service.

A forum for a field of service meets at least twice a year. The Department of National Health and Population Development is responsible for the drafting of a constitution and the establishing of a specialist secretariat for each field of service forum.

8.4 Aims

The aims of each field of service forum are the following:

- 8.4.1 Determining a mission for the field of service;
- 8.4.2 discussing policy and advising the Government with regard to policy;
- 8.4.3 discussing and planning specific programmes;
- 8.4.4 discussing and planning the provision of service at different levels;
- 8.4.5 determining problems, needs and priorities within the field of service;
- 8.4.6 planning and utilising resources, particularly manpower and funds available to the field of service;
- 8.4.7 discussing co-operation between those who play a role within the field of service;
- 8.4.8 eliminating overlapping between those who play a role;
- 8.4.9 ensuring appropriate training for social workers and volunteers to meet the needs of the field of service;
- 8.4.10 developing and implementing an information and monitoring system for the field of service; and

8.4.11 determining minimum norms, standards and guide-lines in respect of facilities in the field of service and advising the Government accordingly.

8.5 Fields of service forums will be established for each of the development regions in South Africa.

8.6 Trust fund for fields of service

The NWPC resolved that the ICC should investigate the principle that a trust fund with a board of trustees should be established for every field of service. The purpose of the trust will be to organise funds nationally and internationally for the specific field of service, and to make recommendations according to priority for the allocation of funds to specific programmes within the field of service.

9. TRAINING

9.1 The South African Council for Social Work has, in terms of the functions assigned to it by law, a responsibility to bring to the attention of the training centres the training needs identified by, among others, the field of service forums so that appropriate adjustments may be made to the curricula.

9.2 Departments of Social Work at South African universities and training centres have a special responsibility in respect of -

- * the appropriate training of social workers and other service workers;
- * the presentation of extra-curricular courses in particular; and
- * research,

in accordance with the problems and needs identified by the fields of service forums.

10. NATIONAL COUNCILS

- 10.1 The national councils and their constituent bodies provide important social welfare services down to the most basic level.

The national councils and welfare organisations form the cornerstone of the South African welfare system.

- 10.2 The national councils may indicate the field of service forum(s) with which they wish to be involved.

- 10.3 The NWPC resolved that national councils should in future register as national councils with the Department of National Health and Population Development; that the Department of National Health and Population Development should in the course of time establish criteria with which national councils will have to conform in order to be able to register; and that the Department of National Health and Population Development should in future fund national councils.

- 10.4 National councils will continue to play a key role. The NWPC resolved that the following primary functions should be assigned to the national councils:

- 10.4.1 To organise their constituent bodies on a national basis, to represent them, to promote their aims, interests and activities, and to promote and co-ordinate their staff development;

- 10.4.2 to introduce and maintain an information system, which will, among other things, be linked with the national welfare information system;
- 10.4.3 to conduct research that promotes the efficiency of services; and
- 10.4.4 to promote the provision of services in all communities, both rural and urban.

11. WELFARE ORGANISATIONS

- 11.1 Social welfare organisations are naturally community-oriented. Welfare organisations at the basic level form the most important cornerstones of the welfare system. Voluntary welfare organisations in rural and in urban areas should therefore be supported and expanded at all costs.
- 11.2 The NWPC supports the practice of a one-stop service in communities where this is practicable. The NWPC resolved that four pilot projects should be launched on a national basis by the Department of National Health and Population Development to investigate the practical implementation of a one-stop service.
- 11.3 The NWPC supports the procedure whereby State financing of welfare organisations, where possible, goes direct to the beneficiary organisations at the basic level.
- 11.4 Welfare organisations should give particular attention to obtaining the co-operation of all organisations at basic level to the benefit of the welfare of the communities.

12. WELFARE PROGRAMMES

- 12.1 The State will finance social welfare services in the future in accordance with an approved welfare programme. Programmes are evaluated annually by the Government in conjunction with the welfare organisation with a view to continuing the financing.
- 12.2 The NWPC has set 1 April 1992 as the target date for the implementation of the new financing system.
- 12.3 The Department of National Health and Population Development is responsible for implementing an information system, a monitoring system and a performance auditing system as soon as possible to measure the progress of welfare programmes and to determine the cost-effective use of funds.
- 12.4 It is important that welfare organisations have at their disposal the necessary financial expertise and management skills. The Department of National Health and Population Development should, in co-operation with the appropriate organisations, develop and implement mechanisms to ensure that management skills and financial expertise are available to welfare organisations.
- 12.5 There is a serious shortage of social welfare services in developing communities. The problem of development capital and manpower to establish an effective social welfare infrastructure in developing communities will be dealt with as a matter of urgency by the Government and the private welfare community.

12.6 It is important to involve the business community in particular in welfare programmes. Care should be taken to market appropriate welfare programmes to the business community and to motivate the business community to introduce employee assistance programmes. The NWPC resolved to request the SAWC and the ICC to give attention to the matter.

13. VOLUNTEERS

The role and place of the volunteer in the social welfare service is of the utmost importance. It is important that full use be made of volunteer helpers in the constructive provision of services to communities. The NWPC has requested the SAWC to formulate a national strategy with regard to using volunteers as a scarce and valuable resource.

14. TRAUMATIC OCCURRENCES

The living conditions of a person in distress should be dealt with, inter alia, within the context of the system and the ecology.

What happens in the community that may have a disruptive effect on the social functioning of individuals, families, the local community and society in general should be taken into account. These occurrences may be traumatic to a greater or lesser degree, and may lead to social malfunctioning and instability and may even precipitate serious pathological manifestations. At present South Africa is at a stage of rapid change in all spheres of life, with sometimes traumatic consequences for individuals, families and communities.

The NWPC has requested the SAWC and ICC to establish, together with the relevant authorities, a strategy for

dealing with the detrimental effects of traumatic occurrences from a social welfare point of view.

15. NATIONAL COMMUNICATION

Social welfare services have to compete with other organisations for development and operating capital in the public and the private sectors. The NWPC has resolved that those who play a role in welfare in the public sector should as soon as possible and in co-operation with the SAWC formulate a comprehensive and balanced communication strategy with a view to obtaining optimal financial and community support for social welfare services.

16. GOVERNMENT FINANCING

- 16.1 The welfare budget for South Africa (self-governing territories and TBVC states excluded) was R3,474 thousand million for the 1990/91 financial year. Of this amount, 82,3% was allocated to social pensions; 12,3% (R427,5 million) was paid to national councils and welfare organisations in the private sector for specialist services, and 5,4% was expended by the Government on welfare administration and statutory services.
- 16.2 Analyses show that of the R427,5 million expended in the private sector, 49,39% was spent on services for the care of the aged, 26,61% on child and family care services and 10,77% on services for the care of the disabled.
- 16.3 The Cabinet has already approved that the Minister of National Health and of Health Services and Welfare: House of Assembly will, after consultation with the own affairs ministers for welfare matters,

advise the Minister of Finance on making funds available for welfare services in South Africa.

- 16.4 It is important from the point of view of social welfare that -
- 16.4.1 the Central Government allocate more funds for social welfare services (at present 1,6% of the gross domestic product (GDP) is made available for social welfare services, and the target is to bargain in the long term for at least 3,2% of the GDP for social welfare services);
- 16.4.2 full parity between the respective population groups be phased in regarding the payment of social grants within five years from 1 April 1991;
- 16.4.3 more funds be made available for specialist services;
- 16.4.4 available funds be used to eliminate needs and backlogs in developing communities;
- 16.4.5 there be a more equal distribution of funds per field of service per need and priority;
- 16.4.6 a performance auditing system be introduced as soon as possible to ensure the cost-effective use of available funds for the achievement of specific objectives against time scales;
- 16.4.7 mechanisms be developed to ensure optimal financial support from the private sector;
- 16.4.8 a social security system be introduced as part of a comprehensive strategy for combating poverty;

- 16.4.9 negotiations be held with responsible departments so that donations to national councils and welfare organisations and approved trust funds may be exempted from general tax;
- 16.4.10 the SA Council for Social Work carry out an investigation to determine tariffs for the provision of social welfare services in respect of persons who can afford to pay;
- 16.4.11 support be given for continuing community chests, but that consultation take place on the relationship between community chests and the field of service trust funds that may possibly be established;
- 16.4.12 the principle of inward industrialisation* as one of the methods for financing the welfare system be investigated; and
- 16.4.13 the ICC urgently investigate and make recommendations to the NWPC on the rationalisation of existing social security measures into an effective social welfare support system.

17. LEGISLATION

The NWPC has resolved that the principle of umbrella legislation should be accepted for the welfare system.

The Department of National Health and Population Development is at present in the process of changing all

* Note:

By inward industrialisation is meant that funds generated from a particular community and normally used for development purposes are used inside and not outside the community.

social legislation into national legislation as far as possible.

18. RATIONALISATION OF WELFARE STRUCTURES

18.1 The welfare system is at present characterised by fragmentation and duplication at all levels in the public and the private sectors.

18.2 Rationalisation in the welfare system is an urgent priority and should receive the constant attention of all players in the welfare field.

18.3 The public sector

18.3.1 The NWPC has accepted the principle of an independent department for social welfare in the new constitution.

18.3.2 The creation of an independent department for social welfare will, however, be considered by the Government within the framework of the new constitution.

18.3.3 The status quo of Government departments is maintained until a new constitution has been finalised through the negotiation process.

18.4 The South African Welfare Council (SAWC)

The SAWC as an organisation will continue to exist. The role, function and composition of the SAWC will be redetermined in view of the establishment of field of service forums.

18.5 Regional welfare boards

The NWPC has accepted the principle of non-racial regional welfare boards per region, with regional welfare committees and local welfare committees and has already directed the ICC to investigate and report on the implementation of the principle.

18.6 National councils (NWPC)

The NWPC is fully aware of the important function of national councils at present, but also that there is at present overlapping and duplication in respect of some activities of the national councils, and the NWPC would prefer national councils to co-operate within the field of service forums and eliminate duplication of activities in the process.

18.7 The TBVC states and self-governing territories

18.7.1 Regular bilateral and multilateral discussions are already taking place between those ministers and officials of the Central Government, the self-governing territories and the TBVC states who are responsible for social welfare. These forums will continue to be used to discuss adjustments and changes in the South African welfare system.

18.7.2 Representatives from the welfare components of the TBVC states and the self-governing territories will be included as full members of the subcommittees of the ICC.

19. THE LOCAL AUTHORITIES

Local authorities play a key role in the provision of health services and their responsibilities in the social welfare field may be summarised as follows:

- 19.1 Promotion of opportunities for the development and provision of services by welfare organisations.
- 19.2 Financial support for private welfare organisations. This support may also be given through exemption from property tax and through the provision of water, electricity and sanitation free of charge or at a reduced rate.
- 19.3 Control over street collections and internal control over the method of raising funds.
- 19.4 Making land and buildings available to welfare organisations for a nominal fee.
- 19.5 Certain community services such as housing for the lower-income group in particular, facilities for recreation, leisure time activities and preventive services.


So far as subeconomic housing is concerned, certain facets of welfare services are so closely involved in such housing that it can hardly be provided by any organisation other than a local authority.

- 19.6 Support for the organisations providing services with regard to the payment of pensions and allowances. This support may be given by making offices available, by referring applicants and

complaints and by providing for the needs of beneficiaries on days when pensions are paid.

20. SUMMARY

- 20.1 The social welfare community is entering a period of dynamic renewal, change and challenge. The restructuring of the welfare community should be dealt with responsibly and tactfully to ensure the most efficient service to all communities in the Republic of South Africa. The welfare community has an obligation to assist in unlocking human potential and affording all South Africans the opportunity to live their lives to the full.
- 20.2 The restructuring of and change in the welfare system will take place in phases as the new South African constitution develops. The guide-lines for a new welfare dispensation for the Republic of South Africa, as set out in the working document, and the implementation of the guide-lines are therefore the first phase in the establishment of a new welfare dispensation for the Republic of South Africa. This requires a joint effort from all players in the welfare community.



WERKSDOKUMENT:
Vertrekpunte vir die
Ontwikkeling van 'n nuwe
Maatskaplike Welsynsbedeling
vir die RSA



JANUARIE 1992



Departement van Nasionale Gesondheid en Bevolkingsontwikkeling

VOORWOORD

Die ontwikkeling van 'n toepaslike welsynsbedeling is nie die verantwoordelikheid van die Regering alleen nie, maar van die Owerheid en private sektor gesamentlik.

Die afgelope twee jaar is samesprekings oor welsynsbeleid met verskeie instansies, groepe en individue gehou en skriftelike advies en kommentaar is ontvang. Die kernaspekte hiervan word in die Werksdokument saamgevat.

Die doel van die dokument is om as grondslag te dien vir verdere gesprekvoering met die oog op die gesamentlike ontwikkeling van 'n toepaslike welsynsbedeling vir die nuwe Suid-Afrika. Dit vorm deel van 'n deurlopende proses van oorlegpleging vanaf beleidmakende vlak na grondvlak en ook vanaf grondvlak na beleidmakende vlak.

Kommentaar op hierdie Werksdokument ontvang ek graag voor 30 April 1992.

DR E H VENTER LP

MINISTER VAN NASIONALE GESONDHEID EN VAN
GESONDHEIDSDIENSTE EN WELSYN: VOLKSRAAD

13 Januarie 1992

Adres: Privaatsak X9070

KAAPSTAD

8000

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WERKDOKUMENT: VERTREK PUNTE VIR DIE ONTWIKKELING VAN 'N NUWE
MAATSKAPLIKE WELSYNSBEDELING VIR DIE RSA

1. INLEIDING

1.1 Die Maatskaplike Welsynsbeleid vir die RSA is gedurende November 1987 deur die Regering aangekondig. Die veranderende situasie in Suid-Afrika noodsaak egter dat 'n nuwe welsynsbedeling ontwikkel word om aan die eise van die nuwe Suid-Afrika te voldoen.

Suid-Afrika is primêr 'n ontwikkelende land wat gekenmerk word deur gemeenskappe met groot maatskaplike agterstande aan die een kant en welvaart aan die ander kant.

Die maatskaplike behoeftes van die burgers van die RSA waarvoor die welsynsisteem verantwoordelikheid neem, het die afgelope dekades drasties vermeerder. Die hoë bevolkingsgroei, sanksies teen die land, die lae ekonomiese groei, werkloosheid, politieke onrus en geweld, die verskerpte migrasie na stedelike gebiede en 'n groter wordende VIGS-probleem is maar enkele faktore wat 'n ernstige ontwrigting van die huweliks- en gesinslewe en ook van gemeenskappe veroorsaak.

Gevolgtlik bestaan daar 'n dringende behoefte dat 'n nuwe nasionale welsynsbestuursplan tot stand kom wat oor die vermoë beskik om die welsynsbehoefte van individue, gesinne en gemeenskappe binne die finansiële vermoë van die land effektief aan te spreek.

Die Regering is bewus van die verskeidenheid en omvangrykheid van maatskaplike welsynsprobleme en -behoefte en het 'n diepe deernis teenoor hulpbehoewende mense en gemeenskappe van die land. Die Regering is ook bewus dat die welsynsisteem oor die afgelope 15 jaar verarm het en wel in so 'n mate dat dienste afgeskaf of afgeskaal of dat noodsaaklike uitbreiding verlangsaam moes

word. In sekere agtergeblewe gebiede het agterstande in welsynsdienstlewing ook verder vergroot.

1.3 Dit is die nasionale strewe van die Staat om die algemene welvaart van die burgers van die land te bevorder. In die verwesenliking van hierdie strewe moet 'n balans deurlopend gehandhaaf word tussen konstitusionele, ekonomiese, fisiese en maatskaplike ontwikkeling. Die dinamiese interafhanklikheid en wisselwerking tussen die politieke, ekonomiese en maatskaplike terreine bepaal in 'n groot mate die proses van ontwikkeling in enige gemeenskap.

1.4 Maatskaplike welsynsdienste behoort nooit in isolasie van ander noodsaaklike ontwikkelingsprogramme wat gerig is op die sosio-ekonomiese, konstitusionele en fisiese terrein, geïmplementeer te word nie. Dit is vir die algemene welsyn van die individu, gesin en gemeenskap noodsaaklik dat dienste soos veral maatskaplike welsyn, onderwys, gesondheid en behuising effektief tot op grondvlak gelewer word. Ten einde stabiliteit in die RSA te verseker is dit noodsaaklik dat maatskaplike welsynsprogramme gerig op onder andere die gesinslewe, gestremde persone, alkohol- en dwelmafhanglikheid en bestaansbeveiliging sal slaag. In aansluiting hierby is dit ewe noodsaaklik dat programme gerig op die voorkoming en bekamping van armoede, hantering van verstedeliking, skepping van werkgeleenthede, mannekragopleiding en bevolkingsontwikkeling tot op gemeenskapsvlak deurgevoer word.

1.5 Dit is belangrik dat 'n welsynsbeleid onder andere fundamenteel gegrond is, aansluiting vind by universeel geldende vertrekpunte en beginsels, die vennootskapsmodel tussen die owerheid en die private maatskaplike welsynsgemeenskap ondersteun, op die werklikhede van die RSA-

situasie gerig is en prakties uitvoerbaar en bekostigbaar is in terme van die finansiële vermoëns van die Staat en die land.

Die welsynsbedeling moet in samehang met die ontwikkeling van 'n nuwe grondwetlike model vir die RSA geïmplementeer kan word.

2. **MISSIE**

Die missie van die Staat se maatskaplike welsynsdiens is om te verseker dat die maatskaplike funksionering van die Suid-Afrikaanse bevolking op alle vlakke bevorder word.

3. **BASIESE VERTREKPUNTE**

3.1 Die basiese vertrekpunte vir 'n maatskaplike welsynsdiens is die volgende:

3.1.1 Elke mens, gesin en gemeenskap is basies verantwoordelik vir sy eie welsyn. Die individu, gesin of gemeenskap wat nie sy eie maatskaplike welsynsprobleme en lewensbehoefte selfstandig kan hanteer nie, word deur die owerheid of 'n welsynsorganisasie wat deur die Staat gefinansier word, bygestaan. Die oogmerk van die ondersteuning is om die maatskaplike funksionering van die individu, gesin of gemeenskap op alle vlakke van bestaan en in wisselwerking met ander individue en situasies in sy omgewing te herstel, te verbeter en te versterk.

3.1.2 Die maatskaplike welsynsdiens is gevestig op die vennootskapsmodel en is spesifiek daarop gerig om individue, gesinne en gemeenskappe wat maatskaplike welsynsprobleme en -behoefte ondervind, te ondersteun en te begelei tot dié mate van selfstandigheid dat hulle in hul eie lewensbehoefte voorsien en hul lewenskwaliteit daardeur verhoog.

3.1.3 Die owerheid is in terme van maatskaplike welsyn daarvoor verantwoordelik om -

- * nasionale beleid te formuleer en in werking te stel;
- * nasionale prioriteite en doelwitte te bepaal;
- * nasionale planne en beplanningsriglyne te ontwikkel en te bemark;
- * nasionale norme en standaarde te stel;
- * hulpbronne te identifiseer en die mobilisering en ontwikkeling daarvan te bevorder;
- * oorhoofse koördinering van welsynsdienste te bewerkstellig;
- * statutêr-gerigte maatskaplike welsynsdienste, soos deur wetgewing bepaal, te lewer;
- * maatskaplike welsynswetgewing daar te stel en te administreer;
- * toepaslike bestaansbeveiligingskemas te ontwikkel;
- * maatskaplike welsynsdienste op alle vlakke te inisieer en te bevorder;
- * bepaalde welsynsdienste wat deur vrywillige welsynsorganisasies gelewer word, te ondersteun en te finansier;
- * die vordering wat met maatskaplike welsynsdienste gemaak word, te monitor en te evalueer;
- * intersektorale samewerking en aksies te bevorder; en
- * voorsiening te maak vir die ordelike insameling van fondse van die publiek.

3.1.4 Die owerheid moet verseker dat bekostigbare maatskaplike welsynsdienste op primêre, sekondêre en tersiêre vlak in alle gemeenskappe volgens behoefte gelewer word. Die bevordering hiervan geskied egter op 'n vennootskapsgrondslag tussen die owerheid en vrywillige welsynsorganisasies, opvoedkundige inrigtings en die individu, gesin en gemeenskap.

3.1.5 Die lewering van maatskaplike welsynsdienste is 'n spanpoging deur vakkundiges en vrywilligers wat spesifiek opgelei is om mekaar aan te vul en te ondersteun.

3.1.6 Die owerheid as fasiliteerder is daarvoor verantwoordelik om te verseker dat diegene wat na alle waarskynlikheid permanent van die Staat en die gemeenskap afhanklik is, soos byvoorbeeld liggaamlik-, verstandelik- en geestesgestremdes, verswakte bejaardes en sorgbehoewende kinders, geïdentifiseer word en dat langtermynversorgingsprogramme in samewerking met welsynsorganisasies vir hulle ontwikkel word.

3.1.7 Die owerheid moet die maatskaplike welsynsdienste sover prakties moontlik demokratiseer. Maatskaplike welsynsdienste moet in wese gemeenskapsgerig wees. Gemeenskapsdeelname en vrywillige welsynsorganisasies op grondvlak moet ontwikkel, ondersteun en uitgebou word.

4. **BEGINSELS**

Die beginsels vir 'n maatskaplike welsynsdienste is die volgende:

4.1 Die Staat is daarvoor verantwoordelik om as fasiliteerder en binne sy finansiële vermoë 'n maatskaplike welsynsdienste te ontwikkel wat vir alle mense -

toeganklik is,
bekostigbaar is,
sosiaal aanvaarbaar is in ooreenstemming met waardes, norme en kultuur,
doeltreffend funksioneer, en
sonder enige diskriminasie regverdig is.

4.2 Die Staat se maatskaplike welsynsbeleid en die beginsels waarop hy 'n maatskaplike welsynsdiens ontwikkel, moet die vakkundige beginsels van maatskaplike hulpverlening eerbiedig. Maatskaplike welsynsprogramme moet dus by die spesifieke behoeftes van kliënte (individue/gesinne), groepe en gemeenskappe aansluit; die kliënt moet aanvaar word soos hy, op grond van algemeen geldende waardes en norme, self kies om te wees; en die kliënt moet geleentheid hê om binne die maatskaplike welsynsprogram te groei en te ontwikkel volgens eie potensiaal en op grond van eie keuse van identiteit.

4.3 Die maatskaplike welsynsbeleid van die Staat moet die fundamentele selfbeslissingsreg van die kliënt erken en die toepassing daarvan moontlik maak.

4.4 Die Staat se maatskaplike welsynsbeleid moet die waardes en norme van mense, gebaseer op godsdiens of kulturele gebruike, eerbiedig en met die nodige agting bejeën.

5. ETIESE RIGLYNE

Die volgende etiese riglyne is geldend by die vestiging en ontwikkeling van 'n maatskaplike welsynsdiens:

5.1 Die mens is die belangrikste van alle lewende verskynsels op aarde en daar moet op 'n waardige wyse met hom omgegaan word.

5.2 Alle mense is gelykwaardig en gelyk voor die reg.

5.3 Die mens moet in die eenheid, die totaliteit en die onderlinge verband van sy fisiese, psigiese, maatskaplike, religieuse en ekologiese werklikheid benader word.

5.4 Die inhoud en kwaliteit van menswees word beslissend bepaal deur die verhoudinge waarin die mens staan.

- 5.5 Die selfbeslissingsreg van die mens, die reg op godsdiensvryheid en die reg op versorging binne geloofsverband word erken.
- 5.6 Die aanbieding van lewensruimte vir die kweek van 'n gesonde selfbeeld, die strewe na selfaanvaarding, selfverbetering en die verhoging van eie lewenskwaliteit word erken.
- 5.7 Die mens se arbeidsdeelname moet genormaliseer word deur die skepping van opleidings- en werkgeleentehede.
- 5.8 Die noodsaaklikheid van 'n burgerlike, politieke en ekonomiese stelsel wat welsynsdienste vir almal toeganklik maak, word erken.
- 5.9 Die verantwoordelikheid en reg van elke mens, gesin en groep om na eie lewensbehoeftes om te sien, word erken.
- 5.10 Die balans tussen die Staat, godsdienstige instellings, die gemeenskap en die sakegemeenskap in die nastrewing van eie verantwoordelikheid en reg ten behoeve van die mens word eerbiedig.
- 5.11 Die welsynsisteem dien nie 'n bepaalde ideologie nie maar word op die mens se normale maatskaplike funksionering en primêre behoeftes gerig.

6. VLAKE VAN DIENSLEWERING

In maatskaplike welsyndienslewering moet 'n onderskeid getref word tussen primêre, sekondêre en tersiêre maatskaplike dienste. Die verskillende vlakke van dienslewering word in elkeen van die ses diensvelde gevind.

Aangesien die kontemporêre vakliteratuur nie duidelikheid gee oor die definiëring van primêre, sekondêre en tersiêre maatskaplikesorgdienste nie, het die Nasionale Welsynsbeleidsraad (NWB) besluit dat die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling in oorleg met die dagbesture van die

Tussendepartementele Oorlegplegende Komitee (TDOK) en die Suid-Afrikaanse Welsynsraad (SAWR) 'n kernkomitee van kundiges saamstel met die doel om -

- 'n beskrywende definisie van primêre maatskaplike sorg te formuleer; en
- 'n implementeringsmodel ten opsigte van primêre maatskaplike sorg in terme van mannekrag, fondse, opleiding en tydskaal op te stel en aan die NWB voor te lê.

Die TDOK het besluit dat die kernkomitee van kundiges ook sekondêre en tersiêre maatskaplike sorg in verhouding tot primêre maatskaplike sorg moet definieer en afbaken.

Daar is 'n besliste agterstand in primêre maatskaplikesorgdienste in die RSA. Dit is belangrik dat die vestiging en uitbouing van primêre maatskaplikesorgdienste besondere prioriteit moet geniet sonder dat die bestaande beskikbare dienste op sekondêre en tersiêre vlak verwaarloos word.

7. DIENSVELDE

7.1 Die NWB het besluit dat die volgende diensvelde amptelik erken en aanvaar word, naamlik:

- Gesinsorg
- Bejaardesorg
- Gestremdesorg
- Alkohol- en dwelmafhanglikheid
- Oortredersorg
- Bestaansbeveiliging

7.2 Die NWB het ook besluit dat die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling die diensvelde vir bestuurs- en ordeningsdoeleindes moet definieer en afbaken. Die definiëring sal onder andere insluit die groepering van die dissiplines van die maatskaplike welsynspektrum in die onderskeie diensvelde.

8. DIENSVELDFORUMS

8.1 Die NWB stel 'n hoë premie op die beginsel van demokratisering van die welsynsisteam. Dit is dus noodsaaklik dat die private welsynsinstitusies aktief betrokke moet wees by die formulering van beleid en die beplanning van welsynsdienste.

8.2 Om die welsynsisteam bestuurbaar te maak het die NWB besluit dat die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling ten opsigte van elke diensveld 'n diensveldforum moet instel. Langs dié weg kan die primêre doel van die vennootskap tussen die owerheid en die private sektor en die beginsel van deelnemende demokrasie landswyd gevestig word.

8.3 Samestelling van diensveldforums

Diensveldforums sal saamgestel word uit verteenwoordigers van -

- die owerheid;
- nasionale rade wat dienste lewer op die gebied van die spesifieke diensveld;
- navorsingsinstitusies wat navorsing onderneem of kan onderneem op die gebied van die diensveld (soos bv. die RGN);
- maatskaplikewerk-dosente aan universiteite wat in spesifieke diensvelde spesialiseer; en
- ander rolspelers soos besluit deur die spesifieke diensveldforum.

'n Diensveldforum vergader minstens twee keer per jaar. Die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling is daarvoor verantwoordelik dat daar vir elke diensveldforum 'n konstitusie opgestel word en 'n vakkundige sekretariaat gevestig word.

8.4 Doelstellings

Die doelstellings van elke diensveldforum is die volgende:

- 8.4.1 Bepaling van 'n missie vir die diensveld;
- 8.4.2 bespreking van beleid en die advisering van die owerheid insake beleid;
- 8.4.3 bespreking en beplanning van spesifieke programme;
- 8.4.4 bespreking en beplanning van dienslewering op verskillende vlakke;
- 8.4.5 bepaling van probleme, behoeftes en prioriteite binne die diensveld;
- 8.4.6 beplanning en benutting van hulpmiddele, veral mannekrag en fondse beskikbaar vir die diensveld;
- 8.4.7 bespreking van samewerking tussen rolspelers binne die diensveld;
- 8.4.8 uitskakeling van oorvleueling tussen rolspelers;
- 8.4.9 versekering van toepaslike opleiding van maatskaplike werkers en vrywilligers vir die behoeftes van die diensveld;
- 8.4.10 ontwikkeling en implementering van 'n inligting en moniteringstelsel vir die diensveld; en
- 8.4.11 bepaling van minimum norme, standaarde en riglyne ten opsigte van fasiliteite in die diensveld en die dienoooreenkomstige advisering van die owerheid in dié verband.

8.5 Diensveldforums sal vir elk van die ontwikkelingstreke in die RSA ingestel word.

8.6 Trustfonds vir diensvelde

Die NWB het besluit dat die TDOK die beginsel moet ondersoek dat daar vir elke diensveld 'n trustfonds met 'n raad van trustees gestig word. Die doel van die Trust sal wees om fondse vir die spesifieke diensveld,

nasionaal en internasionaal, te mobiliseer en dan volgens prioriteite aanbevelings te maak ten opsigte van die toekenning van fondse vir spesifieke programme binne die diensveld.

9. OPLEIDING

9.1 Die SA Raad vir Maatskaplike Werk het ingevolge die funksies by wet aan hom opgedra 'n verantwoordelikheid om die opleidingsbehoefte wat onder andere deur die diensveldforums geïdentifiseer word, onder die opleidingsentra se aandag te bring sodat toepaslike leerplanaanpassings gemaak kan word.

9.2 Departemente van Maatskaplike Werk aan Suid-Afrikaanse universiteite en opleidingsentra het 'n besondere verantwoordelikheid ten opsigte van -

- * die toepaslike opleiding van maatskaplike werkers en ander dienswerkers;
- * die aanbieding van veral buitekurrikulêre kursusse; en
- * navorsing,

ooreenkomstig die probleme en behoeftes soos geïdentifiseer deur die diensveldforums.

10. NASIONALE RADE

10.1 Die nasionale rade en hulle konstituerende liggame lewer belangrike maatskaplike welsynsdienste tot op grondvlak.

Die nasionale rade en welsynsorganisasies vorm die hoeksteen van die RSA se welsynsisteem.

10.2 Die nasionale rade word die keuse gebied om aan te dui by watter diensveldforum(s) hulle wil inskakel.

10.3 Die NWB het besluit dat nasionale rade in die toekoms as nasionale rade by die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling moet registreer; dat die

Departement van Nasionale Gesondheid en Bevolkingsontwikkeling mettertyd kriteria daar sal stel waaraan nasionale rade sal moet voldoen om te kan registreer; en dat die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling in die toekoms nasionale rade sal befonds.

10.4 Nasionale rade sal steeds 'n sleutelrol vervul. Die NWB het besluit dat die volgende primêre funksies aan die nasionale rade opgedra word:

10.4.1 Om hulle konstituerende liggame op nasionale grondslag te organiseer en in breë verband te verteenwoordig, hulle doelstellings, belange en werksaamhede te bevorder en hulle personeelontwikkeling te bevorder en te koördineer;

10.4.2 om 'n inligtingstelsel in te stel en in stand te hou wat onder andere by die nasionale welsynsinligtingstelsel aansluit;

10.4.3 om navorsing te onderneem wat die effektiwiteit van dienste bevorder; en

10.4.4 om dienslewering in alle gemeenskappe, landelik en stedelik, te bevorder.

11. WELSYNSORGANISASIES

11.1 Maatskaplike welsynsorganisasies is in wese gemeenskapsgerig. Welsynsorganisasies op grondvlak vorm die belangrikste boustene in die welsynsisteem. Vrywillige welsynsorganisasies in landelike en stedelike gebiede moet dus ten alle koste ondersteun en uitgebou word.

11.2 Die NWB steun die praktyk van 'n eenstopdiens in gemeenskappe waar dit prakties uitvoerbaar is. Die NWB het besluit dat vier loodsprojekte op 'n nasionale grondslag deur die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling van stapel gestuur moet word om die praktiese implementering van 'n eenstopdiens te

ondersoek.

11.3 Die NWB ondersteun die prosedure dat Staatsfinansiering van welsynsinstansies waar nodig direk aan die begunstigde instansies op grondvlak geskied.

11.4 Welsynsorganisasies behoort veral daarop te konsentreer om die samewerking van alle instansies op grondvlak tot voordeel van die welsyn van gemeenskappe te verkry.

12. WELSYNSPROGRAMME

12.1 Die Staat sal maatskaplike welsynsdienste in die toekoms per goedgekeurde welsynsprogram finansier. Programme word jaarliks deur die owerheid in samewerking met die welsynsorganisasie geëvalueer met die oog op die voortsetting van die finansiering.

12.2 Die NWB stel 1 April 1992 as mikpunt vir die implementering van die nuwe finansieringstelsel.

12.3 Die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling is daarvoor verantwoordelik om so spoedig moontlik 'n inligtingstelsel, 'n monitorstelsel en 'n prestasie-ouditstelsel te implementeer om die vordering met welsynsprogramme te meet en die koste-effektiewe aanwending van fondse te bepaal.

12.4 Dit is belangrik dat welsynsinstansies oor die nodige finansiële kundigheid en bestuursvaardigheid beskik. Die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling moet in samewerking met die toepaslike instansies meganismes ontwikkel en in werking stel om die bestuursvermoë en finansiële kundigheid van welsynsorganisasies in dié verband te verseker.

12.5 Ontwikkelende gemeenskappe toon 'n ernstige tekort aan maatskaplike welsynsdienste. Die kwessie van ontwikkelingskapitaal en mannekrag om 'n effektiewe maatskaplike welsynsinfrastruktuur in ontwikkelende gemeenskappe tot stand te bring, sal dringende vir die owerheid en

die private welsynsgemeenskap aangespreek word.

12.6 Dit is belangrik om veral die sakegemeenskap by welsynsprogramme te betrek. Sorg moet gedra word dat toepaslike welsynsprogramme aan die sakegemeenskap bemark word en dat die sakegemeenskap gemotiveer word om werknemerhulpprogramme in te stel. Die NWB het besluit om die SAWR en die TDOK te versoek om aandag aan die saak te skenk.

13. VRYWILLIGERS

Die plek en rol van die vrywilliger in die maatskaplike welsynsdiens is van die uiterste belang. Dit is baie belangrik dat vrywillige helpers ten volle benut word in konstruktiewe dienslewering aan gemeenskappe. Die NWB het die SAWR versoek om 'n nasionale strategie op te stel met betrekking tot die benutting van die vrywilliger as 'n skaars en kosbare hulpbron.

14. TRAUMATIESE GEBEURE

Wanneer die lewensomstandighede van die mens in nood aangespreek word, moet dit onder andere binne sisteem- en ekologiese verband gedoen word.

Daar moet dus rekening gehou word met gebeure in die gemeenskap wat 'n ontwrigtende uitwerking het op die maatskaplike funksionering van individue, gesinne, die plaaslike gemeenskap en die samelewing in breëre verband. Hierdie gebeure kan in 'n mindere of meerdere mate traumaties belewe word en tot maatskaplike wanfunksionering en onstabiliteit lei en selfs ernstige patologiese verskynsels presipiteer. Suid-Afrika bevind hom tans in 'n stadium van snelle verandering op alle lewensterreine met soms traumatiese gevolge vir individue, gesinne en gemeenskappe.

Die NWB versoek die SAWR en TDOK om saam met relevante owerhede en instansies 'n strategie daar te stel om die nadelige uitwerking van traumatiese gebeure vanuit 'n maatskaplike welsynsperspektief te hanteer.

15. NASIONALE KOMMUNIKASIE

Maatskaplike welsynsdienste moet met ander instellings meeding om ontwikkelings- en bedryfskapitaal in die openbare en die private sektor. Die NWB het besluit dat die welsynsrolspelers in die owerheidsektor in samewerking met die SAWR so spoedig moontlik 'n omvattende en ewewigtige kommunikasiestrategie moet opstel met die oog op die verkryging van optimale finansiële en gemeenskapsteun vir maatskaplike welsynsdienste.

16. OWERHEIDSFINANSIERING

16.1 Die welsynsbegroting vir die RSA (selfregerende gebiede en TBVC-lande uitgesluit) was vir die 1990/91 finansiële jaar R3,474 miljard. 82,3% van dié bedrag is toegewys aan maatskaplike pensioene; 12,3% (R427,5 miljoen) is oorbetaal aan nasionale rade en welsynsorganisasies in die private sektor vir vakkundige dienste, en 5,4% is deur die owerheid aan welsynsadministrasie en statutêre dienste bestee.

16.2 Ontledings dui daarop dat van die R427,5 miljoen oordragbetalings 49,39% aan bejaardesorgdienste, 26,61% aan kinder- en gesinsorgdienste en 10,77% aan gestremdesorgdienste bestee is.

16.3 Die Kabinet het reeds goedgekeur dat die Minister van Nasionale Gesondheid en van Gesondheidsdienste en Welsyn: Volksraad na oorlegpleging met die eiesake-ministers vir welsynsaangeleenthede die Minister van Finansies sal adviseer oor die beskikbaarstelling van fondse vir welsynsdienste in die RSA.

16.4 Dit is vanuit 'n maatskaplike welsynsperspektief belangrik dat -

16.4.1 meer fondse deur die Sentrale Regering toegeken moet word aan maatskaplike welsynsdienste (tans word 1,6% van die bruto binnelandse produk (BBP)

beskikbaar gestel vir maatskaplike welsynsdienste, en die miktunt is om op die langer termyn te beding vir minstens 3,2% van die BBP vir maatskaplike welsynsdienste);

16.4.2 infasering tot volle pariteit ten opsigte van die betaling van maatskaplike toelaes tussen die onderskeie bevolkingsgroepe binne 5 jaar vanaf 1 April 1991 bereik moet word;

16.4.3 meer fondse beskikbaar gestel moet word vir vak-kundige dienste;

16.4.4 beskikbare fondse aangewend moet word om behoeftes en agterstande in ontwikkelende gemeenskappe uit te skakel;

16.4.5 daar 'n meer eweredige verspreiding van fondse per diensveld per behoefte en prioriteit moet wees;

16.4.6 'n prestasie-ouditstelsel so spoedig moontlik ingestel moet word om te verseker dat beskikbare fondse koste-effektief aangewend word ter bereiking van spesifieke doelwitte teenoor tydskale;

16.4.7 meganismes ontwikkel word om optimale finansiële steun van die private sektor te verseker;

16.4.8 'n bestaansbeveiligingsnet ingestel moet word as deel van 'n omvattende strategie ter bekamping van armoede;

16.4.9 daar met verantwoordelike departemente onderhandel word sodat donasies aan nasionale rade en welsynsorganisasies en goedgekeurde trustfondse van algemene belasting vrygestel word;

16.4.10 die SA Raad vir Maatskaplike Werk ondersoek instel om tariewe te bepaal vir die lewering van

maatskaplike welsynsdienste aan persone wat dit kan bekostig;

16.4.11 die voortbestaan van gemeenskapskaste ondersteun word maar dat oorlegpleging moet plaasvind oor die verhouding tussen gemeenskapskaste en die moontlike te stigte diensveldtrustfondse;

16.4.12 die beginsel van inwaartse industrialisasie* as een van die metodes vir die finansiering van die welsynsisteem ondersoek moet word; en

16.4.13 die TDOK dringend ondersoek moet instel en aanbevelings aan die NWB moet maak oor die rasionalisering van bestaande bestaansbeveiligingsmaatreëls tot 'n effektiewe maatskaplikewelsyn-steunstelsel.

17. WETGEWING

Die NWB het besluit dat die beginsel van sambreelwetgewing vir die welsynsisteem aanvaar moet word.

Die Departement van Nasionale Gesondheid en Bevolkingsontwikkeling is tans besig om sover moontlik alle maatskaplike wetgewing tot nasionale wetgewing te verwerk.

18. RASIONALISERING VAN WELSYNSTRUKTURE

18.1 Die welsynsisteem word tans gekenmerk deur fragmentasie en duplisering op alle vlakke in die owerheid- en die private sektor.

18.2 Rasionalisering in die welsynsisteem is 'n dringende prioriteit en moet die deurlopende aandag van alle rolspelers in die welsynsveld geniet.

18.3 Owerheidsektor

aktiwiteite van nasionale rade, en die NWB verkies dat nasionale rade binne die diensveldforums sal saamwerk en duplisering van aktiwiteite in die proses sal uitskakel.

18.7 TBVC-lande en selfregerende gebiede

18.7.1 Gereelde samesprekings vind reeds bilateraal en multilateraal plaas tussen ministers en amptenare van die Sentrale Regering, selfregerende gebiede en TBVC-lande wat verantwoordelik is vir maatskaplike welsyn. Die forums sal steeds gebruik word om aanpassings en veranderinge in die RSA se welsynsisteen te bespreek.

18.7.2 Verteenwoordigers vanuit die welsynskomponente in die TBVC-lande en die selfregerende gebiede sal ten volle ingeskakel word as lede van die subkomitees van die TDOK.

19. DIE PLAASLIKE OWERHEDE

Waar plaaslike owerhede met die lewering van gesondheidsdienste 'n sleutelrol speel, kan hulle verantwoordelikhede op die maatskaplike welsynsterrein as volg saamgevat word:

19.1 Bevordering van geleenthede vir die ontwikkeling van en dienslewering deur welsynsorganisasies.

19.2 Geldelike steun aan private welsynsorganisasies. Hierdie steun kan ook verleen word deur die vrystelling van belasting op eiendom en deur water, krag en sanitasie gratis of teen 'n verlaagde tarief te verskaf.

19.3 Beheer oor straatkollekte en interne kontrole oor die wyse van fondsinsameling.

19.4 Beskikbaarstelling van grond en geboue aan welsynsorganisasies teen 'n nominale bedrag.

18.3.1 Die NWB het die beginsel van 'n selfstandige departement vir maatskaplike welsyn in die nuwe grondwet aanvaar.

*Nota: Met inwaartse industrialisasie word bedoel om fondse wat uit 'n bepaalde gemeenskap genereer word en wat normaalweg vir ontwikkelingsdoeleindes aangewend word, nie buite nie maar binne die gemeenskap aan te wend.

18.3.2 Die skepping van 'n selfstandige departement vir maatskaplike welsyn sal egter deur die Regering binne die raamwerk van die nuwe grondwet oorweeg word.

18.3.3 Die status quo van owerheidsdepartemente word gehandhaaf totdat 'n nuwe grondwet deur die onderhandelingsproses gefinaliseer is.

18.4 Suid-Afrikaanse Welsynsraad (SAWR)

Die SAWR as instelling bly voortbestaan. Die rol, funksie en samestelling van die SAWR sal onder andere in die lig van die instelling van diensveldforums herbepaal word.

18.5 Streekwelsynsrade

Die NWB aanvaar die beginsel van nierassige streekwelsynsrade per streek met streekwelsynskomitees en plaaslike welsynskomitees en het reeds die TDOK opdrag gegee om ondersoek in te stel na en verslag te doen oor die verpraktisering van die beginsel.

18.6 Nasionale Rade (NWB)

Die NWB is deeglik bewus van die belangrike funksie wat nasionale rade tans speel maar ook dat daar tans oorvleueling en duplisering is ten opsigte van sommige

19.5 Sekere gemeenskapsdienste soos behuising vir veral die laerinkomstegroep, geriewe vir ontspanning, vryetydbesteding en voorkomingsdienste.

Waar subekonomiese behuising ter sprake is, is sekere aspekte van welsynsdienste so nou daaraan verbonde dat dit nouliks deur ander instansies as die plaaslike owerhede self gelewer kan word.

19.6 Steun aan die dienslewerende owerheidsinstellings met betrekking tot die uitbetaling van pensioene en toelae. Hierdie steun kan verleen word deur kantore beskikbaar te stel, aansoekers en klagtes te verwys en ook om te sien na die behoeftes van bevoordeeldes op uitbetaaldae.

20. SAMEVATTING

20.1 Die maatskaplike welsynsgemeenskap beweeg 'n tydvak van dinamiese hernuwing, verandering en uitdagings binne. Die herstrukturering van die welsynsgemeenskap moet met verantwoordelikheid en takt hanteer word om die doeltreffendste diens aan alle gemeenskappe in die RSA te verseker. Die welsynsgemeenskap moet daarin slaag om mensepotensiaal te help ontsluit en om alle Suid-Afrikaners die geleentheid te bied om tot volle verwerkliking te lewe.

20.2 Die herstrukturering en verandering van die welsynsistiem sal namate die nuwe Suid-Afrika konstitusioneel ont-plooi, in fases geskied. Die riglyne vir 'n nuwe welsynsbedeling vir die RSA, soos in die werkdokument uiteengesit, en die verpraktisering van die riglyne is dus die eerste fase in die vestiging van 'n nuwe welsynsbedeling vir die RSA. Dit vereis 'n gemeenskaplike poging van alle rolspelers in die welsynsgemeenskap.

SUID-AFRIKAANSE KUNSVVERENIGING
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WSZ

THE SOUTH AFRICAN ASSOCIATION OF ARTS HEREWITH MAKES
REPRESENTATION TO CODESA TO INSTITUTE A WORKING COMMITTEE
FOR ARTS AND CULTURE

- * The SA Association of Arts recommends that the New Constitution give due recognition to the status of culture in its composition.
- * That Codesa or the interim government establish one national department for art and culture.
- * That a commission be set up to develop a national policy for art and culture promoting a common national identity and cultural policy.
- * That the distribution of existing funds be reviewed in order to address imbalances.
- * That the status of art education be investigated.
- * To review legislation and to install tax benefits regarding institutions, organizations and sponsorships.

Louis Jansen van Vuuren

LOUIS JANSEN VAN VUUREN

NATIONAL PRESIDENT: SA ASSOCIATION OF ARTS
FEBRUARY 25 1992