

REPUBLIC
OF
SOUTH AFRICA



REPUBLIEK
VAN
SUID-AFRIKA

Government Gazette Staatskoerant

Vol. 368

PRETORIA, 2 FEBRUARY 1996
FEBRUARIE

No. 16943

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NOTICE 57 OF 1996

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DRAFT WHITE PAPER FOR SOCIAL WELFARE

Principles, guidelines, recommendations,
proposed policies and programmes for devel-
opmental social welfare in South Africa

MINISTRY FOR WELFARE AND
POPULATION DEVELOPMENT

November 1995

Department of Welfare
Private Bag X901
Pretoria
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Republic of South Africa

KONSEPWITSKRIF VIR MAATSKAPLIKE WELSYN

Beginnels, riglyne, aanbevelings, voorgestelde
beleid en programme vir ontwikkelingsgerigte
maatskaplike welsyn in Suid-Afrika

MINISTERIE VIR WELSYN EN
BEVOLKINGSONTWIKKELING

November 1995

Departement van Welsyn
Privaatsak X901
Pretoria
0001
Republiek van Suid-Afrika

TABLE OF CONTENTS

	<i>Page</i>
<i>Preamble</i>	
Chapter 1 South African Social Welfare Context	6
PART I Policy framework	
Chapter 2 Proposed National Developmental Social Welfare Strategy	14
Chapter 3 Institutional Arrangements	30
Chapter 4 Human Resource Development	46
Chapter 5 Legislation	54
Chapter 6 Finance and Budgeting	62
PART II Delivery System	
Chapter 7 Social Security	72
Chapter 8 Enhancing Social Integration	88
Section 1: The family and the life cycle	92
Families, children, youth and ageing	
Section 2: Women	120
Section 3: People with disabilities	124
Section 4: Special needs and problems	130
Mental health, substance abuse, crime prevention through development and restorative justice, people with chronic illnesses and HIV/AIDS	
Glossary	154
Annexure: Legislation	168

INHOUDSOPGAWE*Bladsy***Inleiding**

Hoofstuk 1	Die Suid-Afrikaanse Maatskaplikewelsynsverband.....	7
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DEEL I Beleidsraamwerk

Hoofstuk 2	Voorgestelde Nasionale Ontwikkelingsgerigte Maatskaplikewelsynstrategie	15
Hoofstuk 3	Institusionele Reëlins	31
Hoofstuk 4	Mensehulpbronontwikkeling	47
Hoofstuk 5	Wetgewing	55
Hoofstuk 6	Finansies en Begroting	63

DEEL II Diensleweringstelsel

Hoofstuk 7	Bestaansbeveiliging.....	73
Hoofstuk 8	Verbetering van Maatskaplike Integrasie	89
	Afdeling 1: Die gesin en die lewenskringloop	93
	Gesinne, kinders, die jeug en veroudering	
	Afdeling 2: Vroue	121
	Afdeling 3: Mense met gestremdhede.....	125
	Afdeling 4: Spesiale behoeftes en probleme	131
	Geestesgesondheid, dwelmmisbruik, misdaadvoorkoming deur middel van ontwikkeling en herstellende geregtigheid, mense met chroniese siektes en HIV/VIGS	

Woordelys.....	155
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Bylae: Wetgewing	169
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PREAMBLE

1. For the first time in our history, all South Africans are called upon to participate in the development of an equitable, people-centred, democratic and appropriate social welfare system. The goal of developmental social welfare is a humane, peaceful, just and caring society which will uphold welfare rights, facilitate the meeting of basic human needs, release people's creative energies, help them achieve their aspirations, build human capacity and self-reliance, and participate fully in all spheres of social, economic and political life.

2. All South Africans will be afforded the opportunity to play an active role in promoting their own well-being and in contributing to the growth and development of our nation. The challenge facing the welfare system is to devise appropriate and integrated strategies to address the alienation and the economic and social marginalisation of vast sectors of the population who are living in poverty, are vulnerable, and have special needs. An intersectoral response is needed within Government and between Government and civil society to adequately address welfare needs.

A further challenge is to address past disparities and fragmentation of the institutional framework in the delivery of welfare services.

3. The Ministry for Welfare and Population Development is committed to the continuity of existing services whilst at the same time re-orientating such services towards developmental approaches. The Ministry will strive to achieve the above social goals in a collaborative partnership with individuals, organisations in civil society and the private sector in keeping with the values, goals and priorities of the Reconstruction and Development Programme.

4. The approach and strategies contained in this White Paper for Social Welfare will inform the restructuring of services and social welfare programmes in both the public and the private sectors. The identified principles, guidelines and recommendations for developmental social welfare policies and programmes will be implemented progressively. A five-year strategic plan of action will be developed. This plan will provide details on goals, objectives, activities, time frames, progress indicators, costing, and the parties responsible for the implementation of social welfare programmes.

5. This White Paper has been drawn up with the full participation of the stakeholders in the welfare field. It is a negotiated policy framework and strategy, and it charts a new path for social welfare in the promotion of national social development. The proposed direction of the White Paper is in line with the approach advocated by the United Nations World Summit for Social Development, held on 6 to 12 March 1995.

INLEIDING

1. Vir die eerste keer in ons geskiedenis, word 'n beroep op alle Suid-Afrikaners gedoen om deel te neem aan die ontwikkeling van 'n billike, mensgesentreerde, demokratiese en geskikte maatskaplikewelsynstelsel. Die doel met gemeenskapsgesentreerde maatskaplike welsyn is die daargestelling van 'n menslike, vredevolle, regverdige en sorgsame gemeenskap wat welsynsregte sal handhaaf, voldoening aan basiese menslike behoeftes sal fasiliteer, die kreatiewe energie van mense sal vrystel, hulle daarmee behulpsaam sal wees om hulle aspirasies te vervul en menslike vermoëns en selfstandigheid te bou en om ten volle deel te neem op alle terreine van die maatskaplike, ekonomiese en politieke lewe.

2. Alle Suid-Afrikaners sal die geleentheid gegun word om 'n aktiewe rol te speel in die bevordering van hulle eie welstand en om by te dra tot die groei en ontwikkeling van ons nasie. Die uitdaging wat die welsynstelsel in die gesig staar is om geskikte en geïntegreerde strategieë te ontwerp ten einde die vervreemding en die ekonomiese en maatskaplike marginalisering van groot sektore van die bevolking wat in armoede leef, wat kwetsbaar is en wat spesiale behoeftes het, te hanteer. Intersektorale reaksie is nodig binne-in die regering en tussen die regering en die burgerlike samelewing ten einde op 'n gepaste wyse aan die welsynsbehoefte aandag te gee.

'n Verdere uitdaging is om die dispariteite van die verlede en die fragmentering van die institusionele raamwerk in die lewering van welsynsdienste te hanteer.

3. Die Ministerie vir Welsyn en Bevolkingsontwikkeling is verbind tot die voortsetting van bestaande dienste, terwyl sodanige dienste terselfdertyd tot ontwikkelingsgerigte benaderings gereoriënteer word. Die Ministerie sal daarna streef om bogemelde maatskaplike doelstellings te bereik in 'n samewerkende vennootskap met individue, organisasies in die burgerlike samelewing en die private sektor ooreenkomstig die waardes, doelstellings en prioriteite van die Heropbou- en Ontwikkelingsprogram.

4. Die benadering en strategieë vervat in hierdie Witskrif vir Maatskaplike Welsyn, sal aan sowel die owerheids- as die private sektor rigting gee oor die herstrukturering van dienste en maatskaplike-welsynsprogramme. Die geïdentifiseerde beginsels, riglyne en aanbevelings vir ontwikkelingsgerigte maatskaplike welsynsbeleid en -programme sal progressief geïmplementeer word. 'n Vyfjaar-strategiese plan van aksie sal ontwikkel word. Genoemde plan sal besonderhede voorsien betreffende doelstellings, doelwitte, aktiwiteite, tydraamwerke, vorderingsindikatore, kosteberekening en die partye wat verantwoordelik is vir die implementering van maatskaplikewelsynsprogramme.

5. Hierdie Witskrif is met die volle samewerking van die belanghebbendes op die welsynsterrein saam-gestel. Dit is 'n onderhandelde beleidsraamwerk en strategie en dit baan 'n nuwe weg vir maatskaplike welsyn in die bevordering van nasionale maatskaplike ontwikkeling. Die voorgestelde rigting van die Witskrif is in ooreenstemming met die benadering voorgestaan deur die Verenigde Nasies se Wêreld-beraad vir Maatskaplike Ontwikkeling (World Summit for Social Development) wat van 6 tot 12 Maart 1995 gehou is.

CHAPTER 1: SOUTH AFRICAN SOCIAL WELFARE CONTEXT

SOCIAL DEVELOPMENT CONTEXT

Economic growth and income distribution

1. South Africa has experienced declining economic growth rates over the past two decades, with the average annual growth rate of the Gross Domestic Product (GDP) falling below the annual population growth rate.

This situation has resulted in a decrease in per capita income, and increasing poverty and pressure on the welfare system to meet basic human needs. Inflation has affected the capacity of poor families to meet their needs. Further, low levels of economic growth and income are also associated with low levels of savings. This means that when individuals and families become vulnerable, they have limited resources on which to draw.

Extreme inequality in the distribution of income exists among racial groups and households. The poorest 40% of households in South Africa earns less than 6% of total national income, whilst the richest 10% earn more than half of the national income.

Great poverty exists alongside extreme wealth. About a third (35,2%) of all South African households, amounting to 18 million people, are living in poverty. African households, households in rural areas, especially those headed by women in rural areas, are the most affected. Over half (54%) of all South Africa's children live in poverty.¹

Unequal income distribution has severely hampered development, particularly that of people in rural areas, who are generally poorer than their urban counterparts. In 1993 the average income of rural Africans was only R160 per month, compared to metropolitan incomes of R360.

Rural households rely mainly on remittances and state social grants for income. Remittances make up a tenth of household income and social grants account for about a quarter of household income in rural areas. However, many rural households and their extended families do not have access to reliable remittances, wages and/or resources to generate enough support for themselves.

Employment

2. South Africa is characterised by large-scale unemployment in the formal sector of the economy.

The formal economy created an estimated 350 000 employment opportunities between 1980 and 1991, while the extended labour force grew by 4,5 million people. During this time, the number of people who were unemployed or in the informal sector (32%) more than doubled, while up to 20% of the extended labour force had to make a living from subsistence agriculture.

Unemployment has been severe among women, especially those in rural areas, as well as among young people under the age of 24. Nearly a third of black people in this group were unemployed, as were just under 20% of those aged 25 to 34. Unemployment among people with disabilities is high.

The formal sector of the economy is becoming less labour-intensive and can only provide employment for half of the labour force. It needs fewer, but better skilled people than in the past to produce the same level of output. The labour force is relatively young and has a low overall skills level owing to poor educational opportunities.

The South African economy has not been able to supply sufficient employment opportunities for all who want to work. Unemployment has increased the vulnerability of many households. In addition, the market also makes little provision for those with special needs, such as people with disabilities. Because people do not have secure and sustainable livelihoods, many turn to the welfare system for income maintenance and social support.

Access to social services

3. Poverty cannot be measured by income alone. Access to land and social services such as education, health, housing and infrastructural services (water, sanitation, electricity, and so on) also impact significantly on people's standards of living.

¹ Whiteford A. *et al* (1995). A profile of Poverty, Inequality and Human Development in South Africa, Pretoria. HSRC. In view of the inadequacy of data, it is acknowledged that all figures used throughout this document are an indication of trends.

HOOFSTUK 1: DIE SUID-AFRIKAANSE MAATSKAPLIKESYNSVERBAND

MAATSKAPLIKE-ONTWIKKELINGSVERBAND

Ekonomiese groei en inkomsteverspreiding

1. Suid-Afrika het gedurende die afgelope twee dekades 'n dalende ekonomiese groeikoers ondervind waartydens die gemiddelde jaarlikse groeikoers van die Bruto Binnelandse Produk (BBP) onder die jaarlikse bevolkingsgroeikoers gedaal het.

Hierdie situasie het gelei tot 'n afname in die *per capita*-inkomste, en 'n toename in armoede en druk op die maatskaplikewelsynstelsel om in die basiese behoeftes te voorsien. Inflasie het die vermoë van arm gesinne om in hulle eie behoeftes te voorsien, geaffekteer. Voorts word 'n lae vlak van ekonomiese groei en inkomste ook geassosieer met die lae vlakke van spaargeld. Dit beteken dat wanneer individue en gesinne kwetsbaar word, hulle beperkte bronne het waartoe hulle hulle kan wend.

Daar bestaan uitermatige ongelykheid in die verspreiding van inkomste tussen rasse-groepe en huishoudings. Die armste 40% van huishoudings in Suid-Afrika verdien minder as 6% van die totale nasionale inkomste, terwyl die rykste 10% van huishoudings meer as die helfte van die nasionale inkomste verdien.

Groot armoede bestaan naas uitermatige rykdom. Ongeveer een derde (35,2%) van alle Suid-Afrikaanse huishoudings, wat 18 miljoen mense beloop, leef in armoede. Swart huishoudings, huishoudings in landelike gebiede, veral daardie huishoudings in landelike gebiede waar die vrou die hoof is, word die meeste geaffekteer. Meer as die helfte (54%) van alle Suid-Afrikaanse kinders leef in armoede.¹

Oneweredige inkomsteverspreiding het ontwikkeling ernstig gestrem, veral by mense in landelike gebiede wat oor die algemeen armer is as hulle stedelike eweknieë. In 1993 was die gemiddelde inkomste van landelike swart mense slegs R160 per maand in vergelyking met 'n metropolitaanse inkomste van R360 per maand. Landelike huishoudings steun hoofsaaklik op die aanstuur van geld en maatskaplike toelaes van die staat as inkomste. In landelike gebiede maak die aanstuur van geld een tiende van huishoudings se inkomste en maatskaplike toelaes ongeveer 'n kwart van huishoudings se inkomste uit. Baie landelike huishoudings en hulle uitgebreide gesinne beskik nie oor betroubare aanstuur van geld, lone en/of hulpbronne om voldoende steun vir hulle self te genereer nie.

Indiensneming

2. Suid-Afrika word op groot skaal gekenmerk deur werkloosheid in die formele sektor van die ekonomie.

Die formele ekonomie het 'n geraamde 350 000 werkgeleenthede in die tydperk 1980 tot 1991 geskep, terwyl die uitgebreide arbeidsmag met 4,5 miljoen mense gegroei het. Gedurende hierdie tydperk het die getal mense wat werkloos of in die informele sektor (32%) was, meer as verdubbel, terwyl tot 20% van die uitgebreide arbeidsmag 'n bestaan moes maak uit bestaanslandbou.

Werkloosheid was ook ernstig onder vroue, veral dié in die landelike gebiede, en jongmense onder die ouderdom van 24 jaar. Bykans 'n derde van die swart mense in hierdie groep was werkloos en net minder as 20% van diegene tussen die ouderdomme van 25 en 34 jaar was werkloos. Werkloosheid onder mense met gestremdhede is hoog.

Die formele sektor van die ekonomie word minder arbeidsintensief en kan slegs aan die helfte van die arbeidsmag werk verskaf. Dit vereis minder maar beter opgeleide mense as in die verlede om dieselfde vlak van produksie te lewer. Die arbeidsmag is relatief jonk en beskik oor die algemeen oor 'n lae kundigheidsvlak as gevolg van swak onderwysgeleenthede.

Die Suid-Afrikaanse ekonomie was nie in staat om voldoende werkgeleenthede te verskaf aan almal wat wil werk nie. Werkloosheid het die kwetsbaarheid van baie huishoudings verhoog. Boonop maak die mark min voorsiening vir diegene met spesiale behoeftes, soos mense met gestremdhede. Omrede mense nie oor 'n veilige en volhoubare lewensonderhoud beskik nie, wend baie hulle tot die welsynstelsel vir inkomste, onderhoud en maatskaplike steun.

Toegang tot maatskaplike dienste

3. Armoede kan nie aan inkomste alleen gemeet word nie. Toegang tot grond en maatskaplike dienste soos onderwys, gesondheid, behuising en infrastruktuurdienste (water, sanitasie, elektrisiteit en so meer) het ook 'n beduidende invloed op die lewenstandaard van mense.

¹ Whiteford A. *et al* (1995). A profile of Poverty, Inequality and Human Development in South Africa, Pretoria. RGN. In die lig van die ontoreikendheid van die data word erken dat alle syfers wat dwarsdeur hierdie dokument gebruik is 'n aanduiding van tendense is.

Education is one of the most important factors determining employment and thus income. There is a close association between poverty and a lack of education. Illiteracy varies from 27% in metropolitan areas to 50% in rural areas. Illiteracy among coloureds (68%) and Africans (61%) in rural areas is higher than the national average. The lack of education of the head of a household is closely correlated with poverty in households.

Of the 7,1 million people between the ages of 16 and 24 years, approximately 2,1 million have not matriculated and do not attend school. For more than a third, this lack of education is due either to a lack of money or to family responsibilities.

The lack of education, employment opportunities and access to services has deprived many people of their dignity and the ability to look after themselves. These factors necessitate the need for additional support mechanisms to allow people to live in some degree of comfort and security.

Access to social welfare

4. South Africa has embarked on the arduous task of socio-political and economic reform. While sound economic policies and a well-functioning labour market are essential for growth and employment generation, by themselves, they are not sufficient. To reap the benefits, South Africa must invest in people; that is, develop the human capital which is essential for increasing productivity and moving people out of poverty. Internationally, the strategy that has proved most effective in improving economic and social well-being consists of three elements: labour absorbing growth, investments in education, health care and social support for poor and vulnerable groups.

5. Welfare support limits the impact of market and policy failures. It also eases the transition experienced by many workers owing to changes in work and living conditions, as well as the weakening of social and family networks in providing social support and security.

Social welfare policies and programmes which provide for cash transfers, social relief, and enabling and developmental services ensure that people have adequate economic and social protection during times of unemployment, ill-health, maternity, child-rearing, widowhood, disability, old age and so on. Social welfare programmes of this nature contribute to human resource development by enabling impoverished households to provide adequate care for their members, especially children and those who are vulnerable. When such programmes are combined with capacity-building, people can be released from the poverty trap.

6. Further, many people experience difficulties in managing life situations and transitions, which in turn impact on their social functioning. Social welfare programmes to promote optimal social functioning also contribute to human resource development and social stability.

7. There are, however, certain welfare programmes which do not necessarily benefit human capital development, but are an expression of a country's commitment to human and social rights. These programmes are protective and developmental services for people with special needs.

The policies of the past have resulted in social disintegration and consequent social problems. Social welfare services could contribute significantly to enhancing social integration.

Social and economic development

8. Social and economic development are two interdependent and mutually reinforcing processes. Equitable social development is the foundation of economic prosperity, and economic growth is necessary for social development. Social welfare refers to an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people.

Onderwys is een van die belangrikste faktore wat werk en dus ook inkomste bepaal. Daar is 'n noue verwantskap tussen armoede en gebrekkige onderwys. Ongeletterdheid wissel van 27% in metropolitaanse gebiede tot 50% in die landelike gebiede. Ongeletterdheid onder kleurlinge (68%) en swart mense (61%) in landelike gebiede, is hoër as die nasionale gemiddelde. Die gebrek aan onderwys van die hoof van die huishouding staan in noue korrelasie met armoede in die huishouding.

Van die 7,1 miljoen mense tussen die ouderdomme van 16 en 24 jaar het ongeveer 2,1 miljoen nie matriek verwerf nie, en woon hulle ook nie skool by nie. Vir meer as 'n derde van hulle kan hierdie gebrekkige onderwys toegeskryf word aan 'n gebrek aan geld, of gesinsverantwoordelikhede.

Die gebrek aan onderwys, werksgeleenthede en toegang tot dienste het baie mense van hulle selfrespek en die vermoë om na hulself om te sien, ontnem. Hierdie faktore noodsaak die behoefte aan bykomende ondersteuningsmeganismes ten einde mense in staat te stel om in 'n sekere graad van gerief en geborgenheid te lewe.

Toegang tot maatskaplike welsyn

4. Suid-Afrika het die veeleisende taak van sosio-politieke en ekonomiese hervorming onderneem. Hoewel 'n gesonde ekonomiese beleid en 'n goed georganiseerde arbeidsmark noodsaaklik is vir groei en werkskepping, is dit op sigself nie voldoende nie. Ten einde voordeel hieruit te trek moet Suid-Afrika in mense belê; dit wil sê die ontwikkeling van menslike kapitaal wat noodsaaklik is vir toenemende produktiwiteit en om mense uit armoede te lig. Internasionaal is bewys dat die effektiwste strategie om ekonomiese en maatskaplike welstand te verbeter uit drie elemente bestaan, naamlik: arbeidsabsorberende groei, investering in onderwys en gesondheidsorg, en maatskaplike ondersteuning vir arm en kwetsbare groepe.

5. Maatskaplike steun beperk die impak van die tekortkominge van die mark en beleid. Dit vergemaklik ook die oorgang wat baie werkers ondervind as gevolg van veranderinge aan werk- en lewensomstandighede, asook die verswakking van sosiale en gesinsnetwerke, deur die verskaffing van maatskaplike steunstelsels en bestaansbeveiliging.

Maatskaplikewelsynsbeleid en -programme wat voorsiening maak vir kontantoordragte, maatskaplike noodhulp, instaatstellende en ontwikkelingsgerigte dienste, verseker dat mense voldoende geldelike en maatskaplike beskerming geniet in tye van onder meer werkloosheid, siekte, swangerskap, kinderopvoeding, weduweenskap, ongeskiktheid, bejaardheid, ensovoorts. Maatskaplikewelsynsprogramme van hierdie aard dra by tot die ontwikkeling van menslike hulpbronne deur verarmde huishoudings in staat te stel om voldoende versorging vir hulle gesinslede te bied, veral vir kinders en diegene wat kwetsbaar is. Wanneer sodanige programme met kapasiteitsuitbouing gekombineer word, kan mense van die armoedestrik verlos word.

6. Verder ondervind vele mense probleme daarmee om situasies en oorgangstydperke in hulle lewens te hanteer, wat op hulle beurt weer 'n invloed op hulle maatskaplike funksionering het. Maatskaplikewelsynsprogramme om optimale maatskaplike funksionering te bevorder dra ook by tot mensehulpbrontwikkeling en maatskaplike stabiliteit.

7. Daar is egter sekere welsynsprogramme wat nie noodwendig die ontwikkeling van menslike kapitaal bevoordeel nie, maar wat uitdrukking gee aan die land se verbintenis tot mense- en maatskaplike regte. Hierdie programme is beskermende en ontwikkelingsgerigte dienste aan mense met spesiale behoeftes.

Die beleid van die verlede het maatskaplike disintegrasie en daaropvolgende maatskaplike probleme tot gevolg gehad. Maatskaplikewelsynsdienste kan aansienlik bydra tot die verbetering van maatskaplike integrasie.

Maatskaplike en ekonomiese ontwikkeling

8. Maatskaplike en ekonomiese ontwikkeling is twee interafhanklike en onderling versterkende prosesse. Billike maatskaplike ontwikkeling is die grondslag van ekonomiese vooruitgang, en ekonomiese groei is noodsaaklik vir maatskaplike ontwikkeling. Maatskaplike welsyn verwys na 'n geïntegreerde en omvattende stelsel van maatskaplike dienste, fasiliteite, programme en bestaansbeveiliging om maatskaplike ontwikkeling, maatskaplike geregtigheid en die sosiale funksionering van mense te bevorder.

Policy implications

9. Since resources are limited, trade-offs must be made between investment in economic growth and human resources, and investment in a social safety net. Welfare expenditure will only be able to expand as higher economic growth rates are achieved. The benefits of economic growth, however, should be equitably distributed through raising real per capita income and through social development programmes, which in turn will increase the capacity of individuals and families to meet their own needs.

This means that the high expectations of many people for the new democratic Government to deliver welfare services and programmes to address pressing needs cannot be fully met in the short-term. These expectations are a significant constraint and pose a great challenge to all parties to develop social security and social welfare programmes that are both sustainable and interlinked with other anti-poverty strategies.

SOCIAL WELFARE CONTEXT

10. The following critical problems have been identified within the welfare system:

Lack of national consensus

11. There is no national consensus on a welfare policy framework and its relationship to a national reconstruction and development strategy.

Disparities

12. Past welfare policies and programmes were inequitable, inappropriate and ineffective in addressing poverty, basic human needs and the social development priorities of all people.

13. Racial, gender, sectoral and geographic disparities have created significant distortions in the delivery system. In general, welfare service provision has an urban and a racial bias. Services are not always located in underprivileged communities and are therefore inaccessible to their members.

Fragmentation

14. The welfare system was administered by 14 different departments for the different population groups and homelands. This resulted in fragmentation, duplication, inefficiency and ineffectiveness in meeting needs. Each of these departments had their own procedures, styles of work, approaches and priorities.

There is a lack of inter-sectoral collaboration and of a holistic approach. This fragmentation is also reflected in social welfare legislation.

Participation

15. Citizen and stakeholder participation in decision-making on social welfare policies, programmes and priorities was not exercised fully and effectively. This resulted in a lack of legitimacy in the welfare system.

Inappropriate approach

16. The social service delivery system is organised along specialist lines. It is fragmented between a number of fields of service, which did not always allow for a holistic approach. The approach to service delivery is largely rehabilitative, it relies on institutional care and is not preventative and developmental. Welfare services are not accessible and responsive to the needs of all people.

There is a lack of personnel to address needs, especially in the rural provinces. Other categories of personnel are underutilised. Existing personnel are not trained in developmental approaches.

Beleidsimplikasies

9. Aangesien hulpbronne beperk is, moet kompromieë aangegaan word tussen investering in ekonomiese groei en menslike hulpbronne, en investering in 'n maatskaplike veiligheidsnet. Welsynsuitgawes sal slegs uitgebrei kan word indien 'n hoër ekonomiese groeikoers behaal word. Die voordele van ekonomiese groei behoort egter regverdig verdeel te word deur die reële *per capita*-inkomste te verhoog en deur middel van maatskaplike ontwikkelingsprogramme, wat op hulle beurt weer die kapasiteit van individue en gesinne sal vergroot om in hulle eie behoeftes te voorsien.

Dit beteken dat die hoë verwagtings van baie mense dat die nuwe demokratiese regering welsynsdienste en -programme sal voorsien om die dwingende behoeftes te hanteer, nie oor die kort termyn moontlik is nie. Hierdie verwagtings is 'n beduidende beperking en stel 'n groot uitdaging aan alle partye om bestaansbeveiliging en maatskaplikewelsynsprogramme te ontwerp wat sowel volhoubaar as verweef is met ander strategieë teen armoede.

MAATSKAPLIKEWELSYNSVERBAND

10. Die volgende kritiese probleme met die maatskaplikewelsynstelsel is geïdentifiseer:

Gebrek aan nasionale konsensus

11. Daar bestaan geen nasionale konsensus oor 'n welsynsbeleidsraamwerk en die verhouding daarvan tot 'n nasionale heropbou- en ontwikkelingstrategie nie.

Dispariteite

12. Welsynsbeleide en -programme van die verlede was onbillik, onvanpas en ondoeltreffend om armoede, basiese menslike behoeftes en die maatskaplike-ontwikkelingsprioriteite van alle mense te hanteer.

13. Ras-, geslags-, sektorale en geografiese dispariteite het aansienlike verwringing in die dienstestelsel geskep. Oor die algemeen het die voorsiening van welsynsdienste 'n stedelike en rasgebaseerde partydigheid. Dienste is nie altyd in mindergegoede gemeenskappe gevestig nie en is daarom nie vir hulle lede toeganklik nie.

Fragmentering

14. Die welsynstelsel was deur 14 verskillende departemente vir die verskillende bevolkingsgroepe en tuislande geadministreer. Die gevolg was fragmentering, duplisering, ondoeltreffendheid en ondoelmatigheid om in die behoeftes te voorsien. Elkeen van die departemente het hulle eie prosedures, werkwyses, benaderings en prioriteite gehad.

Daar bestaan 'n gebrek aan intersektorale medewerking en 'n holistiese benadering. Hierdie fragmentering word ook in die maatskaplikewelsynswetgewing weerspieël.

Deelname

15. Deelname van die landsburger en belanghebbendes aan besluitneming betreffende maatskaplikewelsynsbeleid, -programme en -prioriteite was nie ten volle en doeltreffend ten uitvoer gebring nie. Dit het gelei tot die welsynstelsel se gebrek aan legitimiteit.

Onvanpaste benadering

16. Die maatskaplike werkdienstleweringstelsel is volgens spesialiteitsvelde georganiseer. Dit het fragmentering tot gevolg wat nie altyd 'n holistiese benadering moontlik maak nie. Die diensleweringbenadering is hoofsaaklik rehabilitatief, dit steun op inrigtingversorging en is nie voorkomend en ontwikkelingsgerig nie. Welsynsdienste is nie toeganklik nie en reageer nie op die behoeftes van alle mense nie.

Daar is veral in die landelike gebiede 'n gebrek aan voldoende personeel om aan die behoeftes aandag te gee. Ander kategorieë van personeel word onderbenut. Bestaande personeel is nie in ontwikkelingsgerigte benaderings opgelei nie.

Lack of sustainable financing

17. In the past, social welfare programmes were not considered to be critical social investment priorities and were underresourced.

Lack of enabling environment

18. There is a lack of enabling legislation and taxation policies are not "welfare-friendly".

Partnership

19. South Africa has a fairly developed social security system and a rich institutional framework of welfare services delivered by non-governmental organisations, such as voluntary welfare organisations, religious organisations, non-governmental and community-based organisations and informal family and community networks. These organisations have expertise, infrastructure and other resources which could play a significant role in reconstruction and development.

In the past, all these service providers were not accorded equal status by the Government. Organisations in civil society which had a progressive stance were not acknowledged or integrated into the formal welfare system.

RESTRUCTURING PRIORITIES

20. The following restructuring priorities have been identified:

- (a) Building consensus about a national social welfare policy framework.
- (b) Creating a single national welfare department as well as provincial welfare departments and exploring the potential role of local government in service delivery.
- (c) The phasing out of all disparities in social welfare programmes.
- (d) Developing representative governance structures to build up the partnership between Government, organisations in civil society, religious organisations and the private sector.
- (e) Restructuring the partnership between stakeholders to develop a system which is socially equitable, financially viable, structurally efficient and effective in meeting the needs of the most disadvantaged sectors of the population, and to involve communities in planning and the delivery of services.
- (f) Legislative reform at all levels of Government.
- (g) Human resource development and the re-orientation of personnel where this is necessary towards establishing a developmental social welfare framework.
- (h) Restructuring and the rationalisation of the social welfare delivery system, towards a holistic approach, which will include social development, social functioning, social care, social welfare services and social security programmes.
- (i) Developing a financially sustainable welfare system.
- (j) Developing strategies and mechanisms to translate the aims, objectives and programmes of the Reconstruction and Development Programme into action in the welfare field. The development of intersectoral arrangements within the welfare sector and between the welfare sector and other Government departments is a key priority.

FORMAT OF THE DRAFT WHITE PAPER

This Draft White Paper deals with key substantive issues in the restructuring of social welfare services, programmes and social security.

The document is structured in two parts. The first part (Chapters 2 to 6) provides the overall framework and the instruments needed to deliver effective and appropriate services.

The substantive issues in the first part are: a national strategy; institutional arrangements; human resource development; legislation; and finance and budgeting.

Gebrek aan volhoubare finansiering

17. In die verlede is maatskaplikewelsynsprogramme nie as kritieke welsynsinvesteringsprioriteite beskou nie, en is dit ondervoorsien.

Gebrek aan 'n instaatstellende omgewing

18. Daar is 'n gebrek aan instaatstellende wetgewing en die belastingbeleid is nie "welsynsvriendelik" nie.

Vennootskap

19. Suid-Afrika beskik oor 'n redelik ontwikkelde bestaansbeveiligingstelsel en 'n ryke institusionele raamwerk van welsynsdienste wat gelewer word deur nie-regeringsorganisasies soos vrywillige welsynsorganisasies, kerklike organisasies, nie-regerings- en gemeenskapsgebaseerde organisasies en informele gesins- en gemeenskapsnetwerke. Hierdie organisasies het kundigheid, infrastruktuur en ander hulpbronne wat 'n beduidende rol in heropbou en ontwikkeling kan speel.

In die verlede het die Staat nie gelykwaardige status aan al hierdie diensverskaffers toegeken nie. Organisasies in die burgerlike samelewing met 'n progressiewe standpunt was nie erken of geïntegreer by die formele welsynstelsel nie.

PRIORITEITE VIR HEROPBOU

20. Die volgende prioriteite vir heropbou is geïdentifiseer:

- (a) Bereiking van konsensus rakende 'n nasionale maatskaplikewelsynsbeleidsraamwerk.
- (b) Die daarstelling van 'n enkele nasionale welsynsdepartement, provinsiale welsynsdepartemente en die ondersoek van die potensiële rol van plaaslike regering in dienslewering.
- (c) Die uitfasering van alle dispariteite in maatskaplikewelsynsprogramme.
- (d) Die ontwikkeling van verteenwoordigende beheerstrukture om die vennootskap tussen die Staat, organisasies in die burgerlike samelewing, kerklike organisasies en die private sektor te bou.
- (e) Herstrukturering van die vennootskap tussen belanghebbendes om 'n stelsel te ontwikkel wat maatskaplik billik, finansieel lewensvatbaar, struktureel doeltreffend en doelmatig is om in die behoeftes van die minderbevoorregte sektore van die bevolking te voorsien en om gemeenskappe te betrek by beplanning en dienslewering.
- (f) Wetgewende hervorming op alle vlakke van die regering.
- (g) Mensehulpbronontwikkeling en, waar nodig, die reoriëntering van personeel met die oog op 'n ontwikkelingsgerigte maatskaplikewelsynsraamwerk.
- (h) Herstrukturering en rasionalisering van die maatskaplikewelsynsdienstleweringstelsel, na 'n holistiese benadering, wat maatskaplike ontwikkeling, maatskaplike funksionering, maatskaplike sorg, maatskaplikewelsynsdienste en bestaansbeveiligingsprogramme insluit.
- (i) Die ontwikkeling van 'n finansieel volhoubare welsynstelsel.
- (j) Die ontwikkeling van strategieë en meganismes om die oogmerke, doelwitte en programme van die Heropbou- en Ontwikkelingsprogram op die welsynsterrein in aksie om te skakel. Die ontwikkeling van intersektorale reëlings op die welsynsterrein en tussen die welsynsektor en ander departemente is 'n hoofprioriteit.

FORMAAT VAN DIE KONSEPWITSKRIF

Hierdie Konsepwitskrif bevat wesentlike substantiewe kwessies vir die herstrukturering van maatskaplikewelsynsdienste, -programme en bestaansbeveiliging.

Die dokument is in twee dele gestruktureer. Die eerste deel (Hoofstukke 2 tot 6) voorsien die oorkoepelende raamwerk en hulpmiddele wat nodig is om doeltreffende en geskikte dienste te lewer.

Die substantiewe kwessies in die eerste deel is: 'n nasionale strategie; institusionele reëlings; mensehulpbronontwikkeling; wetgewing; en finansiering en begroting.

The second part (Chapters 7 and 8) focuses on the actual restructuring of the social service delivery system, that is, on social security and welfare services, to enhance social integration. These chapters set out the proposed programmes, guidelines and recommendations for future action. Section 1 in Chapter 8 focuses on the family and the life cycle: families, children, youth and ageing. Sections 2 and 3 address the needs and problems of women and persons with disabilities. The special needs and problems of individuals and families are addressed in Section 4, focusing on mental health, substance abuse, crime prevention through restorative justice, people with chronic illnesses and HIV/AIDS.

For descriptions of terms, please refer to the glossary.

CHAPTER 2: PROPOSED NATIONAL DEVELOPMENTAL SOCIAL WELFARE STRATEGY

VISION

1. A welfare system which facilitates the development of human capacity and self-reliance within a caring and enabling socio-economic environment.

MISSION

2. To serve and build a self-reliant nation in partnership with all stakeholders through an integrated social welfare system which maximizes its existing potential, and which is equitable, sustainable, accessible, people-centred and developmental.

SOCIAL WELFARE AND SOCIAL DEVELOPMENT

3. Social welfare refers to an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people.
4. Social welfare will bring about sustainable improvements in the well-being of individuals, families and communities.
5. 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 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.
6. The welfare of the population will not automatically be enhanced by economic growth. Economic development has to be accompanied by the equitable allocation and distribution of resources if it is to support social development. Social development and economic development are therefore interdependent and mutually reinforcing.

NATIONAL GOALS

7. The national goals of the proposed strategy are:
 - (a) To facilitate the provision of appropriate developmental social welfare services to all South Africans, especially those living in poverty, those who are vulnerable and those who have special needs. These services should include rehabilitative, preventative, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning.
 - (b) To promote and strengthen the partnership between Government, the community and organisations in civil society and in the private sector who are involved in the delivery of social services.
 - (c) To promote social development intrasectorally both within the welfare departments and in collaboration with other Government departments and non-governmental stakeholders.
 - (d) To give effect to those international conventions of the United Nations system which have been ratified by the Government of National Unity, and which are pertinent to developmental social welfare.
 - (e) To realise the relevant objectives of the Constitution and the Reconstruction and Development Programme (RDP).

Die tweede deel (hoofstukke 7 en 8) fokus op die werklike herstrukturering van die maatskaplikewelsynsdiensleweringstelsel, naamlik bestaansbeveiliging en welsynsdienste om sodoende maatskaplike integrasie te bevorder. In hierdie hoofstukke word die voorgestelde programme, riglyne en aanbevelings vir toekomstige optrede uiteengesit. Afdeling 1 in Hoofstuk 8 fokus op die gesin en die lewenskringloop: gesinne, kinders, die jeug en veroudering. In Afdelings 2 en 3 word die behoeftes en probleme van vroue en persone met gestremdhede bespreek. Die spesiale behoeftes en probleme van individue en gesinne word in Afdeling 4 behandel, en daar word gefokus op geestesgesondheid, dwelmmisbruik, misdaadvoorkoming by wyse van herstellende geregtigheid, mense met chroniese siektes en MIV/VIGS.

Vir omskrywing van terme raadpleeg asseblief die woordelys.

HOOFSTUK 2: VOORGESTELDE NASIONALE ONTWIKKELINGSGERIGTE MAATSKAPLIKEWELSYNSTRATEGIE

VISIE

1. 'n Welsynstelsel wat die ontwikkeling van menslike vermoëns en selfstandigheid binne 'n versorgende en instaatstellende sosio-ekonomiese omgewing fasiliteer.

MISSIE

2. Om 'n selfstandige nasie in vennootskap met al die belanghebbendes te dien en te bou deur middel van 'n geïntegreerde maatskaplikewelsynstelsel wat sy bestaande potensiaal maksimeer en wat billik, volhoubaar, toeganklik, mensgesentreerd en ontwikkelingsgerig is.

MAATSKAPLIKE WELSYN EN MAATSKAPLIKE ONTWIKKELING

3. Maatskaplike welsyns verwys na 'n geïntegreerde en omvattende stelsel van maatskaplike dienste, fasiliteite, programme en bestaansbeveiliging ten einde maatskaplike ontwikkeling, maatskaplike geregtigheid en die maatskaplike funksionering van mense te bevorder.
4. Maatskaplike welsyn sal volhoubare verbeteringe in die welstand van individue, gesinne en gemeenskappe tot stand bring.
5. Maatskaplike welsyn is intrinsiek verbind met ander maatskaplikediensstelsels waardeur in die behoeftes van mense voorsien word en waardeur mense strewe om hulle aspirasies te bereik. Maatskaplikewelsynsdienste en -programme is dus deel van 'n reeks van meganismes vir die bereiking van maatskaplike ontwikkeling soos gesondheid, voeding, onderwys, behuising, indiensneming, ontspanning, landelike en stedelike ontwikkeling en grondhervorming.
6. Die welsyn van die bevolking sal nie outomaties deur ekonomiese groei bevorder word nie. Ekonomiese ontwikkeling moet gepaard gaan met die billike toewysing en verspreiding van hulpbronne, indien dit maatskaplike ontwikkeling wil ondersteun. Maatskaplike ontwikkeling en ekonomiese ontwikkeling is derhalwe interafhanklik en versterk mekaar wedersyds.

NASIONALE DOELSTELLINGS

7. Die nasionale doelstellings van die voorgestelde strategie is die volgende:

- (a) Om die voorsiening van geskikte ontwikkelingsgerigte maatskaplike welsynsdienste aan alle Suid-Afrikaners te fasiliteer, veral diegene wat in armoede leef, kwetsbaar is en diegene wat spesiale behoeftes het. Hierdie dienste behoort rehabilitatiewe, voorkomende, ontwikkelingsgerigte, beskermende dienste, fasiliteite, bestaansbeveiliging, met inbegrip van maatskaplikennoodlenigingsprogramme, in te sluit, asook maatskaplikesorgprogramme en die versterking van maatskaplike funksionering.
- (b) Om die vennootskap tussen die Staat, die gemeenskap, organisasies in die burgerlike samelewing en die private sektor wat betrokke is by maatskaplikedienslewering te bevorder en te versterk.
- (c) Om maatskaplike ontwikkeling intrasektoraal sowel in die welsynsdepartemente as in samewerking met ander Staatsdepartemente en nie-regeringsbelangegroepes te bevorder.
- (d) Om uitvoering te gee aan daardie internasionale ooreenkomste van die Verenigde Nasies, wat deur die Regering van Nasionale Eenheid geratifiseer is, en wat tersaaklik is vir ontwikkelingsgerigte maatskaplike welsyn.
- (e) Om die tersaaklike doelstellings van die Grondwet en die Heropbou- en Ontwikkelingsprogram (HOP) te verwesenlik.

PRINCIPLES

Developmental social welfare policies and programmes will be based on the following guiding principles:

Securing basic welfare rights

8. The Government will create the conditions which will facilitate the progressive achievement of every citizen's right to social security and social welfare services through a combination of private and public financing methods.

Equity

9. Resources will be equitably distributed and should address racial, gender, geographic, urban/rural and sectoral disparities. Equality of opportunity and the social mobility of groups of people with special needs will also be fostered.

Non-discrimination

10. Social welfare services and programmes will promote non-discrimination, tolerance, mutual respect, diversity, and the inclusion of all groups in society. Women, children, the physically and mentally disabled, offenders, people with HIV/AIDS, the elderly, and people with homosexual or bisexual preferences will not be excluded.

Democracy

11. Appropriate and effective mechanisms will be created to promote the participation of the public and all welfare constituencies in decision-making about welfare policies and programmes which affect them.

Those constituencies which are unable to represent themselves, for example younger children and profoundly mentally impaired people, will be allowed to be represented by interest groups.

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 organisations.

Human Rights

12. Social welfare services and programmes will be based on respect for human rights and fundamental freedoms as articulated in Chapter 3 (Fundamental Rights) of the Constitution of the Republic of South Africa, 1993 (Act 200 of 1993).

Sustainability

13. Intervention strategies designed to address priority needs will be financially viable, cost efficient and effective.

Quality services

14. All social welfare programmes will strive for excellence and for the provision of quality services.

Transparency and accountability

15. All welfare organisations and institutions, both public and private, will be transparent and accountable at all levels, including levels of delivery.

Accessibility

16. Organisations and institutions will be easily accessible and responsive to all those in need. Barriers will be removed which have made it difficult or impossible for some people to participate equally in all spheres of life. Special training programmes will be provided to facilitate the development of accessible services.

BEGINSELS

Ontwikkelingsgerigte maatskaplikewelsynsbeleid en -programme sal op die volgende rigtinggewende beginsels gebaseer word:

Beveiliging van basiese welsynsregte

8. Die regering sal die omstandighede skep wat die progressiewe bereiking van elke landsburger se reg tot bestaansbeveiliging en maatskaplikewelsynsdienste sal fasiliteer by wyse van 'n kombinasie van private en openbare finansieringsmetodes.

Billikheid

9. Hulpbronne sal op 'n billike grondslag versprei word en moet aan ras-, geslags-, geografiese, stedelik/landelike en sektorale dispariteite aandag gee. Gelykheid van geleentheid en die maatskaplike beweeglikheid van groepe of mense met spesiale behoeftes sal ook bevorder word.

Nie-diskriminasie

10. Maatskaplikewelsynsdienste en -programme sal nie-diskriminasie, verdraagsaamheid, weder-sydse respek, verskeidenheid en die insluiting van alle groepe in die gemeenskap bevorder. Vroue, kinders, fisiese en geestesgestremde persone, oortreders, mense met MIV/VIGS, bejaardes en mense met homoseksuele en biseksuele voorkeure, sal nie uitgesluit word nie.

Demokrasie

11. Geskikte en doeltreffende meganismes sal geskep word om die deelname van die publiek en alle welsynsbelangegroepes aan die besluitneming rakende welsynsbeleid en -programme wat hulle raak, te bevorder.

Diegene wat nie in staat is om hulself te verteenwoordig nie, byvoorbeeld jong kinders en erg geestes-gestremde persone, sal toegelaat word om deur belangegroepes verteenwoordig te word.

Hierdie beginsels is nou verbonde aan die beginsel van die bevordering van die deelname van die publiek aan die lewering van maatskaplike programme en aan die bestuur van maatskaplikediensorganisasies.

Menseregte

12. Maatskaplikewelsynsdienste en -programme sal gegrond word op respek vir menseregte en fundamentele vryhede soos genoem in Hoofstuk 3 (Fundamentele Regte) in die Grondwet van die Republiek van Suid-Afrika, 1993 (Wet 200 van 1993).

Volhoubaarheid

13. Intervensiestrategieë wat ontwerp is om aan prioriteitsbehoefte aandag te gee sal finansiële lewensvatbaar, kostedoeltreffend en doeltreffend wees.

Kwaliteitsdienste

14. Alle maatskaplikewelsynsprogramme sal strewe na uitnemendheid en die voorsiening van kwaliteitsdienste.

Deursigtigheid en aanspreeklikheid

15. Alle welsynsorganisasies en -instellings, sowel openbare as privaatsektor, sal op alle vlakke, insluitende vlakke van dienslewering, deursigtig en aanspreeklik wees.

Toeganklikheid

16. Organisasies en instellings sal maklik toeganklik wees en gehoor gee aan almal wat in nood verkeer. Hindernisse wat dit moeilik of onmoontlik gemaak het vir sommige mense om op gelyke grondslag op alle vlakke van die lewe deel te neem, sal verwyder word. Spesiale opleidingsprogramme sal verskaf word om die ontwikkeling van toeganklike dienste te fasiliteer.

Appropriateness

17. 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 will be ensured for the benefit of future generations.

Ubuntu

18. The principle of caring for each other's well-being will be promoted, and a spirit of mutual support fostered. Each individual's humanity is ideally expressed through his or her relationship with others and theirs in turn through a recognition of the individual's humanity. Ubuntu means that people are people through other people. It also acknowledges both the rights and the responsibilities of every citizen in promoting individual and societal well-being.

AN AGENDA FOR ACTION

A national plan

19. A national plan of action for the next five years will be developed by the national and provincial departments of welfare, in consultation with all stakeholders including Government departments, to facilitate the shift towards a comprehensive, integrated, equitable, multidisciplinary and developmental approach in the welfare field. The Draft White Paper for Social Welfare will be used as a basis for the development of such a plan of action.

All the departments of welfare will be restructured in accordance with the vision, mission, goals, principles, approach and strategies outlined in this policy framework.

Universal access

20. Policies and programmes will be developed to ensure that every member of society can realise his or her dignity, safety and creativity. Every member of society who finds him- or herself in need of care will have access to support. Social welfare policies and legislation will facilitate universal access to social welfare services and social security benefits in an enabling environment.

A combination of public and private financing options will be harnessed to address the needs of all South Africans.

War on poverty

21. Social welfare policies and programmes will be developed which will be targeted at poverty prevention, alleviation and reduction and the development of people's capacity to take charge of their own circumstances in a meaningful way.

- (a) Individuals, families and households are particularly vulnerable to poverty in times of unemployment, ill health, maternity, child-rearing, widowhood, and old age. Disability in a family also increases the impact of poverty. Further, economic crises, political and social changes, urbanisation, disasters or social and political conflict and the displacement of people contribute to, or heighten the distress of poverty. Adequate social protection will be provided for people who are impoverished as a result of these events.
- (b) Poverty coincides with racial, gender and geographic or spatial determinants, and these will be taken into account in the targeting of programmes. While poverty is widespread throughout South Africa, African people are most affected. Women and children (particularly in female-headed households), people with special needs, and those living in rural areas, informal settlements and on farms are most at risk and will be assisted.
- (c) Poverty is often accompanied by additional social problems, such as family disintegration, adults and children in trouble with the law, and substance abuse. It is the combination of economic, social, and emotional deprivation which heightens the vulnerability of poor individuals and families. Appropriate programmes will be implemented to enhance social integration. Support and assistance (such as restoring dignity and self-esteem, the promotion of competence and empowerment programmes) will be provided for individuals and families to assist them to break out of the structural barriers which keep them in poverty.

Geskiktheid

17. Maatskaplikewelsynsprogramme, -metodes en -benaderings behoort geskik te wees en moet reageer op die verskeidenheid van maatskaplike, kulturele en ekonomiese omstandighede in gemeenskappe. Die volhoubare gebruik van die menslike, materiële en die aarde se natuurlike hulpbronne sal tot voordeel van toekomstige geslagte verseker word.

Ubuntu

18. Die beginsel om vir die welstand van andere te sorg sal bevorder word, en 'n gees van wedersydse ondersteuning sal gekweek word. Die menslikheid van elke individu word op ideale wyse uitgedruk deur middel van sy of haar verhouding met andere en hulle verhouding op sy beurt, deur die erkenning van die menslikheid van elke individu. Ubuntu beteken dat mense, mense is deur ander mense. Dit erken ook sowel die regte as die verantwoordelikhede van elke landsburger in die bevordering van die welstand van die individu en die gemeenskap.

'N AGENDA VIR AKSIE**'n Nasionale plan**

19. 'n Nasionale plan van aksie vir die volgende vyf jaar sal ontwikkel word deur die nasionale en provinsiale welsynsdepartemente, in oorleg met alle belanghebbendes, insluitende Staatsdepartemente, om die verskuiwing na 'n omvattende, geïntegreerde, billike, multidissiplinêre en ontwikkelingsgerigte benadering op die welsynsterrein te fasiliteer. Die Konsepwitskrif vir Maatskaplike Welsyn sal gebruik word as 'n basis vir die ontwikkeling van sodanige plan van aksie.

Alle welsynsdepartemente sal herstruktureer word in ooreenstemming met die visie, missie, doelstellings, beginsels, benadering en strategieë wat in hierdie beleidsraamwerk beskryf word.

Algemene toegang

20. Beleide en programme sal ontwikkel word om te verseker dat elke lid van die gemeenskap daartoe in staat is om sy of haar waardigheid, veiligheid en kreatiwiteit te verwesenlik. Elke lid van die samelewing wat 'n behoefte aan sorg ervaar, sal toegang hê tot ondersteuning. Maatskaplikewelsynsbeleid en -wetgewing sal algemene toegang tot maatskaplikewelsynsdienste en bestaansbeveiligingsvoordele in 'n instaatstellende omgewing fasiliteer.

'n Kombinasie van openbare en privaاتفinsieringsopsies sal ingespan word om die behoeftes van alle Suid-Afrikaners te hanteer.

Oorlog teen armoede

21. Maatskaplike welsynsbeleid en -programme sal ontwikkel word, wat gemik sal word op die voorkoming van armoede, die verligting en vermindering daarvan, en op die ontwikkeling van mense se kapasiteit om op 'n betekenisvolle wyse beheer van hulle eie omstandighede te neem.

- (a) Gedurende tye van werkloosheid, siekte, swangerskap, die grootmaak van kinders, weduweeskap en ouderdom is individue, gesinne en huishoudings in besonder kwetsbaar vir armoede. Gestremdheid in 'n gesin vermeerder ook die impak van armoede. Ekonomiese krisis, politieke en maatskaplike veranderings, verstedeliking, rampe of maatskaplike en politieke konflik en die verskuiwing van mense dra by tot of verhoog die graad van armoede. Voldoende maatskaplike beskerming sal aan mense verleen word wat as gevolg van bogemelde gebeure verarm is.
- (b) Armoede val saam met ras-, geslags- en geografiese of ruimtelike determinante, wat in berekening gebring sal word by die stel van mikpunte vir programme. Alhoewel armoede wydverspreid dwarsdeur Suid-Afrika voorkom, word swart mense die meeste geaffekteer. Die risiko is groter onder vroue en kinders (veral in huishoudings waar die vrou die hoof is), mense met spesiale behoeftes en diegene wat in landelike gebiede, informele nedersettings of op plase woon, en hulle sal gehelp word.
- (c) Armoede gaan dikwels gepaard met bykomende maatskaplike probleme soos gesinsverbrokkeling, volwassenes en kinders wat met die gereg bots en dwelmiddel-misbruik. Dit is die kombinasie van ekonomiese, maatskaplike en emosionele ontbering wat die kwetsbaarheid van arm individue en gesinne verhoog. Geskikte programme om maatskaplike integrasie te bevorder sal geïmplementeer word. Ondersteuning en hulp (soos die herstel van waardigheid, selfgating, die bevordering van bevoegdheid en bemagtigingsprogramme) sal aan individue en gesinne gebied word om hulle te help om diestrukturele hindernisse wat hulle in armoede hou, af te breek.

- (d) Poverty is often accompanied by low levels of literacy and a lack of capacity to access economic and social resources. The welfare departments' developmental social welfare programmes will build this capacity, facilitate access to resource systems through creative strategies, and promote self-sufficiency and independence.
- (e) Innovative strategies will be designed for vulnerable individuals and families to increase their capacity to earn a living through employment creation, skills development, access to credit and, where possible, through facilitating the transition from informal to formal employment. Special programmes will address the needs of vulnerable households and help them access both governmental and non-governmental employment programmes. Employment programmes for people with special needs will always be necessary and will be provided.
- (f) Poverty also places strains on household resources and on family and informal networks, which increase the need for formal social welfare services. Existing family and community networks will be developed and strengthened.
- (g) Poverty is one of the most important causes of hunger and malnutrition, which contribute to illness and disability.

Social welfare departments will incorporate nutritional objectives and activities into all their components. Food aid will be targeted at those vulnerable to malnutrition and at the socio-economically deprived in the form of supplementary feeding, public works, capacity building and other developmental programmes which will contribute to household food security. Welfare departments will co-operate with health departments in their supplementary feeding programmes for children and women. The nutritional needs of other vulnerable groups such as the elderly will also be addressed.

- (h) Structural poverty emanates from the economic, political and social organisation of society and requires an intersectoral response. The departments of welfare will collaborate with other Government and non-governmental organisations and institutions to develop an integrated response to poverty.
- (i) In view of the widespread rural poverty, a rural development strategy will be developed by the Department of Welfare in consultation with all the relevant role-players, which will increase the access of rural people to developmental social welfare programmes.

Achieving equity

22. All forms of discrimination in the social welfare system will be eliminated in accordance with Chapter 3 on fundamental rights in the Constitution of the Republic of South Africa, 1993 (Act 200 of 1993). Religious, cultural and language rights will be accommodated in accordance with the Constitution.

- (a) Creative strategies to address racial inequalities will be considered, e.g. taking services to the people; exploring the use of mobile units; bussing people to service points if this is cost-effective; networking between communities to find solutions; strategic planning and change management interventions; mediation and dispute resolutions; cross-cultural education; breaking down racial stereotypes, barriers and social distance between groups; and the exchange of resources.

National and provincial plans will be devised in consultation with stake-holders to phase out racial discrimination. Such plans will have detailed targets, time frames and monitoring procedures. Minimum criteria for the delivery of welfare services will also be developed.

- (b) Governmental and non-governmental organisations will create equal opportunities for people with disabilities. Appropriate programmes will be developed to enhance their independence and promote their integration into the mainstream of society.
- (c) Social welfare policies and programmes will be devised to become more gender-sensitive and to address the special needs and problems of women.

- (d) Armoede gaan dikwels gepaard met lae vlakke van geletterdheid en 'n gebrek aan die vermoë om toegang tot ekonomiese en maatskaplike hulpbronne te verkry. Die ontwikkelingsgerigte maatskaplikewelsynsprogramme van die welsynsdepartemente sal help om hierdie vermoëns uit te bou, om deur middel van skeppende strategieë die toegang tot hulpbronsistels te vergemaklik en selfgenoegsaamheid en onafhanklikheid te bevorder.
- (e) Vernuwende strategieë sal vir kwetsbare individue en gesinne ontwikkel word om hulle vermoëns te verhoog om 'n bestaan te maak te verbeter deur die skepping van werk, die ontwikkeling van vaardighede, toegang tot krediet en, waar moontlik, deur die fasilitering van die oorgang van informele na formele werk. Spesiale programme sal die behoeftes van kwetsbare huishoudings ondervang en hulle help om toegang te verkry tot beide Staats- en nie-regeringsopleidingsprogramme. Werkverskaffingsprogramme vir mense met spesiale behoeftes sal altyd nodig wees en sal voorsien word.
- (f) Armoede plaas druk op hulpbronne in die huishouding en op gesins- en informele netwerke wat die behoefte aan formele maatskaplikewelsynsdienste verhoog. Bestaande gesins- en gemeenskapsnetwerke sal ontwikkel en versterk word.
- (g) Armoede is een van die belangrikste oorsake van honger en wanvoeding wat tot siekte en gestremdheid bydra.
Maatskaplikewelsynsdepartemente sal doelstellings en aktiwiteite rakende voeding in al hulle komponente inkorporeer. Voedingshulp sal gemik wees op diegene wat kwetsbaar vir wanvoeding is en diegene wat op sosio-ekonomiese gebied benadeel is. Voedingshulp sal bestaan in die vorm van bykomende voeding, openbare werke, kapasiteitsuitbouing en ander ontwikkelingsgerigte programme wat daartoe sal bydra om sekuriteit betreffende voeding aan huishoudings te verskaf. Welsynsdepartemente sal met gesondheidsdepartemente saamwerk in hulle bykomende voedingsprogramme vir kinders en vroue. Die voedingsbehoefte van ander kwetsbare groepe, soos bejaardes, sal ook 'n teiken wees.
- (h) Strukturele armoede spruit voort uit die ekonomiese, politieke en maatskaplike organisasie van die gemeenskap en vereis intersektorale reaksie. Ten einde geïntegreerde reaksie op armoede te ontwikkel sal die welsynsdepartemente saamwerk met ander Staats- en nie-regeringsorganisasies en -instellings.
- (i) In die lig van die uitgebreide voorkoms van armoede in landelike gebiede, sal 'n landelike ontwikkelingsstrategie deur die Departement van Welsyn ontwikkel word in oorleg met al die tersaaklike rolspelers wat die toegang van landelike mense tot ontwikkelingsgerigte maatskaplikewelsynsprogramme sal vergroot.

Bereiking van billikheid

22. In ooreenstemming met Hoofstuk 3 oor fundamentele regte in die Grondwet van die Republiek van Suid-Afrika, 1993 (Wet 200 van 1993), sal alle vorms van diskriminasie in die maatskaplikewelsynstelsel verwyder word. Godsdienstige, kulturele en taalregte sal in ooreenstemming met die Grondwet geakkommodeer word.

- (a) Ten einde rasgebaseerde ongelykhede te hanteer, sal skeppende strategieë soos die volgende oorweeg word: die neem van dienste na die mens; die ondersoek van die gebruik van mobiele eenhede; die vervoer van mense na dienspunte indien dit kostedoeltreffend is; die skep van netwerke tussen gemeenskappe om oplossings te vind; strategiese beplanning en veranderingsbestuurintervensies; bemiddeling en beslegting van geskille; kruiskulturele onderwys; die afbreek van rasstereotipes; hindernisse en maatskaplike afstand tussen groepe; en die uitruil van hulpbronne.
Om rassediskriminasie uit die weg te ruim sal nasionale en provinsiale planne in oorleg met belanghebbendes ontwerp word. Sodanige planne sal gedetailleerde mikpunte, tydraamwerke en monitoringsprosedures bevat. Minimum kriteria vir welsynsdienslewering sal ook ontwikkel word.
- (b) Staats- en nie-regeringsorganisasies sal gelyke geleenthede vir mense met gestremdhede skep. Geskikte programme sal ontwikkel word om hulle onafhanklikheid te verhoog en hulle integrasie in die hoofstroom van die gemeenskap te bevorder.
- (c) Maatskaplikewelsynsbeleid en -programme sal opgestel word om meer geslags sensitief te wees en om die spesiale behoeftes en probleme van vroue te hanteer.

23. The national and provincial departments of welfare are committed to providing services while they orient themselves in new directions. The reorientation process will take place alongside the existing system and the new system will be phased in immediately.

A national collective responsibility

24. In view of fiscal constraints, low economic growth rates, rising population growth rates and the need to reconstruct social life in South Africa, the Government cannot accept sole responsibility for redressing past imbalances and meeting basic physical, economic and psycho-social needs. The promotion of national social development is a collective responsibility and the co-operation of civil society will be promoted.

- (a) The Government acknowledges the contributions of organisations in civil society in meeting social service needs and in promoting development. The promotion of civil society is critical in building a democratic culture. Civil society includes the formal welfare sector, which is State-subsidised, religious organisations delivering welfare services, non-governmental organisations, which are currently not state-subsidised (also referred to as the informal welfare sector), the business sector, and informal social support systems and community networks.
- (b) Corporate social investment programmes and occupational social services could make a valuable contribution. The trade unions already play a role in negotiating social benefits and services in the workplace.
- (c) Private social service practitioners (for example, social workers and psychologists) provide services for those people in need who are able to pay a fee for services.

The family

25. The family is the basic unit of society. Family life will be strengthened and promoted through family-oriented policies and programmes.

Restructuring the delivery system

26. Comprehensive, generic and integrated services will be provided.

- (a) Comprehensive services and programmes will be promoted which emphasise the relationship between the persons and his or her social environment.
- (b) The welfare system has in the past been dominated by rehabilitation and specialised interventions, which are necessary but not appropriate in all cases. There is scope for addressing rehabilitative needs through developmental interventions such as peer counselling. A balance will be struck between rehabilitative, protective, preventive and developmental interventions. Preventive programmes will focus on high risks groups who are vulnerable to particular social problems, such as children and youth at risk.
- (c) In view of resource constraints, appropriate generic services will be provided as far as possible. The types of services provided will be rationalised in order to address needs more comprehensively, appropriately, efficiently and effectively. This will be particularly relevant in underprivileged communities where decentralised service points will provide one-stop multi-purpose services.
- (d) Social welfare programmes will be subject to on-going evaluation and review in order to inform the process of restructuring the social welfare delivery system.

27. Organisations delivering specialised therapeutic services will deliver those services to specifically defined target groups. Specialist knowledge and skills will contribute to the general services through ongoing capacity-building programmes.

Specialist organisations also have a critical role to play in advocacy, policy formulation, the integrated planning of services, primary prevention programmes through public education, and in providing assistance with the development of appropriate community-based interventions in particular fields.

23. Die nasionale en provinsiale welsynsdepartemente is verbind tot dienslewering terwyl hulle hulself in nuwe rigtings oriënteer. Die reoriëntasieproses sal tesame met die bestaande stelsel plaasvind en die nuwe stelsel sal onmiddellik ingefaseer word.

'n Nasionale kollektiewe verantwoordelikheid

24. In die lig van fiskale beperkings, lae ekonomiese groeikoerse, stygende bevolkingsgroeikoerse en die behoefte aan die heropbouing van die maatskaplike lewe in Suid-Afrika, kan die Staat nie alleen daarvoor verantwoordelikheid aanvaar om die wanbalanse van die verlede reg te stel en in die basiese fisiese, ekonomiese en psigo-sosiale behoeftes te voorsien nie. Die bevordering van nasionale maatskaplike ontwikkeling is 'n kollektiewe verantwoordelikheid en die samewerking van die burgerlike samelewing sal bevorder word.

- (a) Die Staat erken die bydraes van organisasies in die burgerlike samelewing om te voorsien in die behoefte aan maatskaplike dienste en om ontwikkeling te bevorder. Om 'n demokratiese kultuur te bou is die bevordering van die burgerlike samelewing krities noodsaaklik. Die burgerlike samelewering sluit in die formele welsynsektor wat deur die Staat gesubsidieer word, godsdienstige organisasies wat welsynsdienste lewer, nie-regeringsorganisasies wat tans nog nie deur die Staat gesubsidieer word nie (wat ook die informele welsynsektor genoem word), die besigheidsektor, en informele maatskaplike steunstelsels en gemeenskapsnetwerke.
- (b) Korporatiewe maatskaplike investeringsprogramme en beroepsmaatskaplike dienste kan 'n waardevolle bydrae maak. Die vakbonde speel reeds 'n rol deur middel van onderhandelinge vir maatskaplike voordele en dienste in die werkplek.
- (c) Private maatskaplikedienstepraktisyns (soos byvoorbeeld maatskaplike werkers en sielkundiges) voorsien dienste aan daardie mens in nood wat in staat is om gelde vir die dienste te betaal.

Die gesin

25. Die gesin is die basiese eenheid van die gemeenskap. By wyse van gesinsgeoriënteerde beleid en programme sal die gesinslewe versterk en bevorder word.

Hersamestelling van die diensleweringstelsel

26. Omvattende, generiese en geïntegreerde dienste sal voorsien nie.

- (a) Omvattende dienste en programme wat die verhoudinge tussen die persoon en sy of haar maatskaplike omgewing benadruk, sal bevorder word.
- (b) Die welsynstelsel is gedomineer deur rehabilitatiewe en gespesialiseerde intervensies wat wel noodsaaklik is, maar wat nie in alle gevalle gepas is nie. Daar is geleentheid om rehabilitatiewe behoeftes deur middel van ontwikkelingsgerigte intervensies soos portuurgroepberaad te hanteer. 'n Balans tussen rehabilitatiewe, beskermende, voorkomende en ontwikkelingsgerigte intervensies sal gevind word. Voorkomende programme sal fokus op hoë risikogroepe wat vir besonderhede maatskaplike probleme kwetsbaar is soos kinders en die jeug wat 'n risiko loop.
- (c) In die lig van beperkte hulpbronne sal toepaslike generiese dienste so ver moontlik voorsien word. Ten einde behoeftes omvattender, geskikter, doeltreffender en doelmatiger te hanteer, sal die soort dienste wat aangebied word, gerasionaliseer word. Dit sal veral betrekking hê op minderbevoorregte gemeenskappe waar gedesentraliseerde dienspunte met eenstop-veeldoelige dienste voorsien sal word.
- (d) Maatskaplikewelsynsprogramme sal onderhewig wees aan deurlopende evaluasie en hersiening sodat die proses van die herstrukturering van die maatskaplike welsynstelsel toegelig word.

27. Gespesialiseerde terapeutiese dienste sal, deur organisasies wat sodanige dienste lewer aan spesifiek omskrewe teikengroepe aangebied word. Spesialiteitskennis en vaardighede sal bydra tot die algemene dienste by wyse van deurlopende kapasiteitsuitbouingsprogramme.

Spesialiteitsorganisasies het ook 'n belangrike rol om te vervul in voorspraak, beleidsformulering, die geïntegreerde beplanning van dienste, in primêre voorkomingsprogramme by wyse van publieke opvoeding en om die ontwikkeling van toepaslike gemeenskapsgebaseerde intervensies op bepaalde terreine toe te lig.

Community development

28. Community development strategies will address basic material, physical and psycho-social needs. The community development approach, philosophy, process, methods and skills will be used in strategies at local level to meet needs. The community development approach will also inform the reorientation of social welfare programmes towards comprehensive, integrated and developmental strategies.

29. Community development is multi-sectoral and multi-disciplinary. It is an integral part of developmental social welfare. The focus of community development programmes in the welfare field will be on the following:

- (a) The facilitation of the community development process.
- (b) The development of family-centred and community-based programmes.
- (c) The facilitation of capacity-building and economic empowerment programmes.
- (d) The promotion of developmental social relief and disaster relief programmes.
- (e) The facilitation of food aid programmes in emergency situations owing to disaster such as floods, fire, civil unrest or drought, or to alleviate acute hunger. Food aid of this nature will be a temporary measure until individuals and households can be incorporated into other social development programmes.
- (f) Voluntary participation in social and community programmes will be actively encouraged and facilitated.
- (g) Self-help groups and mutual aid support programmes will be facilitated where needed.
- (h) Advocacy programmes will be promoted.
- (i) The Government will facilitate institutional development with the focus on creating and/or strengthening existing Government institutions and organisations of civil society.
- (j) Appropriate public education and non-formal education programmes will be facilitated.
- (k) The promotion of community dispute resolution and mediation programmes will be embarked upon where needed. Training programmes will be provided.
- (l) The access of local communities to governmental and non-governmental resources to address needs will be facilitated.
- (m) Intersectoral collaboration will be promoted, while the separate functions of different sectors and Government departments will be acknowledged.

Increasing human resource capacity

30. A range of social development workers will be employed to address different needs and problems and to increase human resource capacity, particularly in underserved communities and rural areas.

Effective training programmes, accreditation systems and the definition of the roles and responsibilities of social workers and other categories of personnel will be developed. There will be scope for some social development workers to perform specialised roles while others will be more generic or development-oriented.

A task group will be established to develop volunteer programmes at national and provincial levels. These programmes will be developed in consultation with all stakeholders in order to increase human resource capacity in the delivery of developmental social welfare services and programmes.

A five-year strategic plan will be developed to reorientate personnel towards developmental approaches. All training institutions will also be encouraged to bring their programmes in line with the new national directions.

Promoting intersectoral collaboration

31. Mechanisms will be designed to facilitate intersectoral policy formulation, planning, monitoring and evaluation, co-ordination, and the definition of functions and responsibilities. The development of joint national and provincial strategies will be embarked upon as a matter of urgency in relation to particular social programmes.

Gemeenskapsontwikkeling

28. Gemeenskapsontwikkelingsstrategieë sal basiese materiële, fisiese en psigososiale behoeftes hanteer. Die gemeenskapsontwikkelingsbenadering, -filosofie, -proses, -metodes en -vaardighede sal gebruik word om strategieë op plaaslike vlak toe te lig ten einde in die behoeftes te voorsien. Die gemeenskapsontwikkelingsbenadering sal ook die reoriëntering van maatskaplikewelsynsprogramme tot omvattende, geïntegreerde en ontwikkelingsgerigte strategieë toelig.

29. Gemeenskapsontwikkeling is multisektoraal en multidissiplinêr van aard. Dit is 'n integrale deel van ontwikkelingsgerigte maatskaplike welsyn. Die fokus van gemeenskapsontwikkelingsprogramme op die welsynsterrein sal op die volgende wees:

- (a) Die fasilitering van die gemeenskapsontwikkelingsproses.
- (b) Die ontwikkeling van gesinsgesentreerde en gemeenskapsgebaseerde programme.
- (c) Die fasilitering van kapasiteitsuitbouing en ekonomiesebemagtigingsprogramme.
- (d) Die bevordering van ontwikkelingsgerigte maatskaplike noodlenings- en ramphulpverleningsprogramme.
- (e) Die fasilitering van voedselhulpprogramme gedurende noodsituasies as gevolg van rampe soos oorstromings, brande, burgerlike onrus, droogte of akute honger teen te werk. Voedselhulp van hierdie aard sal 'n tydelike maatreël wees totdat individue en huishoudings by ander maatskaplikeontwikkelingsprogramme ingesluit kan word.
- (f) Vrywillige deelname aan maatskaplike en gemeenskapsprogramme sal aktief aangemoedig en gefasiliteer word.
- (g) Selfhelpgroepe en wedersydse hulpprogramme sal, waar nodig, gefasiliteer word.
- (h) Voorspraakprogramme sal bevorder word.
- (i) Die Staat sal institusionele ontwikkeling fasiliteer gerig op die skepping en/of versterking van bestaande Staatsinrigting en organisasies van die burgerlike samelewing.
- (j) Geskikte openbare onderwys en nie-formele onderwysprogramme sal gefasiliteer word.
- (k) Waar nodig sal 'n aanvang gemaak word met die bevordering van programme vir die beslegting van geskille en vir bemiddeling in die gemeenskap. Opleidingsprogramme sal voorsien word.
- (l) Die toegang van plaaslike gemeenskappe tot Staats- en nie-regeringshulpbronne om behoeftes te hanteer sal gefasiliteer word.
- (m) Intersektorale samewerking sal bevorder word, terwyl die afsonderlike funksies van die verskillende sektore en Staatsdepartemente erken sal word.

Toenemende mensehulpbronnkapasiteit

30. 'n Verskeidenheid maatskaplikeontwikkelingswerkers sal in diens geneem word om aan verskillende behoeftes en probleme aandag te gee en om die mensehulpbronnkapasiteit te vermeerder, veral in gemeenskappe en landelike gebiede waar daar ondervoorsiening van dienste bestaan.

Doeltreffende opleidingsprogramme, akkrediteringstelsels en 'n omskrywing van die rolle en verantwoordelikhede van maatskaplike werkers en ander kategorieë van personeel sal ontwikkel word. Daar sal vir sommige maatskaplikeontwikkelingswerkers geleentheid wees om meer gespesialiseerde rolle te vervul, terwyl ander meer generies of ontwikkelingsgeoriënteerd sal wees.

'n Taakspan sal daargestel word om programme vir vrywilligers op nasionale en provinsiale vlak te ontwikkel. Hierdie programme sal in samewerking met alle belangegroepe ontwikkel word ten einde menslike hulpbronnkapasiteit in ontwikkelingsgerigte maatskaplikewelsynsdienste en -programme te vermeerder. 'n Vyfjaar strategiese plan sal ontwikkel word om personeel tot ontwikkelingsgerigte benaderings te reoriënteer. Alle opleidingsinrigtings sal ook aangemoedig word om hul programme in ooreenstemming te bring met die nuwe nasionale rigting.

Bevordering van intersektorale samewerking

31. Meganismes sal ontwerp word om intersektorale beleidsformulering, beplanning, kontrolering en evaluering, koördinerende en die omskrywing van funksies en verantwoordelikhede te fasiliteer. Die ontwikkeling van gesamentlike nasionale en provinsiale strategieë in verband met bepaalde welsynsprogramme, sal dringend in werking gestel word.

Such strategies will be negotiated by Government departments and other relevant non-governmental stakeholders. Intersectoral actions will take a variety of forms. They will be driven by different mandates, and may also be issue-related. Intrasectoral collaboration in the welfare field will also be developed.

The Department of Welfare will negotiate with other departments about the promotion of developmental social services and programmes in appropriate settings and particularly in health care and educational settings.

National information system

32. The national Department of Welfare in collaboration with all stakeholders will develop a National Information System for Social Welfare in order to inform policy formulation, planning and monitoring.

- (a) A sound and ethically designed methodology for data collection and capture will be agreed upon and implemented.
- (b) Information regarding welfare-specific needs, inequalities, and development backlogs will be collected.
- (c) Indicators of poverty and vulnerability will be based on data which provides a breakdown along racial, gender, sectoral and spatial lines. This sort of disaggregation of information is necessary in order to effectively address the inequities of the past. It does not validate past racial classification systems.
- (d) National and provincial data will be accessible and will be disseminated to all parties.
- (e) The National Information System for Social Welfare will as far as possible be compatible with information systems in other Government departments, in the provinces and of welfare stakeholders and especially with the RDP.
- (f) Social welfare departments will participate in developing the RDP's poverty and related social indicators.
- (g) The system will be implemented only after thorough consultation with all relevant stakeholders.

33. The social welfare information system will be developed to improve emergency preparedness planning through effective early warning and other information systems. The information system must facilitate the preparation of contingency planning to meet emergency needs.

Equitable and sustainable financing

34. A five-year strategic financial plan will be developed for social welfare. The following critical issues will be addressed in the strategic plan:

- (a) The equitable allocation of funds between the provinces to address disparities;
- (b) reprioritisation within existing social welfare programmes to redress racial discrimination in the delivery services;
- (c) the allocation of resources to address rural development needs;
- (d) structural efficiency in the welfare delivery system;
- (e) the reallocation of resources to identified social priorities, and in order to achieve a better balance in the financing of programmes to meet the wide range of needs identified in *Chapters 7 and 8*;
- (f) the phasing in of the financing of social welfare programmes which will be sustainable and based on approved business plans and performance audits; and
- (g) the mobilisation of additional development sponsorship for social welfare.

35. The Department of Welfare will, in its National Plan of Action for the next 5 years, formulate a strategy which will ensure that, within the total allocation for the Welfare Function, the allocation to social welfare services and development will be increased in real terms in order to redress the underfunding of this component.

36. Negotiations will be undertaken with labour and business to facilitate a better synergy between private, work-related social insurance and public social assistance programmes.

37. Strategies will be developed to increase employment opportunities for particular target groups.

Staatsdepartemente en ander tersaaklike nie-regeringsbelanghebbendes sal onderhandel oor sodanige strategieë. Intersektorale optrede sal 'n verskeidenheid vorme aanneem. Strategieë sal deur verskillende mandate gedryf word, en kan ook vraagstukverwant wees. Intrasektorale samewerking op die welsynsterrein sal ook ontwikkel word.

Die Departement van Welsyn sal met ander departemente onderhandel oor die bevordering van ontwikkelingsgerigte maatskaplike dienste en programme in toepaslike omgewings en veral in gesondheids- en opvoedkundige omgewings.

Nasionale inligtingstelsel

32. Die nasionale Departement van Welsyn sal in samewerking met alle belangegroepe 'n nasionale inligtingstelsel vir maatskaplike welsyn ontwikkel ten einde toeligtig oor beleidformulering, beplanning en kontrolering te gee.

- (a) Daar sal oor 'n betroubare en eties ontwerpte metodologie vir datainsameling ooreengekom word en dit sal geïmplementeer word.
- (b) Inligting oor spesifieke welsynsbehoeftes, ongelykhede en ontwikkelingsagterstande sal ingesamel word.
- (c) Aanwysers oor armoede en kwetsbaarheid sal gebaseer word op data wat onderverdeel is in ras-, geslags, sektorale en ruimtelike gebiede. Hierdie soort onderverdeling van inligting is nodig om die ongelykhede van die verlede doeltreffend te hanteer. Dit maak nie die rasseklassifikasiesistelsel van die verlede geldig nie.
- (d) Nasionale en provinsiale data sal toeganklik wees vir en versprei word aan alle partye.
- (e) Die Nasionale Inligtingstelsel vir Maatskaplike Welsyn sal sover moontlik aanpasbaar wees by inligtingstelsels in ander Staatsdepartemente, veral die HOP, asook die stelsels van die provinsies en welsynsbelanghebbendes.
- (f) Maatskaplikewelsynsdepartemente sal saamwerk in die ontwikkeling van die HOP se armoede- en verwante maatskaplike aanwysers.
- (g) Die stelsel sal slegs na deeglike oorlegpleging met alle tersaaklike belanghebbendes toegepas word.

33. Die maatskaplikewelsynsinligtingstelsel sal ontwikkel word om beplanning vir noodgevalparaatheid te verbeter by wyse van doeltreffende vroeë waarskuwings- en ander inligtingstelsels. Die inligtingstelsel moet die voorbereiding van gebeurlikheidsbeplanning om aan noodgevalbehoeftes te voldoen, fasiliteer.

Billike en volhoubare finansiering

34. 'n Vyfjaar-strategiese finansieringsplan sal vir maatskaplike welsyn ontwikkel word. Die volgende kritiese vraagstukke sal in die strategiese plan hanteer word:

- (a) Billike toedeling van fondse vir die provinsies om dispariteite te hanteer;
- (b) herprioritisering binne bestaande maatskaplikewelsynsprogramme om rassediskriminasie in dienslewering reg te stel;
- (c) toewysing van hulpbronne om landelike ontwikkelingsbehoeftes te hanteer;
- (d) strukturele doelmatigheid in die welsynsdienleweringstelsel;
- (e) hertoewysing van hulpbronne om maatskaplike prioriteite te identifiseer en om 'n beter balans te bereik in die finansiering van programme om in die wye reeks behoeftes, soos geïdentifiseer in Hoofstukke 7 en 8 te voorsien;
- (f) infassering van die finansiering van maatskaplikewelsynsprogramme wat volhoubaar sal wees en gegrond sal wees op goedgekeurde besigheidsplanne en prestasie-oudits; en
- (g) mobilisering van bykomende ontwikkelingsborgskappe vir maatskaplike welsyn.

35. Die Departement van Welsyn sal in sy Nasionale Plan van Aksie vir die volgende vyf jaar 'n strategie formuleer wat sal verseker dat, binne die totale toewysing vir die welsynfunksie, die toewysing vir maatskaplikewelsynsdienste en ontwikkeling in reële terme verhoog sal word ten einde die onderbefondsing van hierdie komponent reg te stel.

36. Onderhandelings sal aangegaan word met die georganiseerde arbeid en die besigheidswêreld om beter samewerking tussen private, werkverwante bestaansbeveiliging en openbare maatskappylike-bystandsprogramme te bewerkstellig.

37. Strategieë sal ontwikkel word om werkgeleenthede vir spesifieke teikengroepe te vermeerder.

Restructuring social security

38. The following key programmes, guidelines and recommendations will be implemented to restructure the social security system:

- (a) Social assistance programmes will be made more efficient through the rationalisation of the system. A uniform social grants system is being created which involves legislative changes, the development of uniform regulations, the rationalisation of computer systems and the development of a national social grants register and automated finger print technology. In addition, all beneficiaries at provincial level will be re-registered with a view to integrating them into a national social grants register. These measures will contribute to the administrative and financial efficiency of the system.
- (b) A representative unit will be set up to identify groups of beneficiaries who could be absorbed into public works and other employment programmes.
- (c) Social assistance to the elderly will be provided in the form of old age grants. Eligibility will be determined by a means test. A more adequate social insurance strategy is needed. Employers and employees will be encouraged to contribute more effectively to retirement. The Department of Welfare will advocate compulsory retirement provision by all employees in formal employment. The Government will also negotiate with stakeholders to ensure that retirement contributions are fully transferable when changing employment.
- (d) A scheme will be initiated for self-employed people and the possibilities of a national savings scheme will also be explored.
- (e) Uniform, simplified and more effective assessment procedures for grants for people with disabilities are being developed. A process will be set in motion to identify the problems in the interface between public and private workrelated benefits in order to relieve the pressure on Government.
- (f) An intersectoral commission will be established to investigate sustainable and affordable options of social security provision for families and children. The private maintenance system will need to be revised.
- (g) The foster care system will be reviewed.
- (h) Social and disaster relief programmes will be provided.

Refer to Chapter 7.

Programmes to enhance social integration

39. A National Programme of Action for South African Families, Children and Youth will be developed in partnership with stakeholders, which will provide the comprehensive framework for policy, planning, legislation and social programmes.

40. Programmes for the elderly will be designed to enable them to live an active, healthy and independent life for as long as possible. The focus of social programming will be on social security, addressing the need for affordable accommodation and social programmes to promote social integration. Community care options will be promoted. Government has the responsibility to provide for the needs of disadvantaged, destitute and frail elderly persons. Racial inequity in the delivery of services will be terminated immediately.

41. Programmes in the welfare field to address the needs of women will focus on:

- (a) Strategies to counteract abuse and violence. Supportive services for individuals and families will be provided.
- (b) Capacity building, economic empowerment and community development programmes will be embarked upon to address poverty.
- (c) Welfare programmes will be reorientated to become more gender-sensitive.

42. The Department of Welfare will participate in a co-ordinated national intersectoral strategy to facilitate the meeting of the needs and the promotion of the rights of people with physical and mental disabilities.

Herstrukturering van bestaansbeveiliging

38. Vir herstrukturering van bestaansbeveiliging sal die volgende sleutelprogramme, riglyne en aanbevelings geïmplementeer word:

- (a) Maatskaplikehulpprogramme sal meer doelmatig gemaak word deur middel van die rasionalisering van die stelsel. 'n Eenvormige maatskapliketoelaestelsel word geskep wat insluit wetsveranderings, die ontwikkeling van eenvormige regulasies, rasionalisering van die rekenaarstelsel en die ontwikkeling van 'n nasionale maatskaplike toelaeregister en geoutomatiseerde vingerafdruktegnologie. Daarbenewens sal alle begunstigdes op provinsiale vlak herregistreer word met die oog daarop om hulle in 'n nasionale maatskaplike-toelaeregister te integreer. Hierdie maatreëls sal bydra tot die administratiewe en finansiële doeltreffendheid van die stelsel.
- (b) 'n Verteenwoordigende eenheid sal saamgestel word om groepe begunstigdes te identifiseer wat in openbarewerke- en ander indiensnemingsprogramme opgeneem kan word.
- (c) Maatskaplike bystand vir bejaardes in die vorm van ouderdomspensioene sal voorsien word. 'n Middeltoets sal toegepas word om vas te stel of die aansoeker kwalifiseer. 'n Meer doelmatige bestaansbeveiligingstrategie is nodig. Werkgewers en werknemers sal aangemoedig word om doeltreffender tot pensioene by te dra. Die Departement van Welsyn sal verpligte pensioenvoorsiening by alle werkers wat formeel in diens is, bepleit. Die Staat sal ook met belanghebbendes onderhandel om te verseker dat bydraes tot 'n pensioen ten volle oordraagbaar is wanneer van werk verander word.
- (d) Daar sal begin word met 'n skema vir mense wat selfgeëmployeerd is, en die moontlikhede van 'n nasionale 'spaarskema' sal ook verken word.
- (e) Eenvormige, vereenvoudigde en doeltreffender beoordelingsprosedures vir toelaes vir mense met gestremdhede word ontwikkel. 'n Proses sal in werking gestel word om die probleme in die koppelvlak tussen openbare en private werksverwante voordele te identifiseer om sodoende die druk op die Staat te verminder.
- (f) 'n Intersektorale kommissie sal aangestel word om volhoubare en bekostigbare opsies van maatskaplike bystand vir gesinne en kinders te ondersoek. Dit is nodig om die private onderhoudstelsel te hervorm.
- (g) Die pleegsorgstelsel sal hersien word.
- (h) Maatskaplike en rampnoodlenigingsprogramme sal voorsien word.

Sien Hoofstuk 7

Programme om maatskaplike integrasie te verhoog

39. 'n Nasionale Program van Aksie vir Suid-Afrikaanse Gesinne, Kinders en die Jeug sal in samewerking met belanghebbendes ontwikkel word en dit sal 'n omvattende raamwerk vir beleid, beplanning, wetgewing en maatskaplike programme voorsien.

40. Programme sal vir bejaardes ontwikkel word om hulle in staat te stel om so lank as moontlik 'n aktiewe, gesonde en onafhanklike lewe te lei. Die fokus van maatskaplike programmering sal val op bestaansbeveiliging, om aandag te gee aan die behoefte aan bekostigbare akkommodasie en maatskaplike programme om maatskaplike integrasie te bevorder. Gemeenskapsversorgingsopsies sal bevorder word. Die Staat het die verantwoordelikheid om in die behoeftes van minderbevoorregte, benadeelde en verswakte bejaarde persone te voorsien. Onbillikheid gebaseer op ras in dienslewering sal onmiddellik beëindig word.

41. Die fokus van programme op die welsynsterrein om behoeftes van vroue te hanteer sal op die volgende wees:

- (a) Strategieë om misbruik en geweld teen te werk. Ondersteuningsdienste sal aan individue en gesinne voorsien word.
- (b) Kapasiteitsuitbouings-, ekonomiesebemagtigings- en gemeenskapsontwikkelingsprogramme sal van stapel gestuur word om armoede te hanteer.
- (c) Welsynsprogramme sal gereoriënteer word om meer geslags sensitief te wees.

42. Die Departement van Welsyn sal deelneem aan 'n gekoördineerde nasionale intersektorale strategie om voorsiening in die behoeftes en die bevordering van die regte van mense met fisiese en geestesgestremdhede te fasiliteer.

43. A preventative, restorative and developmental approach to the delivery of mental health services will be promoted. The focus will be on people who are at risk as regards mental disorders and handicaps, those experiencing mental health problems and victims of violence. A permanent intersectoral mental health policy structure will be initiated.

44. Appropriate information, education, development and preventative programmes will be developed to promote a healthy life style free of substance abuse. Strategies will be developed to curb the demand for abusive substances.

45. Appropriate social service programmes will be provided for offenders, victims of crime and their families, where needed, in order to promote their integration into society. A transformation of the child and youth care system has been embarked upon, including aspects such as youth justice and residential and community care programmes.

46. The social and economic impact of chronic illness on adults and children is generally acknowledged. Roleplayers in the welfare field will co-operate with the Department of Health and other departments to co-ordinate programmes and to address needs intersectorally. The welfare departments will facilitate the meeting of needs through social support services. Consideration must be given to the reorientation of social work services in health care settings towards a developmental approach.

47. Programmes to address the impact of HIV/AIDS on individuals and families will focus on vulnerable groups such as young people, women, migrant workers, homosexuals, single parents, orphans, children of parents who are AIDS-ill, and dependants. An analysis will be conducted of the impact of HIV/AIDS on the welfare system.

Refer to Chapter 8 for a further discussion of programmes to enhance social integration.

48. Statutory/protective services to administer welfare and related legislation. At present the Department of Welfare administers 15 welfare laws.

Refer to Chapter 5 for details on the legislative programme.

CHAPTER 3: INSTITUTIONAL ARRANGEMENTS

SITUATION ANALYSIS

Government sector

1. Previously, welfare functions were combined with health and/or were split across various other Government departments. This led to fragmentation of the welfare function and a lack of acknowledgement by Government of the role of social welfare services in promoting social development.

At present, responsibility for social welfare is located in the national and provincial departments of welfare in terms of the Constitution of the Republic of South Africa, 1993 (Act 200 of 1993).

Social welfare is not a function of local government according to the Constitution, but welfare services have, to a limited extent, also been rendered by local authorities under the former Government. Approximately 110 social workers are employed nationally by the former Black Local Authorities and other local authorities.

Other Government departments are partners in service delivery, such as the Departments of Correctional Services, Health, Justice, Education, Labour, Public Works, Housing and Sport and Recreation. In addition, departments such as the South African National Defence Force (SANDF) and the South African Police Services (SAPS) render social services to their employees.

There are also Government departments which provide financing for community-based organisations (CBOs) whose functions are closely aligned with those of the Department of Welfare.

Duplication and fragmentation both within and between Government departments is due to confusion about roles and responsibilities. Mechanisms for collaborative policy development, planning and funding are either lacking or inadequate.

43. 'n Voorkomende, herstellende en ontwikkelingsgerigte benadering tot die lewering van geestesgesondheidsdienste sal bevorder word. Die fokus sal wees op mense wat die risiko loop om geestesongesteldhede en -gestremdhede te ontwikkel, diegene wat geestesgesondheidsprobleme ondervind, en slagoffers van geweld. 'n Permanente intersektorale geestesgesondheidsbeleidstruktuur sal ingestel word.

44. Geskikte inligtings-, onderwys, ontwikkelings- en voorkomende programme sal ontwikkel word om 'n gesonde lewenstyl, vry van dwelmmisbruik, te bevorder. Strategieë sal ontwikkel word om die vraag na gewoontevormende middels aan bande te lê.

45. Geskikte maatskaplikediensprogramme sal bevorder word vir oortreders, slagoffers van misdaad en hulle gesinne, waar nodig, ten einde hulle integrasie in die samelewing te bevorder. Daar is reeds begin met die transformasie van die kinder- en jeugsorgstelsel, wat jeuggeregtigheds-, residensiële- en gemeenskapsorgprogramme insluit.

46. Die maatskaplike en ekonomiese impak van chroniese siektes by volwassenes en kinders word erken. Rolspelers op die welsynsterrein sal met die Departement van Gesondheid en ander departemente saamwerk om programme te koördineer en om op intersektorale wyse aan behoeftes aandag te gee. Die welsynsdepartemente sal die voldoening aan behoeftes fasiliteer by wyse van maatskaplikebystandsdienste. Oorweging moet geskenk word aan die reoriëntering van maatskaplike-werkdienste in gesondheidsorgomgewings na 'n ontwikkelingsgerigte benadering.

47. Programme om die impak van MIV/VIGS by individue en gesinne te hanteer sal fokus op kwetsbare groepe soos die jeug, vroue, trekarbeiders, homoseksuele mans, enkelouers, weeskinders, kinders van ouers wat siek is weens VIGS, en afhanklikes. 'n Analise om die impak van MIV/VIGS op die welsynstelsel te bepaal sal onderneem word.

Sien Hoofstuk 8 vir 'n verdere bespreking van programme om maatskaplike integrasie te bevorder.

48. Statutêre beskermende dienste om welsyn en verwante wetgewing te administreer. Tans administreer die Departement van Welsyn 15 welsynswette.

Sien Hoofstuk 5 vir besonderhede oor wetgewende programme.

HOOFSTUK 3: INSTITUSIONELE REËLINGS

SITUASIE-ANALISE

Die Staatsektor

1. Voorheen was welsynsfunksies gekombineer met gesondheid en/of verdeel tussen verskeie ander Staatsdepartemente. Dit het gelei tot fragmentering van die welsynsfunksie en 'n gebrek van erkenning deur die Regering van die rol van maatskaplikewelsynsdienste in die bevordering van maatskaplike ontwikkeling.

Tans berus die verantwoordelikheid vir maatskaplike welsyn ingevolge die Grondwet van die Republiek van Suid-Afrika, 1993 (Wet 200 van 1993), by die nasionale en provinsiale departemente van welsyn.

Maatskaplike welsyn is nie volgens die Grondwet 'n funksie van plaaslike regering nie, maar welsynsdienste is ook in beperkte mate onder die voormalige regering deur plaaslike owerhede gelewer. Ongeveer 110 maatskaplike werkers is nasionaal in diens van die voormalige swart en ander plaaslike owerhede.

Ander Staatsdepartemente is vennote in dienslewering soos die Departemente van Korrektiewe Dienste, Gesondheid, Justisie, Opvoeding, Arbeid, Openbare Werke, Behuising en Sport en Ontspanning. Daarbenewens lewer departemente soos die Suid-Afrikaanse Nasionale Weermag (SANW) en die Suid-Afrikaanse Polisiediens (SAPD) maatskaplikewerkdienste aan hulle werknemers.

Daar is ook departemente wat finansiering verskaf aan gemeenskapsgebaseerde organisasies (GGO's) wie se funksies ten nouste by die van die Departement van Welsyn inskakel.

Duplisering en fragmentering, sowel binne as tussen Staatsdepartemente, lei tot verwarring oor rolle en verantwoordelikheid. Meganismes vir medewerkende beleidsontwikkeling, -beplanning en -befondsing ontbreek of is onvoldoende.

Civil society

2. The welfare sector has a large institutional infrastructure rooted in civil society. A rich tradition of involvement on the part of civil society and an organisational resource base have been built up over decades.

No accurate statistics are available of the numbers of non-governmental organisations (NGOs) which currently deliver social services and development programmes. It is *estimated* that there are up to 10 000 organisations in civil society which have a welfare and development focus. They are based either in the formal welfare sector (that is, welfare organisations which are government subsidised and religious organisations delivering welfare services, some of which are government-subsidised), or in what is popularly referred to as the informal welfare sector (non-governmental organisations and community-based organisations which are currently not government-subsidised). Informal social networks exist which provide tangible and intangible resources and social support. These consist of networks such as family, friends, neighbours and indigenous helping systems e.g. self-help groups, and spiritual and customary networks.

The formal welfare sector

3. There are approximately 4 800 organisations which are registered in terms of the Fund-raising Act, 1978, and 2 400 organisations which are registered as welfare organisations in terms of the National Welfare Act, 1978. Further, the majority of registered welfare organisations are government-subsidised though they raise substantial proportions of their budgets themselves. Welfare organisations provide direct social services for particular target groups such as children and families, family life services, services in regard to problems related to substance abuse and mental health, and services to offenders and their families. This sector has a developed infrastructure, skills and resources, which have grown up over many years.

Most welfare organisations are affiliated to the 26 national councils, which are constituted on the basis of their specialised fields of service, their religious orientation, the social relief and development they may offer, or the fact that they are women's organisations. Roughly half of the national council operating budget is financed and the rest is raised through fund-raising programmes.

National councils provide the following services to their affiliates:

Co-ordination of services; representation of affiliates on national and provincial structures; human resource development; marketing and public education; professional support services and organisational development; fundraising; development of new services; and policy and programme development.

Extensive social services, facilities and development programmes are also rendered by some religious communities. About 40% of welfare services delivered by religious organisations are registered as welfare organisations. Religious welfare organisations also receive Government subsidies for some of their programmes. There are no accurate statistics of the number of religious organisations rendering welfare services and how much they contribute financially to social welfare. This contribution is however considered to be substantial.

The majority of services are residential and non-residential services such as homes for the aged, children's homes, care of the terminally ill, homes for unmarried mothers, creches, and special schools for the handicapped and the destitute. Other programmes which are offered include social relief and development; reconciliation and justice; counselling; and alcohol and drug services.

The informal welfare sector

4. A substantial non-governmental (NGO) sector has developed in South Africa, with its roots in the anti-apartheid movement. These organisations pioneered people-centred development strategies, identified gaps in the delivery system which they attempted to fill, and lobbied for policies to effect fundamental social, economic and political changes. NGOs are funded almost exclusively by foreign donors; their future is uncertain as new partnerships and funding policies develop. NGOs are involved in direct service delivery and development programmes in various areas of social welfare.

Burgerlike samelewing

2. Die welsynsektor het die grootste institusionele infrastruktuur in die burgerlike samelewing. 'n Ryke tradisie van gemoeidheid met die burgerlike samelewing en 'n organisatoriese hulpbronnabasis is oor 'n tydperk van dekades opgebou.

Geen akkurate statistiek is beskikbaar oor die aantal nie-regeringsorganisasies (NRO's) wat tans maatskaplike dienste lewer en ontwikkelingsprogramme aanbied nie. Na raming is daar tot 10 000 organisasies in die burgerlike samelewing met 'n welsyns- en ontwikkelingsfokus. Hulle is gesetel in die formele welsynsektor (dit wil sê welsynsorganisasies wat deur die Staat gesubsidieer word, godsdienstige organisasies met welsynsdienstelevering, waarvan sommige gesubsidieer word deur die Staat), en wat algemeen bekend staan as die informele welsynsektor (nie-regeringsorganisasies en gemeenskapsgebaseerde organisasies wat tans nie deur die Staat gesubsidieer word nie). Informele maatskaplike netwerke bestaan wat tasbare en nie-tasbare hulpbronne en maatskaplike ondersteuning bied. Dit is netwerke soos familie, vriende, bure en inheemse hulpstelsels soos selfhelpgroepe, geestelike en gewoontenetwerke.

Die formele welsynsektor

3. Daar is ongeveer 4 800 organisasies ingevolge die Wet op Fondsinsameling, 1978, geregistreer en 2 400 organisasies wat ingevolge die Nasionale Welsynswet, 1978, geregistreer is. Voorts word die meerderheid van geregistreerde welsynsorganisasies deur die Staat gesubsidieer alhoewel hulle 'n aansienlike deel van hulle begrotings self insamel. Welsynsorganisasies voorsien direkte maatskaplike dienste aan spesifieke teikengroepe soos dienste aan kinders en gesinne, gesinslewedienste, dienste betreffende probleme wat verband hou met dwelmmisbruik, geestesgesondheid en dienste aan oortreders en hulle gesinne. Hierdie sektor beskik oor 'n ontwikkelde infrastruktuur, vaardighede en hulpbronne wat oor 'n tydperk van baie jare aangegroei het.

Die meeste welsynsorganisasies is geaffilieer met die 26 nasionale rade wat saamgestel is op grond van hulle gespesialiseerde diensvelde, hulle godsdienstige oriëntering, die maatskaplike hulpverlening en ontwikkeling wat hulle aanbied, en sommige is vroueorganisasies. Ongeveer die helfte van nasionale rade se bedryfsbegroting word gesubsidieer en die res word by wyse van fondsinsamelingsprogramme geïen.

Nasionale rade verskaf die volgende dienste aan hulle geaffilieerdes:

Koördinerings van dienste; verteenwoordiging van hulle geaffilieerdes op nasionale en provinsiale strukture; mensehulpbronnontwikkeling; bemaking en openbare onderwys; professionele bystandsdienste en organisatoriese ontwikkeling; fondsinsameling; ontwikkeling van nuwe dienste en beleid; en programontwikkeling.

Uitgebreide maatskaplike dienste, fasiliteite en ontwikkelingsprogramme word ook deur sommige godsdienstige gemeenskappe gelewer. Ongeveer 40% van welsynsdienstelevering deur godsdienstige organisasies is as welsynsorganisasies geregistreer. Godsdienstige welsynsorganisasies ontvang 'n Staatsubsidie vir sommige van hulle programme. Daar is geen akkurate statistiek oor die aantal godsdienstige organisasies wat welsynsdienste lewer, en hoeveel hulle finansiële tot maatskaplike welsyn bedra nie. Hierdie bydrae word egter as aansienlik beskou.

Die meeste dienste is residensieel en nie-residensieel soos tehuise vir bejaardes, kinderhuise, versorging van terminale siekes, tehuise vir ongehuide moeders, crèches en spesiale skole vir gestremdes en noodduftige persone. Ander programme wat aangebied word sluit in maatskaplike hulpverlening en ontwikkeling; versoening en geregtigheid; berading en dienste met betrekking tot alkohol en dwelms.

Die informele welsynsektor

4. 'n Aansienlike nie-regeringsorganisasiesektor (NRO's) het in Suid-Afrika ontwikkel, met sy wortels in die anti-apartheidsbeweging. Hierdie organisasies was baanbrekers met mensgesentreerde ontwikkelingstrategieë; die identifisering van leemtes in die diensleweringstelsel wat hulle gepoog het om te vul; en optrede as drukgroep vir beleid om fundamentele maatskaplike, ekonomiese en politieke veranderinge teweeg te bring. NRO's word bykans uitsluitlik deur buitelandse skenkers befonds; hulle toekomst is onseker met die ontwikkeling van nuwe vennootskappe en finansieringsbeleid. NGO's is betrokke by direkte dienslewering en ontwikkelingsprogramme op verskeie gebiede van maatskaplike welsyn.

Occupational social welfare

5. Occupational social welfare and other social service programmes are provided by various businesses for their employees and their families. Business and corporate social investment programmes also fund social welfare and social development programmes in local communities and nationally. They contribute to capacity building for welfare and development programmes through training in management, administration, finance and budgeting.

Social workers are employed in commerce and industry and are involved in the delivery of social services to employees and their families. These services are part of other services offered in the workplace such as employee assistance programmes and medical services.

Although the business sector funds social service and community programmes and has provided expertise and skills in the management of community-based programmes, there is inadequate consultation between key stakeholders on occupational social services in the workplace. More developmental interventions and services are needed in the workplace.

Social workers in private practice

6. Social work services to individuals, families, groups, communities, organisations, the business sector and Government are provided by social workers in private practice.

Social workers in private practice render services to those in society who can afford to pay for the services. In addition, their services are contracted by organisations and institutions. They offer specialist knowledge and skills in different fields, flexibility and consumer choice.

Problems in the existing partnership

7. Given the diversity of stakeholders in the welfare field there is a wealth of knowledge, skills and resources which should be harnessed by the Government and its partners in a restructured welfare system.

However, problems exist, which include the following: Inequity, fragmentation, the duplication of services (which has resulted in inefficiency), a lack of capacity and infrastructure (which contributes to ineffectiveness in meeting needs), and inadequate intersectoral collaboration. In some instances there has been inadequate financial accountability and discipline.

The organisational capacity of the different partners is uneven. Skills are also often concentrated in certain fields. Rural areas and disadvantaged urban communities are under-served.

Differences in approach, philosophies, styles of work, methods and traditions, experience in working with developing communities, and the social, economic and political context within which organisations in civil society have evolved, have contributed to diversity in the welfare sector.

Competition for scarce resources and areas of service delivery, and the fact that some NGOs were subsidised while others were denied the right to freedom of association and expression, have contributed to tensions between NGOs.

Inadequate governance structures

8. Advisory structures were established at national, regional and local levels under the National Welfare Act, 1978 (Act 100 of 1978), and other associated legislation. These structures did not include all partners in the welfare field. They lacked legitimacy and were not effective as "participatory governance" mechanisms.

APPROACH

9. Welfare services should promote the development and social well-being of individuals, families, groups and communities. They should include a wide range of roleplayers from both Government and civil society.

Beroepsmaatskaplike welsyn

5. Beroepsmaatskaplike welsyn en ander maatskaplikediensprogramme word deur verskeie besighede aan hulle werknemers en hulle gesinne voorsien. Besigheids- en korporatiewe maatskaplike beleggingsprogramme finansier ook maatskaplike welsyn en maatskaplike ontwikkelingsprogramme in plaaslike gemeenskappe en nasionaal. Hulle dra ook by tot kapasiteitsuitbouing van welsyn en ontwikkelingsprogramme deur middel van opleiding in bestuur, administrasie, finansiering en begroting.

Maatskaplike werkers is in diens in die handel en nywerheid en is betrokke by maatskaplike dienslewering aan werknemers en hulle gesinne. Hierdie dienste vorm deel van ander dienste wat in die werkplek aangebied word soos werknemershulpprogramme en mediese dienste.

Alhoewel die besigheidsektor maatskaplike dienste en gemeenskapsprogramme finansier en kundigheid en vaardigheid in die bestuur van gemeenskapsgebaseerde programme verskaf het, is daar onvoldoende oorlegpleging tussen sleutelbelanghebbendes oor beroepsmaatskaplike dienste in die werkplek. Meer ontwikkelingsgerigte intervensies en dienste is in die werkplek nodig.

Maatskaplike werkers in privaat praktyk

6. Maatskaplikewerkdienste aan individue, gesinne, groepe, gemeenskappe, organisasies, die besigheidsektor en die Staat word deur maatskaplike werkers in privaat praktyk voorsien.

Maatskaplike werkers in privaat praktyk voorsien dienste aan diegene in die samelewing wat kan bekostig om daarvoor te betaal. Daarbenewens word hulle dienste deur organisasies en inrigtings gekontrakteer. Hulle bied gespesialiseerde kennis en vaardighede op verskillende terreine, buigsaamheid en 'n keuse vir die gebruiker.

Probleme in die bestaande vennootskap

7. Gegewe die verskeidenheid van belangegroepe op die welsynsterrein is daar 'n rykdom van kennis, vaardighede en hulpbronne wat deur die Staat en sy vennote in 'n herstruktureerde welsynstelsel ingespan moet word.

Daar bestaan egter probleme wat die volgende insluit: Onbillikheid, fragmentasie, duplisering van dienste (wat ondoeltreffendheid tot gevolg gehad het), gebrek aan kapasiteit en infrastruktuur (wat bydra tot ondoeltreffendheid om behoeftes te hanteer) en onvoldoende intersektorale samewerking. In sommige gevalle was daar onvoldoende finansiële aanspreeklikheid en dissipline.

Daar bestaan ongelyke organisatoriese vermoëns by die verskillende vennote. Vaardighede is dikwels ook op sekere terreine gekonsentreer. Landelike gebiede en minder goeie stedelike gemeenskappe het 'n gebrek aan dienste.

Verskille in benadering, filosofieë, werkwyse, metodes en tradisies, ervaring om met ontwikkelende gemeenskappe te werk en die maatskaplike, ekonomiese en politieke verband waarbinne organisasies in die burgerlike samelewing ontwikkel het, het tot die verskeidenheid in die welsynsektor bygedra.

Mededinging om skaars hulpbronne en diensleweringareas en die feit dat sekere NRO's gesubsidieer is terwyl andere die reg op vryheid van assosiasie en uitdrukking ontsê is, het tot spanning tussen NRO's bygedra.

Ontoereikende strukture vir beheer

8. Ingevolge die Nasionale Welsynswet, 1978 (Wet 100 van 1978), en ander gepaardgaande wetgewing is adviserende strukture op nasionale, streek- en plaaslike vlakke ingestel. Hierdie strukture het nie altyd alle vennote op die welsynsterrein ingesluit nie. Hulle het 'n gebrek aan legitimiteit gehad, en was nie doeltreffend as meganismes vir deelnemende beheer nie.

BENADERING

9. Maatskaplike dienste behoort die ontwikkeling en maatskaplike welsyn van individue, gesinne, groepe en gemeenskappe te bevorder. Dit behoort 'n wye verskeidenheid van rolspelers van sowel die Staat as die burgerlike samelewing in te sluit.

GUIDELINES FOR STRATEGY

National

10. The establishment of one national department and nine provincial departments for social welfare means that the opportunity now exists to build and sustain a uniform and integrated institutional framework. Roles and responsibilities will be clarified, and mechanisms put in place to ensure harmonious and effective working relationships.

In seven of the provinces health and welfare are currently in the same department. Ideally, welfare departments will be established as separate entities in all provinces. Where such separation is not feasible, all efforts will be made to recognise the integrity of the welfare sector and to accord it equal status with other sectors. Mechanisms will be developed to explore policies and programmes which are mutually supportive, which maximise economies of scale, and which seek creative solutions to problems of an intersectoral nature.

11. According to the Constitution of the Republic of South Africa, 1993 (Act 200 of 1993), the powers and functions at the national and provincial levels of Government are concurrent. The national department is responsible for national standards for the rendering of services, and for ensuring that uniformity in the application of particular functions is maintained. Provincial departments are responsible, either solely or concurrently with the national department, for the planning, development and rendering of services. However, where mutual co-operation between national and provincial departments is essential, powers, are allocated concurrently.

The national Department of Welfare will be responsible for the following functions which will be carried out in conjunction with provincial governments and other roleplayers in the private sector.

- (a) **Co-ordination:** To harmonise central functions with those of other national departments, provincial governments and other national roleplayers.
- (b) **National policy and planning:** To determine and review policy and to conduct integrated welfare and development planning which will be implemented interprovincially, intersectorally and in collaboration with the RDP.
- (c) **Norms and standards for services, social security and facilities:** To determine and regularly review basic guidelines for norms and standards.
- (d) **Legislation:** To review existing national welfare legislation, to formulate comprehensive legislation, and to promote the synchronisation of the provinces' statutory measures.
- (e) **Marketing:** To promote awareness of social welfare issues at all levels within relevant sectors; to promote co-operation and involvement; and to consult with provinces.
- (f) **Social welfare governance structures:** To develop and maintain appropriate consultative bodies; to represent the national department on other national structures; to establish intersectoral consultative structures; and to co-operate with, and facilitate where necessary, the development of provincial consultative structures in partnership with all roleplayers.
- (g) **Human resource development:** To undertake human resource management, planning and development; to set guidelines for professional standards and accreditation systems for all personnel; to facilitate the representation of personnel in appropriate industrial relations structures.
- (h) **National programmes:** To design, finance, implement, evaluate and manage specific national programmes.
- (i) **Social welfare financing:** To develop uniform financial management systems, plans and financing criteria for social service organisations, and a national fundraising policy; to establish taxation policies for welfare organisations; to administer national relief funds; and to mobilise additional development sponsorship.
- (j) **National information system:** To develop, maintain and co-ordinate a national welfare information system to undergird welfare planning; and to initiate and undertake operational research.

RIGLYNE VIR 'N STRATEGIE**Nasionaal**

10. Die vestiging van een nasionale departement en nege provinsiale departemente vir maatskaplike welsyn beteken dat die geleentheid nou bestaan om 'n eenvormige en geïntegreerde geïnstitusionele raamwerk op te bou en te handhaaf. Helderheid sal verkry word oor rolle en verantwoordelikhede en meganismes sal in posisie geplaas word om 'n harmonieuse en doeltreffende werkverhouding te verseker.

In sewe van die provinsies is gesondheid en welsyn tans in dieselfde departement. Verkieslik sal welsynsdepartemente as aparte entiteite in al die provinsies tot stand gebring word. Waar sodanige skeiding nie uitvoerbaar is nie, sal alle pogings aangewend word om die integriteit van die welsynsektor te erken en dit dieselfde status as ander sketore te verleen. Mekanismes sal ontwikkel word om beleid en programme te ondersoek wat onderling ondersteunend is, wat die skaalbesparings sal vergroot en wat na skeppende oplossing vir probleme van 'n intersektorale aard sal soek.

11. Volgens die Grondwet van die Republiek van Suid-Afrika, 1993 (Wet 200 van 1993), is die bevoegdhede en funksies van die nasionale en provinsiale vlakke van regering konkurrent. Die nasionale departement is verantwoordelik vir nasionale standaarde van dienslewering en om te verseker dat eenvormigheid in die toepassing van bepaalde funksies gehandhaaf word. Provinsiale departemente is of alleen of gelyklopend met die nasionale departement verantwoordelik vir beplanning, ontwikkeling en die lewering van dienste. Waar wedersydse samewerking tussen die nasionale en provinsiale departemente noodsaaklik is, word bevoegdhede konkurrent toegewys.

Die nasionale Departement van Welsyn sal verantwoordelik wees vir die volgende funksies wat in samewerking met provinsiale regerings en ander rolspelers uitgevoer sal word:

- (a) **Koördinerings:** Om sentrale funksies met dié van ander nasionale departemente, provinsiale regerings en ander nasionale rolspelers te harmoniseer.
- (b) **Nasionale beleid en beplanning:** Om beleid te bepaal en te hersien en geïntegreerde welsyns- en ontwikkelingsbeplanning te onderneem wat interprovinsiaal, intersektorale en in samewerking met die HOP uitgevoer sal word.
- (c) **Norme en standaarde vir dienste, bestaansbeveiliging en fasiliteite:** Om basiese riglyne vir norme en standaarde te bepaal en gereeld te hersien.
- (d) **Wetgewing:** Om die bestaande nasionale welsynswetgewing te hersien, omvattende wetgewing te formuleer, en die sinchronisasie van die statutêre maatreëls van die provinsies te bevorder.
- (e) **Bemarking:** Om bewustheid van maatskaplikewelsynsaangeleenthede op alle vlakke binne die relevante sektore te bevorder en om samewerking en betrokkenheid te bevorder; om met provinsies te beraadslaag.
- (f) **Beherende strukture vir maatskaplike welsyn:** Om toepaslike raadgewende liggame te ontwikkel en in stand te hou; om die nasionale departement in ander nasionale strukture te verteenwoordig; om intersektorale oorlegplegende strukture te vestig; en om met hulle saam te werk en die ontwikkeling van provinsiale raadgewende strukture in vennootskap met alle rolspelers te fasiliteer, waar nodig.
- (g) **Mensehulpbronontwikkeling:** Om mensehulpbronbestuur, beplanning en ontwikkeling te onderneem; om riglyne vir professionele standaarde en akkrediteringstelsels vir alle personeel op te stel; om die verteenwoordiging van personeel op toepaslike nywerheidsbetrokkingsstrukture te fasiliteer.
- (h) **Nasionale programme:** Om spesifieke nasionale programme te ontwerp, te finansier, uit te voer, te evalueer en te bestuur.
- (i) **Maatskaplikewelsynsfinansiering:** Die ontwikkeling van eenvormige finansiële bestuurstelsels, planne en finansiële kriteria vir maatskaplikediensorganisasies, 'n nasionale fondsinsamelingsbeleid, en 'n instaatstellende belastingsbeleid vir welsynsorganisasies; om nasionale hulpfondse te administreer; en om bykomende ontwikkelingsborgskappe te mobiliseer.
- (j) **Nasionale inligtingstelsel:** Om 'n nasionale welsynsinligtingstelsel te ontwikkel, by te hou en te koördineer om ten einde welsynsbeplanning toe te lig; en om bedryfsnavorsing te inisieer en te onderneem.

- (k) **Capacity and institution building:** To facilitate capacity and institutional building in all tiers of Government.
- (l) **Parliamentary liaison:** To facilitate the parliamentary process.
- (m) **International liaison:** To undertake international liaison.

Provincial

12. Provincial departments of welfare will be responsible primarily for the following functions in conjunction with the relevant governance structures:

- (a) **Provincial policy and planning:** To formulate, co-ordinate, maintain and review provincial policy and planning in consultation with all stakeholders.
- (b) **Legislation:** To review, formulate and administer social welfare legislation within the framework of the national policy.
- (c) **Social welfare services:** To plan, implement, co-ordinate and monitor the delivery of developmental welfare services; to implement and monitor programmes in accordance with national norms and standards; and to develop and render specific services.
- (d) **Social welfare governance structures:** To initiate and facilitate the development and maintenance of social welfare governance structures; and to develop and maintain inter-sectoral and interprovincial working agreements.
- (e) **Social security:** To administer an equitable and appropriate social security system.
- (f) **Funding:** To negotiate for provincial funding and to maintain financial management systems; to administer disaster and relief funds; to regulate fundraising at the provincial level; to finance social welfare programmes provided by organisations in accordance with national policy; and to formulate and review the criteria for such funding.
- (g) **Information and research:** To undertake, promote and co-ordinate appropriate operational research and to maintain a welfare information system in collaboration with all roleplayers.
- (h) **Human resource development:** To manage and plan a human resource development programme.
- (i) **Marketing:** To promote awareness of welfare matters.
- (j) **Parliamentary liaison:** To facilitate the provincial parliamentary process.
- (k) **Interprovincial relations:** To promote inter-provincial relations.

13. These provincial functions will be implemented through a head office. In addition, regional, sub-regional and/or district formations and facilities may be established according to provincial needs.

Local service development through the **district model** will be encouraged in order to bring welfare services as close to the people as possible, and to facilitate the active involvement of communities in service delivery. The district model also allows for greater intersectoral collaboration, for exploring cost containment options, and for maximizing the sharing of resources.

National and provincial mechanisms

14. Effective mechanisms should be developed between the national department and provincial departments to reach consensus on concurrent and exclusive powers. These mechanisms should facilitate a co-operative spirit and a unified commitment to the broad goals of developmental social welfare.

Provincial departments will respond to the specific needs of their province's particular client base. Ways and means of doing so may differ from province to province, as may priorities, but consensus will be sought regarding broad policy, legislation, funding, norms and standards, human resource development, information systems, social security and developmental social services.

- (k) **Kapasiteits- en institusionele uitbouing:** Om kapasiteits- en institusionele uitbouing op alle regeringsvlakke te fasiliteer.
- (l) **Parlementêre skakeling:** Om die parlementêre proses te fasiliteer.
- (m) **Internasionale skakeling:** Om internasionale skakeling te onderneem.

Provinsiaal

12. Provinsiale welsynsdepartemente in samewerking met die relevante beherendestrukture sal hoofsaaklik verantwoordelik wees vir die volgende funksies:

- (a) **Provinsiale beleid en beplanning:** Om provinsiale beleid en beplanning in samewerking met alle belanghebbendes te formuleer, te koördineer, in stand te hou en te hersien.
- (b) **Wetgewing:** Om maatskaplikewelsynswetgewing te hersien, te formuleer en te administreer binne die raamwerk van die nasionale beleid.
- (c) **Maatskaplikewelsynsdienste:** Om ontwikkelingsgerigte welsynsdienlewering te beplan, uit te voer, te koördineer en te monitor; om programme ooreenkomstig nasionale norme en standaarde uit te voer en te monitor en om spesifieke dienste te lewer en te ontwikkel.
- (d) **Beherende strukture vir maatskaplike welsyn:** Om beherende strukture vir maatskaplike welsyn te inisieer en die ontwikkeling daarvan te fasiliteer; om intersektorale en interprovinsiale werkooreenkomste te ontwikkel en in stand te hou.
- (e) **Bestaansbeveiliging:** Om 'n billike en toepaslike bestaansbeveiligingstelsel te administreer.
- (f) **Befondsing:** Om te onderhandel vir provinsiale befondsing en om finansiële bestuurstelsels by te hou; om ramp- en noodleningsfondse te administreer; om fondsinsameling op 'n provinsiale vlak te reguleer en om maatskaplikewelsynsprogramme wat deur organisasies voorsien word te finansier ooreenkomstig die nasionale beleid; en om die kriteria vir sodanige finansiering te formuleer en te hersien.
- (g) **Inligting en navorsing:** Om geskikte bedryfsnavorsing te onderneem, te bevorder en te koördineer en om 'n welsynsinligtingstelsel in samewerking met alle rolspelers by te hou.
- (h) **Mensehulpbronontwikkeling:** Om mensehulpbronontwikkelings-programme te bestuur en te beplan.
- (i) **Bemarking:** Om 'n bewustheid van welsynsaangeleenthede te bevorder.
- (j) **Parlementêre skakeling:** Om die provinsiale parlementêre proses te fasiliteer.
- (k) **Interprovinsiale verhoudings:** Om interprovinsiale verhoudings te bevorder.

13. Hierdie provinsiale funksies sal deur 'n hoofkantoor uitgevoer word. Daarbenewens kan streek-, substreek- en/of distriksamestellings en -fasiliteite na gelang van provinsiale behoeftes ingestel word.

Die ontwikkeling van plaaslike dienslewering by wyse van die **distriksmodel** sal aangemoedig word ten einde welsynsdienste so na as moontlik aan die mense te bring, en om die aktiewe betrokkenheid van gemeenskappe by dienslewering te vergemaklik. Die distriksmodel maak ook voorsiening vir groter intersektorale samewerking, die navors van opsies om kostes in bedwang te hou en die maksimering van die deel van hulpbronne.

Nasionale en provinsiale meganismes

14. Doeltreffende meganismes behoort ontwikkel te word tussen die nasionale en provinsiale departemente om konsensus te bereik oor konkurrente en eksklusiewe bevoegdhede. Hierdie meganismes behoort 'n gees van samewerking en 'n verenigde verbintenis tot die breë doelstellings van ontwikkelingsgerigte maatskaplike welsyn teweeg te bring.

Provinsiale departemente sal op die spesifieke behoeftes van hulle besondere kliëntebasis in die provinsies reageer. Weë en middele om dit te doen kan van provinsie tot provinsie verskil, net soos prioriteite kan verskil, maar konsensus sal gesoek word betreffende die breë beleid, wetgewing, befondsing, norme en standaarde, mensehulpbronontwikkeling, inligtingstelsels, bestaansbeveiliging en ontwikkelingsgerigte maatskaplike dienste.

The following mechanisms will facilitate the above:

- (a) **A Ministers' Policy Council**, comprising the national welfare ministry and members responsible for welfare from the provincial executive councils, will be the policy-making body.
- (b) **A departmental committee for developmental social services** will be established, consisting of officials from the national department and the provincial departments. Other partners in the welfare and social development sectors will be involved depending on the tasks at hand. Both these groupings may constitute work groups or substructures as needs arise or as deemed fit for special tasks.
- (c) **A function committee**, consisting of all welfare departments and other roleplayers as defined by the Department of State Expenditure. This committee's task will be to compile the national budget for welfare according to the prescribed budgetary process and to allocate the budget fairly between provinces. The function committee is an interim arrangement, and it may fall away or be modified as new inter-governmental financial arrangements come into being. These issues are currently under discussion by the Financial and Fiscal Commission.
- (d) Appropriate intersectoral governmental mechanisms will be established in consultation with the relevant departments. The national Department of Welfare will participate in intersectoral structures set up by other Government departments. Relevant non-governmental roleplayers will also be involved as the need arises.

Interprovincial working agreements

15. Interprovincial working agreements will be concluded. Such agreements will address issues related to protective and statutory services and the referral of persons to services and facilities across provincial borders.

Working agreements between provinces will deal with the current context and will also take into account the future. These issues will be dealt with by the proposed Departmental Committee for Developmental Social Services, and referred to the proposed Ministers' Policy Council for ratification, where necessary.

Local Government

16. The Constitution makes no provision for welfare functions at local Government level.

17. The following constraints on devolving welfare services to local Government level in the interim phase after the local Government elections in November 1995, have been identified:

- (a) The Constitution assigns social welfare to national and provincial departments of welfare but not to local authorities. An amendment will need to be made to the Constitution.
- (b) Local authorities will only be established after the local Government elections in November 1995.
- (c) Local authorities were not established at all in the former homelands and in underdeveloped rural areas.
- (d) Welfare and other organisations of civil society, together with provincial Government structures, are delivering different services, and all communities are not served equally. Services are fragmented and there is racial and geographic inequity. In addition, all local authorities will not necessarily have the same capacity to deliver welfare services and to address socio-economic backlogs.
- (e) The assignment of legislation to provinces has not been concluded.
- (f) Seven of the provinces have the health and welfare functions in one ministry. In these instances there could be confusion about the district health and welfare demarcations and local authorities.

In view of the above, it is not feasible to devolve functions to the third tier of government in the immediate future.

Die volgende meganismes sal bovermelde vergemaklik:

- (a) 'n **Ministersbeleidsraad** bestaande uit die nasionale welsynministerie en die lede wat verantwoordelik is vir welsyn van die provinsiale Uitvoerende Rade, sal die beleidsmakende liggaam wees.
- (b) 'n **Departementele Komitee vir Ontwikkelingsgerigte Maatskaplike Dienste** sal ingestel word bestaande uit amptenare van die nasionale departement en die provinsiale departemente. Afhangende van die sake op hande sal ander vennote in die welsyns- en maatskaplike ontwikkelingsektor betrokke wees. Albei bogemelde groeperings mag werkgroepe of substrukture saamstel na gelang van behoeftes of indien dit as noodsaaklik beskou word vir spesiale take.
- (c) 'n **Funksiekomitee** bestaande uit verteenwoordigers van alle welsynsdepartemente en ander rolspelers soos deur die Departement van Staatsbesteding bepaal word. Die taak van hierdie Komitee sal wees om die nasionale begroting saam te stel volgens die voorgeskrewe begrotingsproses en om die begroting regverdig tussen die provinsies toe te wys. Die Funksiekomitee is 'n tussentydse maatreef en dit kan verval of aangepas word soos nuwe interstaatsfiskale reëlings tot stand kom. Hierdie aangeleenthede is tans onder bespreking by die Finansiële en Fiskale Kommissie.
- (d) Geskikte intersektorale Staatsmeganismes sal in samewerking met die tersaaklike departemente daargestel word. Die nasionale Departement van Welsyn sal ook deelneem aan intersektorale strukture saamgestel deur ander Staatsdepartemente. Tersaaklike neregteringsrolspelers sal ook betrek word namate die behoefte ontstaan.

Interprovinsiale werkooreenkomste

15. Interprovinsiale werkooreenkomste sal gesluit word. Sodanige ooreenkomste sal aandag gee aan aangeleenthede wat in verband staan met beskermende en statutêre dienste en die verwysing van persone na dienste en fasiliteite oor provinsiale grense heen.

Werkooreenkomste tussen provinsies sal handel oor die huidige situasie, maar sal ook die toekoms in berekening bring. Hierdie aangeleenthede sal hanteer word deur die voorgestelde Departementele Komitee vir Ontwikkelingsgerigte Maatskaplike Dienste, en sal waar nodig vir bekragtiging na die beoogde Ministersbeleidsraad verwys word.

Plaaslike regering

16. Die Grondwet maak geen voorsiening vir die uitvoering van welsynsfunksies op plaaslike-regeringsvlak nie.

17. Die volgende beperkinge om welsynsdienste na plaaslike regering af te wentel in die tussentydse fase na afloop van die plaaslikeregeringsverkiesings in November 1995, is geïdentifiseer:

- (a) Die Grondwet wys maatskaplike welsyn toe aan nasionale en provinsiale departemente van welsyn maar nie na plaaslike owerhede nie. Die Grondwet sal gewysig moet word.
- (b) Plaaslike owerhede sal eers na die verkiesings in November 1995 ingestel word.
- (c) Plaaslike owerhede is nie in alle voormalige tuislande en in onderontwikkelde landelike gebiede ingestel nie.
- (d) Welsyns- en ander organisasies van die burgerlike samelewing tesame met provinsiale-regeringstrukture lewer verskillende dienste en alle gemeenskappe word nie gelykwaardig gedien nie. Dienste is gefragmenteer en daar is rasse- en geografiese onbillikhede. Voorts sal alle plaaslike owerhede nie noodwendig oor dieselfde kapasiteit beskik om welsynsdienste te lewer en om sosio-ekonomiese agterstande te hanteer nie.
- (e) Die toewysing van wetgewing aan die provinsies is nog nie afgehandel nie.
- (f) By sewe van die provinsies is gesondheid en welsyn in een ministerie. In hierdie gevalle kan daar verwarring wees betreffende distriksgesondheid- en welsynsaftakings en die plaaslike owerhede.

In die lig van bovermelde is dit nie in die onmiddellike toekoms uitvoerbaar om funksies na die derde vlak van regering te wentel nie. Die Regering het hom verbind tot die desentralisasie van die maatskaplike-welsynsdiensteweringstelsel.

The Government is committed to the decentralisation of the social welfare service delivery system. Decentralisation of services is an urgent priority. It will promote the following: increased access to services; greater responsiveness to needs at the local level; co-ordinated efforts; intersectoral collaboration and the empowerment of local communities who can be actively involved in addressing their own needs.

18. In the interim phase:

- (a) Consultations, negotiations and research will be undertaken to develop a strategy for the delivery of welfare services at local Government level.
- (b) The possibility of provincial Governments contracting local authorities which are competent to deliver services on their behalf will be explored. In this regard, the functions which could effectively be contracted out to local authorities should be identified. A strong case could be made for community development to be one of these functions.
- (c) Local authorities will be encouraged to make provision for the development of infrastructures and facilities for social services, such as electricity, water, sanitation, transport, recreation facilities, economic development projects and job creation programmes. Liaison will also take place with local authorities delivering comprehensive primary health care.
- (d) Provincial Governments will ensure that the needs of welfare organisations and communities are addressed by local authorities in the areas in which they have legislative competence.

Partnership between Government and stakeholders

19. Government will facilitate the development of an inclusive and effective partnership with all the roleplayers in civil society on the basis of the goals, principles and actions outlined in Chapter 2. The resources and the unique characteristics of each of the partners will be harnessed to maximum effect.

Underpinning the partnership is the recognition of the role of organisations in civil society as essentially developmental and as strengthening democracy.

A genuine partnership will have a common purpose but will also provide for advocacy. Such a partnership will be structurally efficient, effective and responsive to local needs. The relationship between the parties will be based on a mutual commitment to meeting basic material, social and psycho-social needs, while acting in the public interest.

The partnership will be complementary; it will leave room for the parties, for the autonomy of the parties, for joint decision making, for joint responsibility representation and a commitment to excellence. Decisions will be taken democratically and mechanisms will be introduced for the arbitration of disputes.

20. The restructuring of the partnership between Government and civil society will be based on agreed goals, principles, strategies and priorities. The roles and responsibilities of each of the partners will be defined and negotiated where necessary.

Where there is duplication, organisations will be encouraged to rationalise their services and structures as a means to overcoming fragmentation in the delivery system.

Effective and appropriate mechanisms will be developed to facilitate the following: Participation and consultation in policy development, planning and evaluation of social programmes; intersectoral collaboration; the development of criteria for the financing of programmes and services; and the development of appropriate regulations, norms and standards.

21. An integrated institutional framework for the delivery of developmental welfare programmes will be developed in consultation with all stakeholders in Government and in civil society.

22. Government will address needs which are not being met by its partners in civil society. In this regard, Government will also play an enabling and pro-active role to ensure that services are provided in underserved areas. Government will provide an enabling environment for the delivery of developmental welfare services by its partners.

Desentralisasie van dienste is 'n dringende prioriteit. Dit sal die volgende bevorder: die toegang tot dienste sal uitbrei, groter belangstelling sal getoon word in die behoeftes op die plaaslike vlak, pogings sal gekoördineer word, daar sal intersektorale samewerking wees en die plaaslike owerhede kan bemaatig word om aktief betrokke te raak by die hantering van hulle probleme;

18. In die interimfase:

- (a) Oorlegpleging, onderhandelings en navorsing sal onderneem word om 'n strategie vir welsynsdienstelevering op plaaslike regeringsvlak te ontwikkel.
- (b) Die moontlikheid dat provinsiale regerings plaaslike owerhede, wat bevoeg is om die dienste te lewer, kontrakkeer om die dienste namens hulle te lewer, sal ondersoek word. In hierdie verband behoort die dienste geïdentifiseer te word wat doeltreffend aan die plaaslike owerhede op 'n kontrakbasis toegewys kan word. 'n Sterk saak kan daarvoor uitgemaak word dat gemeenskapsontwikkeling een van die funksies kan wees.
- (c) Plaaslike owerhede sal aangemoedig word om voorsiening te maak vir infrastrukture en fasiliteite vir maatskaplike dienste soos elektrisiteit, water, sanitasie, vervoer, ontspanningsfasiliteite, ekonomieseontwikkelingsprojekte en werkverskaffingsprogramme. Skakeling sal ook plaasvind met plaaslike owerhede wat omvattende primêre gesondheidsorg lewer.
- (d) Provinsiale regerings sal verseker dat, in gebiede waar hulle wetgewende bevoegdheid het, die behoeftes van welsynsorganisasies en gemeenskappe aandag van die plaaslike owerhede ontvang.

Vennootskap tussen die Staat en die belanghebbendes

19. Die Staat sal die ontwikkeling van 'n inklusiewe en doeltreffende vennootskap met al die rolspelers in die burgerlike samelewing fasiliteer, gebaseer op die doelstellings, beginsels en aksies soos uiteengesit in Hoofstuk 2. Die hulpbronne en die unieke eienskappe van elke van die vennote sal ingespan word vir die maksimum trefkrag.

Onderliggend aan die vennootskap is die erkenning daarvan dat die rol van organisasies in die burgerlike samelewing hoofsaaklik ontwikkelingsgerig is, en is om demokrasie te versterk.

'n Opregte vennootskap sal 'n gemeenskaplike doel hê maar sal ook voorsiening maak vir voorspraak. So 'n vennootskap sal struktureel doeltreffend en doelmatig wees en gehoor gee aan plaaslike behoeftes. Die verhouding tussen die partye sal gebaseer wees op 'n gemeenskaplike verbintenis om in die basiese materiële, maatskaplike en psigososiale behoeftes te voorsien, terwyl daar in die openbare belang opgetree word.

Die vennootskap sal aanvullend wees; dit sal ruimte bied vir die partye, vir die outonomieit van die partye, vir gesamentlike besluitneming, vir gemeenskaplike verantwoordbaarheid, vir verteenwoordiging en vir 'n verbintenis tot uitnemendheid. Besluite sal demokraties geneem word en meganismes sal in posisie geplaas word om bemiddeling in geskille te bewerkstellig.

20. Die herstrukturering van die vennootskap tussen die Staat en die burgerlike samelewing sal gebaseer word op ooreengekome doelstellings, beginsels, strategieë en prioriteite. Die rolle en verantwoordelikhede van elkeen van die vennote sal omskryf word en waar nodig sal daarvoor onderhandel word.

Waar daar duplisering is, sal organisasies aangemoedig word om hulle dienste en strukture te rasionaliseer ten einde fragmentering van die diensleweringstelsel te oorkom.

Doeltreffende en geskikte meganismes sal ontwikkel word om die volgende te vergemaklik: Deelname en oorlegpleging in die ontwikkeling van beleid, beplanning en die evaluasie van maatskaplike programme; intersektorale samewerking; die ontwikkeling van kriteria vir die finansiering van programme en dienste en die ontwikkeling van geskikte regulasies, norme en standaarde.

21. 'n Geïntegreerde institusionele raamwerk vir die aanbieding van ontwikkelingsgerigte welsynsprogramme sal, in samewerking met alle belanghebbendes in die Staat en in die burgerlike samelewing, ontwikkel word.

22. Die Staat sal behoeftes hanteer waaraan nie deur sy vennote in die burgerlike samelewing voldoen word nie. In hierdie verband sal die Staat ook 'n instaatstellende en proaktiewe rol speel om te verseker dat dienste voorsien word in gebiede waar 'n gebrek aan dienste bestaan. Die Staat sal 'n instaatstellende omgewing vir die lewering van ontwikkelingsgerigte welsynsdienste deur sy vennote voorsien.

23. Organisations in civil society will be responsible for direct service delivery, advocacy, information systems, accountability and participation. There will be co-operation in operational research. A national information system and early warning systems will be developed.

Organisations in civil society are particularly well placed to—

- (a) innovate and pioneer new services and programmes, which, if successful, could be replicated on a wider scale;
- (b) identify local needs;
- (c) respond speedily, appropriately and flexibly to local needs;
- (d) promote grass-roots participation in decision-making and direct service delivery;
- (e) represent their particular constituencies on structures, such as policy-making and co-ordinating programmes, at all levels of government to ensure that interventions are appropriate;
- (f) mobilise communities to take action to meet their needs;
- (g) co-ordinate action at the local level;
- (h) take advantage of economies of scale; and
- (i) monitor strategies aimed at achieving equity.

24. NGOs and CBOs that are rendering social services and developmental programmes which were previously not formally integrated into the welfare system, will be accorded equal status with other organisations in civil society. These NGOs and CBOs will have the same benefits and responsibilities as their counterparts in the formal welfare sector regarding accountability and adherence to minimum standards.

25. A task group representative of Government and civil society will be established immediately to address the reorientation, rationalisation and restructuring of the formal welfare sector including national councils, in accordance with the goals, principles and actions identified in Chapter 2. The terms of reference of the task group will be defined in consultation with the roleplayers.

Governance

26. Appropriate, legitimate, transparent and effective governance mechanisms will be developed at local, district, provincial and national levels to build and consolidate the partnership between Government and all stakeholders in civil society. A plan to develop such mechanisms will be negotiated with all roleplayers.

27. The aims of governance structures will be to—

- (a) undergird policy development and planning;
- (b) assist in the development of legislation;
- (c) co-ordinate the delivery of services;
- (d) facilitate the exchange of information;
- (e) determine and monitor Reconstruction and Development Programme (RDP) goals and priorities;
- (f) assist in developing criteria for social programmes and their funding; and
- (g) facilitate and build an effective delivery system.

Interim governance structures

28. Interim governance mechanisms to meet the above aims will be established as soon as possible. These mechanisms will involve Government and civil society, and will operate at national and provincial levels. Such structures should not, however, duplicate existing consultative processes, and will be based on the needs of the current transition. These mechanisms will be evaluated and adjusted, and will also form the basis for the establishment of more permanent statutory mechanisms. Representation on such interim structures will be broad and inclusive but will not be such as to make the structures unwieldy. Time frames and terms of reference will be clearly defined.

23. Organisasies in die burgerlike samelewing sal verantwoordelik wees vir direkte dienslewering, voorspraak, inligtingstelsels, aanspreeklikheid en deelname. Daar sal samewerking in operasionele navorsing wees. 'n Nasionale inligtingstelsel en vroeëwaarskuwingstelsels sal ontwikkel word.

Organisasies in die burgerlike samelewing is veral goed geplaas om—

- (a) innoverend die weg te baan vir nuwe dienste en programme wat, indien dit suksesvol is, op 'n wyer skaal herhaal kan word;
- (b) plaaslike behoeftes te identifiseer;
- (c) spoedig, toepaslik en buigsaam op plaaslike behoeftes te reageer;
- (d) grondvlakdeelname aan besluitneming en direkte dienslewering te bevorder;
- (e) hulle besondere belangegroep in strukture soos beleidmakings- en koördineringsprogramme op alle regeringsvlakke te verteenwoordig en om te verseker dat intervensies geskik is;
- (f) gemeenskappe te mobiliseer om tot aksie oor te gaan om aan hulle behoeftes te voldoen;
- (g) optrede op die plaaslike vlak te koördineer;
- (h) munt te slaan uit skaalbesparings; en
- (i) strategieë gemik op die bereiking van billikheid te monitor.

24. NRO's EN GGO's wat maatskaplike dienste lewer en ontwikkelingsgerigte programme aanbied, wat nie voorheen formeel geïntegreer was by die formele welsynstelsel nie, sal gelykwaardige status met ander organisasies in die burgerlike samelewing verleen word. Hierdie NRO's sal dieselfde voordele en verantwoordelikhede as hulle ampsgenote in die formele welsynsektor hê betreffende hulle aanspreeklikheid en die voldoening aan minimum standaarde.

25. 'n Verteenwoordigende taakspan, saamgestel uit die Staat en die burgerlike samelewing sal onmiddellik ingestel word om aandag te gee aan die reoriëntering, rasionalisasie en herstrukturering van die formele welsynsektor, insluitende nasionale rade, in ooreenstemming met die doelstellings, beginsels en optrede wat *geïdentifiseer is in Hoofstuk 2*. Die opdrag van die taakspan sal in oorleg met die rolspelers gedefinieer word.

Beheer

26. Geskikte, legitieme, deursigtige en doeltreffende beheermeganismes sal ontwikkel word op plaaslike, distriks-, provinsiale en nasionale vlak om die vennootskap tussen die Staat en alle belanghebbendes in die burgerlike samelewing uit te bou en te konsolideer. 'n Plan om hierdie meganismes te ontwikkel sal met alle rolspelers onderhandel word.

27. Die oogmerke van beheermeganismes sal wees om—

- (a) die ontwikkeling van beleid en beplanning toe te lig;
- (b) behulpzaam te wees met die ontwikkeling van wetgewing;
- (c) dienslewering te koördineer;
- (d) die uitruil van inligting te fasiliteer;
- (e) die doelwitte en prioriteite van die Heropbou- en Ontwikkelingsprogram (HOP) te bepaal en te kontroleer;
- (f) behulpzaam te wees met die ontwikkeling van kriteria vir maatskaplike programme en hulle befondsing; en
- (g) 'n doeltreffende diensleweringstelsel te fasiliteer en uit te bou.

Tussentydse beheerstrukture

28. Tussentydse beheermeganismes sal so spoedig moontlik gevestig word om bovermelde oogmerke te bereik. Hierdie meganismes sal die Staat en die burgerlike samelewing betrek, en sal op nasionale en provinsiale vlak funksioneer. Sodanige strukture behoort nie bestaande konsultatiewe prosesse te dupliseer nie, en sal gebaseer wees op behoeftes in die huidige oorgangsproses. Hierdie meganismes sal geëvalueer en aangepas word, en sal ook die gesagstruktuur toelig oor die instelling van meer permanente statutêre meganismes. Verteenwoordiging in sodanige tussentydse strukture sal omvattend en inklusief wees sonder om hulle lomp te maak. Tydraamwerke en opdrag sal duidelik gedefinieer word.

To facilitate networking between stakeholders, appropriate structures such as fora, networks and task groups will be established to promote participation at local level. In this way, all stakeholders will be given the opportunity to participate in the development of effective governance structures at all levels.

Representation

29. Organisations in civil society delivering social services and development programmes will ensure that the decision-making structures of the organisations are representative of consumers of services, members of the communities being served and other relevant roleplayers. These structures may differ from community to community and from province to province according to the specific needs of the people, and the available resources.

30. Opportunities will be created to ensure the appropriate participation of the consumers of services so that the services are responsive to their needs. Guidelines to promote the appropriate participation and involvement of consumers will be developed. Capacity-building will be considered where necessary.

Ombudsperson

31. In order to ensure an effective and efficient service delivery system, the offices of ombudspersons will be established in the national and provincial welfare departments. The roles, responsibilities, functions and powers of ombudspersons will be clearly defined.

CHAPTER 4: HUMAN RESOURCE DEVELOPMENT

SITUATION ANALYSIS

Service providers and personnel

1. The major service providers in the social welfare sector employ planners, social workers, social auxiliary workers, social development and community development workers, social security personnel, child and youth care workers, volunteers, and other categories of workers and support personnel.

These service providers include the Government, the formal welfare sector, religious organisations, non-governmental organisations (NGOs) and community based organisations (CBOs), viz the informal welfare sector, and social workers employed by the business sector.

2. The total number of social welfare personnel nationally, in both the public and the formal welfare sector which is state-subsidised, is estimated to be 8 193, of which social workers form the majority (56%)². The public sector employs just over half of these social workers and the others are employed by the voluntary welfare sector.

3. The total number of social security personnel and administrative personnel in the public sector nationally is 2 256 and 1 315 respectively.

4. The former homelands had no voluntary welfare sector. Social workers were in the main employed in the public sector, and there were consequently no subsidised posts. Figures for the numbers of social workers in the former homelands are unreliable and social workers were not registered with the South African Council for Social Work.

5. Non-governmental organisations and community-based organisations which are not state-subsidised, employ large numbers of social development workers. There are no accurate figures.

6. Volunteers are a significant human resource, which is being utilised by welfare organisations and development programmes. There is scope for the expansion of volunteerism in order to extend welfare services.

Disparities

7. The Public Service Commission no longer discriminates on the basis of race or gender. The conditions of service in the former homelands have been rationalised. However, disadvantages experienced by sections of the community in the past on the basis of race, gender and disability still continue to exist.

² Figures supplied by NISWEL, Department of Welfare, 1994. These figures are an indication of trends.

Om netwerkskepping tussen belanghebbendes op plaaslike vlak te vergemaklik sal toepaslike strukture soos forums, netwerke en taakgroepe gevestig word om deelname op plaaslike vlak te bevorder. Op hierdie wyse sal alle belanghebbendes die geleentheid gegee word om deel te neem aan die ontwikkeling van doeltreffende beheerstrukture op alle vlakke.

Verteenwoordiging

29. Organisasies in die burgerlike samelewing wat maatskaplike dienste lewer en ontwikkelingsprogramme aanbied, sal verseker dat die beleidmakende strukture van die organisasies verteenwoordigend is van die verbruikers van dienste, van lede van die gemeenskappe wat bedien word en ander tersaaklike rolspelers. Hierdie strukture kan van gemeenskap tot gemeenskap en van provinsie tot provinsie verskil ooreenkomstig die spesifieke behoeftes van die mense en beskikbare hulpbronne.

30. Geleenthede sal geskep word om die gepaste deelname van die verbruikers van dienste te verseker sodat die dienste aan hulle behoeftes gehoor gee. Riglyne om die gepaste deelname en betrokkenheid van die verbruikers te bevorder sal ontwikkel word. Kapasiteitsuitbouing sal, waar nodig, oorweeg word.

Ombudspersoon

31. Ten einde 'n doelmatige en doeltreffende diensleweringstelsel te verseker, sal kantore van ombudspersone in die nasionale en provinsiale welsynsdepartemente gevestig word. Die rolle, verantwoordelikhede, funksies en bevoegdheide van ombudspersone sal duidelik omskryf word.

HOOFSTUK 4: MENSEHULPBRONONTWIKKELING

SITUASIE-ANALISE

Verskaffers van dienste en personeel

1. Die meerderheid diensverskaffers in die maatskaplikewelsynsektor het beplanners, maatskaplike werkers, maatskaplike hulpwerkers, maatskaplikeontwikkelings- en gemeenskapsontwikkelingswerkers, bestaansbeveiligingspersoneel, kinder- en jeugsorgwerkers, vrywilligers en ander kategorieë van werkers en ondersteuningspersoneel in diens.

Hierdie diensverskaffers sluit in die Staat, die formele welsynsektor, godsdienstige organisasies, nie-regeringsorganisasies (NRO's) en gemeenskapsbaseerde organisasies (GGO's) te wete die informele welsynsektor en maatskaplike werkers in die besigheidsektor in diens.

2. Die totale maatskaplikewerkpersoneel, nasionaal, in sowel die Staat as die formele welsynsektor wat Staatsgesubsidieer is, word op 8 193² beraam, waarvan maatskaplike werkers die meerderheid is (56%)². Die openbare sektor het net meer as die helfte van hierdie maatskaplike werkers in diens en die ander is in die vrywillige welsynsektor in diens.

3. Die totale getal bestaansbeveiligings- en administratiewe personeel in die openbare sektor, nasionaal, is onderskeidelik 2 256 en 1 315.

4. Die voormalige tuislande het geen vrywillige welsynsektor gehad nie. Maatskaplike werkers is hoofsaaklik deur die Staat in diens geneem en daar was gevolglik geen gesubsidieerde poste nie. Syfers oor die aantal maatskaplike werkers in die voormalige tuislande is onvolledig, en maatskaplike werkers was nie by die Suid-Afrikaanse Raad vir Maatskaplike Werk geregistreer nie.

5. Nie-regerings- en gemeenskapsgebaseerde organisasies wat nie deur die Staat gesubsidieer word nie, het groot getalle maatskaplikeontwikkelingswerkers in diens. Daar bestaan geen akkurate syfers nie.

6. Vrywilligers is 'n beduidende menslike hulpbroni wat deur welsynsorganisasies en in ontwikkelingsprogramme gebruik word. Daar is ruimte vir die uitbreiding van die gebruik van vrywilligers ten einde welsynsdienste uit te brei.

Dispariteite

7. Die Staatsdienskommissie diskrimineer nie meer op grond van ras of geslag nie. Die diensvoorwaardes in die voormalige tuislande is gerasionaliseer. Die benadeling wat egter in die verlede deur dele van die gemeenskap op grond van ras, geslag en gestremdheid ondervind was, duur egter voort.

² Syfers voorsien deur NIMWEL, Departement van Welsyn, 1994. Hierdie syfers is 'n aanduiding van tendense.

Lack of welfare personnel

8. The human resource capacity in the welfare field is inadequate to address the social development needs in the country.

Some provinces are vastly better resourced than others in terms of personnel and infrastructure. There is also an uneven distribution of resources within provinces. The number of social workers per capita is not high enough, and the ratio of social workers to the population ranges among the provinces from 1:8 089 to 1:20 402. The Eastern Cape, North West, Mpumalanga and the Northern Province are particularly underresourced.

There is an overreliance on professional social workers and there is a need to expand human resource capacity through the employment of other categories of social service personnel, such as child and youth care workers, community development workers, social development workers, and volunteers.

Urban bias

9. The deployment of social welfare personnel has an urban bias. There are too few social welfare personnel in the rural areas where the need for social welfare development is the greatest.

Training

10. Training for social workers is provided by Departments of Social Work at 19 universities and one college. Training opportunities are unevenly distributed through the country. While current social work education in these institutions is generally successful in preparing practitioners for work in a therapeutic and restorative social welfare system, the courses do not equip graduates to respond appropriately to the most important social development needs in South African communities. Past Government policies were not developmentally orientated and consequently no posts were subsidised for development work which impacted on the nature of academic training.

Some of the academic institutions are currently involved in reorientating their programmes in these directions.

Conditions of employment

11. In general, salaries are extremely low, and working conditions and service conditions are poor for all welfare personnel.

The performance appraisal system is a cause of great discontent in the public sector, partly as a result of the racial bias it had in the past. Welfare personnel in the public sector are not represented on provincial and national industrial relations structures and consequently their needs are not addressed through collective bargaining.

Welfare personnel employed by the formal welfare sector, that is voluntary welfare organisations which receive state subsidies, are not in a position to provide competitive salaries and benefits for their employees. Nor is the planning of career paths actively practised in the welfare sector.

Concern has been expressed about inappropriate management styles in both the public and private sectors.

APPROACH

12. Human resource development and management is critical to the achievement of social goals and will be developed by both the public and private sectors. Government will consult with all stakeholders including academic, formal and informal training institutions and organisations, and professional and allied associations.

Opportunities should be created for social welfare personnel in the public and private sectors to develop themselves and to make a contribution to the reconstruction and development process.

13. Human resource programmes should address past imbalances through affirmative action.

14. The potential role of the social welfare sector in meeting the basic needs of communities and reducing mass poverty and inequality requires a paradigm shift towards developmental social welfare. Strategies should be developed to reorientate personnel towards developmental social welfare goals and priorities (see Chapter 2 and Glossary for a discussion on developmental social welfare).

Tekort aan welsynspersoneel

8. Die mensehulpbronskapasiteit op die welsynsterrein is onvoldoende om die maatskaplike ontwikkelingsbehoefte in die land te hanteer.

Sommige provinsies is grootliks beter voorsien in vergelyking met andere in soverre dit personeel en infrastruktuur betref. Daar bestaan ook 'n oneweredige verspreiding van hulpbronne binne provinsies. Die getal maatskaplike werkers *per capita* is nie hoog genoeg nie, en die verhouding van maatskaplike werkers tot die bevolking wissel tussen die provinsies van 1:8 089 tot 1:20 402. Die Oos-Kaap, Noordwes, Mpumalanga en die Noordelike Provinsie is in besonder ondervoorsien.

Daar bestaan oormatige vertroue in professionele maatskaplike werkers, en daar is 'n behoefte daaraan om die mensehulpbronskapasiteit uit te brei deur middel van die indiensneming van ander kategorieë van maatskaplikedienstpersoneel soos kinder- en jeugsorgwerkers, gemeenskapsontwikkingswerkers, maatskaplikeontwikkingswerkers en vrywilligers.

Stedelike bevoordeling

9. Die ontplooiing van maatskaplikewelsynspersoneel het 'n stedelike bevoordeling. Daar bestaan te min maatskaplikewelsynspersoneel in die landelike gebiede waar die behoefte aan maatskaplikewelsynontwikkeling die grootste is.

Opleiding

10. Die opleiding van maatskaplike werkers word voorsien deur die departemente van maatskaplike werk van 19 universiteite en een kollege. Opleidingsgeleenthede is oneweredig oor die land versprei. Terwyl maatskaplikewerkonderrig by hierdie instellings oor die algemeen suksesvol is om praktisyns vir werk in 'n terapeutiese en herstellende maatskaplikewelsynstelsel voor te berei, word gegradueerdes nie toegerus om gepas te reageer op die belangrikste maatskaplikeontwikkelingsbehoefte in Suid-Afrikaanse gemeenskappe nie. Die beleid van die voormalige regering was nie ontwikkelingsgerig georiënteerd nie en gevolglik is geen poste vir ontwikkelingswerk gesubsidieer nie, wat weer 'n invloed gehad het op die aard van die akademiese opleiding.

Sekere van die akademiese instellings is tans betrokke by die reoriëntering van programme in hierdie rigtings.

Diensvoorwaardes

11. Die salarisse van alle welsynspersoneel is oor die algemeen uiters swak en werkomstandighede en diensvoorwaardes is swak.

Die prestasiebeoordelingstelsel is die oorsaak van groot ontevreidenheid in die openbare sektor, gedeeltelik as gevolg van die rassevooroordeel wat dit in die verlede gehad het. Welsynspersoneel in die openbare sektor is nie in die provinsiale en nasionale nywerheidsbetrekkingstrukture verteenwoordig nie, met die gevolg dat hulle behoeftes nie aandag ontvang deur middel van kollektiewe bedinging nie.

Welsynspersoneel in diens van die formele welsynsektor te wete vrywillige welsynsorganisasies wat Staatsubsidies ontvang, is nie in die posisie om mededingende salarisse en voordele aan hulle werkgewers te voorsien nie. Die beplanning van loopbaanpaaie word nie aktief in die welsynsektor toegepas nie. Besorgdheid is uitgespreek oor die onvanpaste bestuurstyl in sowel die Staats- as privaat sektor.

BENADERING

12. Mensehulpbronontwikkeling en bestuur is van kritiese belang vir die bereiking van maatskaplike doelstellings en sal in sowel die openbare as privaat sektor ontwikkel word. Die Regering sal met alle rolspelers, insluitende akademiese, formele en informele opleidingsinstellings en organisasies en professionele en verwante verenigings oorleg pleeg.

Geleenthede vir maatskaplikewelsynspersoneel behoort in die openbare en privaat sektor geskep te word om hulleself te ontwikkel en om 'n bydrae te maak tot die heropbou- en ontwikkelingsproses.

13. Mensehulpbronprogramme behoort die versteurde ewewig van die verlede by wyse van regstellende aksie te hanteer.

14. Die potensiele rol van die maatskaplikewelsynsektor om in die basiese behoeftes van gemeenskappe te voorsien en om die grootskaalse armoede en ongelykhede te hanteer, vereis 'n paradigmaterskuiwing na ontwikkelingsgerigte maatskaplike welsyn. Strategieë behoort ontwikkel te word om personeel te reoriënteer tot ontwikkelingsgerigte maatskaplikewelsynsdoelstellings en -prioriteite. (Sien Hoofstuk 2 en die Woordelys vir 'n bespreking van ontwikkelingsgerigte maatskaplike welsyn).

15. The existing human resource capacity needs to be significantly expanded through the utilisation of different categories of social welfare personnel, including volunteers. Personnel should also be redeployed to underserved areas.

Provision must be made in the Personnel Administrative Standards (PAS) of the Public Service Commission to make it possible for different categories of personnel to be employed in the public sector. This provision should also be accommodated in the criteria for the financing of future social welfare programmes.

The right of all employees to be represented on, and to participate in, collective bargaining processes will be upheld. Welfare personnel will be encouraged to organise themselves to be represented in collective bargaining structures in order to address their needs.

GUIDELINES FOR STRATEGY

Affirmative action

16. A five year plan of action will be developed to eliminate inequity between employees along lines of race, rank, gender and disablement. Such programmes will be implemented within the framework of the Constitution. Sound human resource policies will be developed to counteract the biases of the past.

The public and the private welfare sectors will develop and implement affirmative action programmes which will proactively address the disadvantages experienced by sections of the community in the past. Such programmes will remove the obstacles to equality and to overcoming past discriminatory practices.

Effective programmes will be developed based on an analysis of the workforce and a review of personnel policies and practices. The programmes will, among other things, also focus on recruitment and hiring policies; staff appraisals and promotions; staff training and development programmes; and the creation of a facilitative environment within organisations and institutions for the successful implementation of affirmative action programmes.

Disadvantaged groups will be assisted by bursaries, interest free loans and academic support programmes to enter such priority areas as may be identified. Eligibility criteria will be defined.

Redeployment of personnel

17. The deployment of human resources will take place in response to the needs articulated by communities and welfare authorities. Personnel will be moved from overserved and underutilised programmes to those areas which are in need of additional staff. Such redeployment of personnel will be conducted in consultation with those affected.

18. Active recruitment of social welfare personnel to serve rural areas will be undertaken. Incentives will be developed to attract personnel to work in rural areas and other areas which are hard to reach.

Capacity building and reorientation of personnel

19. The efficient and effective delivery of services is contingent upon sound human resource planning and development. An appropriately trained pool of personnel at all levels, which includes both generic and specialised services, will be developed. Appropriate training will be provided by all employers in the welfare sector.

20. To ensure that the skills of personnel in the social welfare sector are upgraded, a comprehensive capacity-building programme will be embarked upon by both the public and the private social welfare sectors. Such programmes will be based on a systematic analysis of training needs, and will also form part of on-going in-service training programmes.

21. A balance will be established between preventative, curative, promotive and developmental perspectives in the planning and management of human resources.

22. Training programmes will also be specifically designed to reorient existing personnel towards developmental approaches. Some of these will be in-house programmes, others will be provided by both governmental and non-governmental organisations. Negotiations will also be undertaken with training institutions to provide a range of capacity-building programmes.

23. Career paths must be determined by human resource planning. Career planning and affirmative action will be linked to capacity-building programmes.

15. Bestaande mensehulpbronvermoëns moet betekenisvol uitgebrei word by wyse van die gebruikmaking van verskillende kategorieë van maatskaplikewelsynspersoneel, insluitende vrywilligers. Personeel behoort ook aan gebiede wat 'n gebrek aan dienste het, toegewys te word.

Die personeeladministrasiestandaarde (PAS) van die Staatsdienskommissie moet bepaal dat verskillende kategorieë van personeel in die openbare sektor in diens geneem word. Hierdie bepaling behoort ook vervat te wees in die kriteria vir die finansiering van toekomstige maatskaplikewelsynsprogramme.

Die reg van alle werknemers om in kollektiewebedingingsprosesse verteenwoordig te word en daarin deel te hê, word gehandhaaf. Welsynspersoneel sal aangemoedig word om hulleself te organiseer om in kollektiewebedingingsstrukture verteenwoordig te wees om hulle behoeftes te hanteer.

RIGLYNE VIR 'N STRATEGIE

Regstellende aksie

16. 'n Vyfjaarplan van aksie sal ontwikkel word om onbillikhede tussen werknemers betreffende ras, rang, geslag en gestremdheid te verwyder. Sodanige programme sal uitgevoer word binne die raamwerk van die Grondwet. Gesonde mensehulpbronbeleide sal ontwikkel word om die benadeling van die verlede teen te werk.

Die openbare en die private welsynsektore sal regstellende-aksieprogramme ontwikkel en uitvoer wat op 'n pro-aktiewe wyse die benadeling wat sekere dele van die gemeenskap in die verlede ondervind het, sal hanteer. Sodanige programme sal die struikelblokke vir gelykheid verwyder en diskriminerende praktyke van die verlede oorkom.

Doeltreffende programme sal ontwikkel word op die grondslag van 'n ontleding van die arbeidsmag en 'n hersiening van personeelbeleid en -praktyke. Die programme sal onder meer ook fokus op werwings- en indiensnemingsbeleid; personeelbeoordeling en bevorderings; personeelopleiding; en ontwikkelingsprogramme en die skepping van 'n fasiliterende omgewing binne organisasies en inrigtings vir die suksesvolle uitvoering van die regstellende-aksieprogramme.

Groepe met agterstande sal gehelp word met beurse, rentevrye lenings en akademiese-ondersteuningsprogramme om toe te tree tot voorkeurgebiede wat geïdentifiseer word. Geskikte kriteria sal bepaal word.

Herontplooiing van personeel

17. Die herontplooiing van menslike hulpbronne sal plaasvind in reaksie op die behoeftes wat deur gemeenskappe en welsynsorganisasies verwoord word. Personeel sal verskuif word vanaf programme met 'n oormaat personeel en wat onderbenut word, na daardie gebiede wat bykomende personeel benodig. Sodanige verskuiwing van personeel sal plaasvind in oorleg met diegene wat geraak word.

18. 'n Aktiewe proses sal van stapel gestuur word om maatskaplikewelsynspersoneel te werf om landelike gebiede te bedien. Aansporings sal ontwikkel word om personeel te trek om in landelike gebiede en ander moeilik bereikbare gebiede te werk.

Kapasiteitsuitbouing en reoriëntering van personeel

19. Doeltreffendheid en doelmatige dienslewering is afhanklik van gesonde mensehulpbronbeplanning en -ontwikkeling. 'n Poel van geskik opgeleide personeel op alle vlakke wat sowel generiese as gespesialiseerde dienste insluit, sal ontwikkel word. Geskikte opleiding sal deur alle werkgewers in die welsynsektor voorsien word.

20. Om te verseker dat die vaardighede van personeel in die maatskaplikewelsynsektor opgegradeer word, sal 'n omvattende kapasiteitsuitbouingsprogram onderneem word deur sowel die openbare as private maatskaplikewelsynsektor. Sodanige programme sal gegrond word op 'n stelselmatige ontleding van opleidingsbehoefte en sal ook deel uitmaak van voortgesette indiensopleidingsprogramme.

21. 'n Balans sal gevestig word tussen voorkomende, kuratiewe, bevorderende en ontwikkelingsgerigte perspektiewe in die beplanning en bestuur van menslike hulpbronne.

22. Opleidingsprogramme sal ook in die besonder ontwerp word om bestaande personeel te reoriënteer tot ontwikkelingsgerigte benaderings. Sommige hiervan sal interne programme wees terwyl, andere verskaf sal word deur sowel Staats- as nie-regeringsorganisasies. Daar sal ook onderhandelings met opleidingsinstellings wees om 'n verskeidenheid van kapasiteitsuitbouingsprogramme te voorsien.

23. Loopbaanpad moet deur mensehulpbronbeplanning bepaal word. Beroepsbeplanning en regstellende aksie sal gekoppel word met kapasiteitsuitbouingsprogramme.

Education and training

24. Social development theory and practice must provide the framework for welfare education and training programmes.

25. The Department of Welfare will encourage institutions to review current welfare education and training programmes and curricula, particularly in universities.

- (a) Core courses should be redesigned and made flexible and sensitive to provincial and inter-provincial variations. Curricula and training materials should be indigenous and culturally sensitive, and a balance should be maintained between therapeutic and developmental methodologies. Curricula should be developed in consultation with service providers.

In addition, many other new directions in education and training in the welfare field are needed, such as developmental social welfare and social development; welfare financing; development administration and management; social policy, research and planning; gender-sensitive welfare programming; appropriate programmes for people with disabilities, e.g. people using sign language; HIV/AIDS; multi-cultural concerns in practice; accessible communication with beneficiaries in terms of language usage; rural development practice; and intersectoral interventions.

- (b) The urban bias in training programmes should be countered. Training programmes should emphasise that urban models should not be uncritically replicated in rural contexts. Alternatives should be offered.
- (c) Selection procedures for admission to the social work profession should be standardised by the training institutions.
- (d) The training of social welfare personnel should be tailored to meet South Africa's basic needs. Community development workers should be trained to work with national, provincial and local government structures, including NGO's, to aid them in prioritising community needs and in accessing resources. This key aspect of training to facilitate community participation has been identified as an essential prerequisite for the effective implementation of the RDP.
- (e) Training should be provided for other categories of personnel, such as child and youth care workers.

Accreditation system

26. An accreditation system will be developed for all categories of welfare personnel, including community development workers, social development workers, child and youth care workers, and for particular categories of volunteers, social auxiliary workers and others that may still be defined. Such accreditation will be part of the acknowledgement of the importance of life-long learning processes.

The required levels of education and training for accreditation will be determined by a task group which will be specially appointed for this purpose. The task group will develop guidelines, consulting widely with stakeholders, and competencies for each level of education and training will be determined and accredited accordingly.

27. There will be articulation between the different programmes. This means that the different categories of personnel will be able to progress to higher levels from any starting point. They will be able to obtain recognition and credit for qualifications from one part of the system to another. The system will make it possible to assess and recognise prior learning, and skills acquired through experience.

Regulatory body

28. The South African Interim Council for Social Work will evaluate and monitor whether welfare personnel have received the appropriate education and/or retraining. The Interim Council will work within an integrated qualification framework set by the South African Qualifications Authority. The objectives as prescribed by the present Social Work Act, 1978 (Act 100 of 1978), will be properly negotiated and amended if necessary. The South African Interim Council for Social Work will also deal with the required registration and licensing of social workers and the body and its terms of reference will be established after consultation with the welfare community. Consensus will be reached on a code of ethics which will set out the guiding principles and values of the social work profession.

Onderwys en opleiding

24. Maatskaplike-ontwikkelingsteorie en -praktyk moet die raamwerk voorsien vir welsynsonderwys en opleidingsprogramme.

25. Die Departement van Welsyn sal instellings, veral universiteite, aanmoedig om die huidige welsynsonderwys- en opleidingsprogramme en -leerplanne te hersien.

- (a) Kernkursusse behoort herontwerp te word, buigsaam en sensitief te wees vir provinsiale en interprovinsiale variasies. Leerplanne en opleidingsmateriaal behoort inheems en kultureel sensitief te wees en 'n balans behoort gevind te word tussen terapeutiese en ontwikkelingsgerigte metodologieë. Leerplanne behoort in oorleg met diensverskaffers ontwikkel te word.

Daarbenewens is daar baie ander nuwe rigtings in onderwys en opleiding in die welsynsveld nodig, soos ontwikkelingsgerigte maatskaplike welsyn en maatskaplike ontwikkeling; welsynsfinansiering; ontwikkelingsadministrasie en -bestuur; maatskaplike beleid, navorsing en beplanning; welsynsprogrammering wat geslags sensitief is; toepaslike programme vir mense met gestremdhede soos, gebaretaal; MIV/VIGS; multikulturele belange in die praktyk, toeganklike kommunikasie met die begunstigdes ten opsigte van taalgebruik; landelike ontwikkelingspraktyk en intersektorale intervensies.

- (b) Die stedelike bevoordeling in opleidingsprogramme behoort teengewerk te word. Opleidingsprogramme behoort te benadruk dat stedelike modelle nie sonder meer in landelike verband herhaal behoort te word nie. Alternatiewe behoort aangebied te word.
- (c) Keurprosedures vir toelating tot die maatskaplikewerkprofessie behoort deur opleidingsinstellings gestandaardiseer te word.
- (d) Die opleiding van maatskaplikewelsynspersoneel behoort daarop toegespits te wees om die basiese Suid-Afrikaanse behoeftes te hanteer. Gemeenskapsontwikkelingswerkers behoort opgelei te word om te werk met nasionale, provinsiale en plaaslike regeringstrukture, insluitende NRO's, om hulle te help om die behoeftes van die gemeenskap te prioritiseer en om toegang tot hulpbronne te verkry. Hierdie sleutelaspek van opleiding om gemeenskapsdeelname te fasiliteer is geïdentifiseer as 'n noodsaaklike voorvereiste vir die doeltreffende uitvoering van die HOP.
- (e) Opleiding sal voorsien word vir ander kategorieë van personeel soos kinder- en jeugsorgwerkers.

Akkrediteringstelsel

26. 'n Akkrediteringstelsel sal ontwikkel word vir alle kategorieë van welsynspersoneel, insluitende gemeenskapsontwikkelingswerkers, maatskaplike-ontwikkelingswerkers, kinder- en jeugsorgwerkers, besondere kategorieë van vrywilligers, maatskaplike hulpwerkers en ander kategorieë wat nog omskryf kan word. Sodanige akkreditering sal deel vorm van die erkenning van die belangrikheid van lewenslange leerprosesse.

Die vereiste vlakke van onderwys en opleiding vir akkreditering sal bepaal word deur 'n taakspan, wat spesiaal vir hierdie doel aangestel sal word. Die taakspan sal riglyne ontwikkel waarvoor op 'n breë grondslag met die belanghebbendes oorleg gepleeg sal word en die regsbevoegdheid vir elke vlak van onderwys en opleiding sal vasgestel word en dienoreenkomstig geakkrediteer word.

27. Daar sal artikulasie tussen die verskillende programme wees. Dit beteken dat die verskillende kategorieë van die personeel in staat sal wees om na hoër vlakke te vorder vanaf enige beginpunt. Hulle sal in staat wees om erkenning en krediet te verkry vir kwalifikasies van een deel van die stelsel na 'n ander. Die stelsel sal geleentheid verskaf vir beoordeling en erkenning van vorige studie en vaardighede wat deur ervaring verkry is.

Regulerende liggaam

28. Die Suid-Afrikaanse Tussentydse Raad vir Maatskaplike Werk sal evalueer en monitor of welsynspersoneel die toepaslike onderwys en/of heropleiding ontvang het. Die Tussentydse Raad funksioneer binne 'n geïntegreerde kwalifikasieraamwerk wat deur die Suid-Afrikaanse Kwalifikasie-owerheid bepaal is. Die oogmerke soos voorgeskryf by die huidige Wet op Maatskaplike Werk, 1978 (Wet 110 van 1978), sal behoorlik onderhandel en gewysig word waar nodig. Die Suid-Afrikaanse Tussentydse Raad vir Maatskaplike Werk sal ook die vereiste registrasie en lisensiering van maatskaplike werkers hanteer en die liggaam en sy opdrag sal na oorlegpleging met die welsynsgemeenskap ingestel word. Konsensus sal bereik word oor 'n etiese kode wat die rigtinggewende beginsels en waardes van die maatskaplikewerkberoep uiteen sal sit.

29. The development of standards for the selection and employment of all categories of social welfare personnel in the public sector will be the responsibility of the national and provincial departments of welfare. An appropriate personnel code will be developed jointly by Government and its partners to guide personnel standards throughout the welfare sector.

Salaries, service and working conditions

30. The low salaries of social welfare personnel in both the public and voluntary welfare sectors is an issue that must be urgently addressed. It is imperative that an equitable rate of jobs be instituted across the whole of the Public Service.

An investigation into salaries and into the service and working conditions of welfare personnel in the private sector will be undertaken in order to undergird policy, planning and the financing of social welfare programmes.

Salaries will be linked to performance criteria, experience and qualifications.

Volunteerism

31. Volunteer programmes will be developed by Government and its non-governmental partners. The appropriate and effective utilisation of volunteers in developmental social welfare services is critical. The financing of social programmes utilising volunteers will be reviewed. A task group will be appointed immediately to develop volunteer programmes which will identify the nature, scope, terms of reference of the programme, strategy to be adopted, structures required and financing options.

CHAPTER 5: LEGISLATION³

SITUATION ANALYSIS

Scope of welfare and related legislation

1. The Ministry for Welfare and Population Development is directly responsible for the execution and administration of the legislation which is contained in the Annexure. These Acts can be regarded as constituting the legal framework for South African welfare. The majority were passed by the previous Government. In addition, some of the then so-called Own Affairs departments and Independent states developed separate legislation, which was applicable only to a particular group or territory. Together, all the Acts provide for services and social benefits to designated target groups and govern eligibility requirements, norms and standards, the registration and financing of welfare services, the establishment of governance structures, fund-raising from the public and the regulation of the social work profession.

2. The welfare sector is also directly influenced by Acts administered by other Ministries, certain of which contain specific clauses on services performed by personnel in the welfare sector. The provisions of some Acts impact on welfare services, welfare target groups and the alleviation of poverty in general (partly a welfare task).

Fragmented system

3. Current welfare legislation enshrines the fragmented welfare system of the past, when different Government departments operated in isolation from each other and stakeholders' involvement in the legislative process was negligible. The present legislation is therefore inadequate.

Duplication

4. Current legislation is duplicated and overlaps. It was formulated to support racial segregation. Rationalised legislation will effect the speedy and effective integration of services.

³ The term "legislation" as it is used in this chapter refers to Acts of Parliament and of the provinces, including the subordinate legislation, such as regulations issued in terms of the Acts. Refer to Annexure on legislation pertaining to the welfare function.

29. Die ontwikkeling van standaarde vir die keuring en indiensneming van alle kategorieë van maatskaplikewelsynspersoneel in die openbare sektor sal die verantwoordelikheid van die nasionale en provinsiale departemente van welsyn wees. 'n Geskikte personeelkode sal gesamentlik deur die Staat en sy vennote ontwikkel word om rigting te gee aan personeelstandaarde dwarsdeur die welsynsektor.

Salarisse, diensvoorwaardes en werksomstandighede

30. Die swak salarisse van maatskaplikewelsynspersoneel in sowel die openbare as die vrywillige welsynsektor is 'n aangeleentheid wat dringend aandag moet kry. Dit is uiters belangrik dat 'n billike maatstaf vir werkgeleenthede dwarsdeur die hele Staatsdiens ingestel moet word.

'n Ondersoek sal ingestel word na salarisse, diensvoorwaardes en werksomstandighede van welsynspersoneel in die private sektor om beleid, beplanning en finansiering van maatskaplikewelsynsprogramme hieroor toe te lig.

Salarisse sal gekoppel word aan prestasiekriteria, ondervinding en kwalifikasie.

Vrywilligers

31. Programme vir vrywilligers sal deur die Staat en sy nie-regeringsvennote ontwikkel word. Die toepaslike en doeltreffende aanwending van vrywilligers in ontwikkelingsgerigte maatskaplike-welsynsdienste is noodsaaklik. Die finansiering van maatskaplike programme wat vrywilligers aanwend sal hersien word. 'n Taakspan sal onmiddellik aangestel word om programme vir vrywilligers te ontwikkel wat die aard, omvang, opdrag van die programme, die strategie wat aangeneem moet word, strukture wat benodig word en die finansiële keuse sal identifiseer.

HOOFSTUK 5: WETGEWING³

SITUASIE-ANALISE

Die omvang van welsyn en verwante wetgewing

1. Die Ministerie vir Welsyn en Bevolkingsontwikkeling is direk verantwoordelik vir die uitvoering en administrasie van die wetgewing wat in die Bylae genoem word. Hierdie wette kan beskou word as die wetlike raamwerk van die Suid-Afrikaanse welsyn. Die meeste hiervan is deur die vorige regering aangeneem. Voorts het die voormalige sogenoemde Eie Sake-departemente en onafhanklike state aparte wetgewing ontwikkel wat slegs betrekking gehad het op 'n bepaalde groep of gebied. Tesame het al hierdie wette voorsiëning gemaak vir dienste en maatskaplike voordele vir aangewese teikengroepe, die beheer oor vereistes van geregtigheid daarop, norme en standaarde, die registrasie en finansiering van welsynsdienste, die vestiging van beherende strukture, fondsinsameling vanaf die publiek en die regulering van die maatskaplikewerkprofessie.

2. Die welsynsektor word ook direk beïnvloed deur wette wat deur ander ministeries geadministreer word, waarvan sommige wette bepaalde bepalings bevat oor dienste wat deur personeel in die welsynsektor gelewer word. Bepalings van sekere wette het 'n invloed op welsynsdienste, welsynsteikengroepe en die verligting van armoede in die algemeen (deels 'n welsynstaak).

Gefragmenteerde stelsel

3. Huidige welsynswetgewing verskans die gefragmenteerde welsynstelsel van die verlede, toe verskillende Staatsdepartemente in isolasie van mekaar gefunksioneer het, terwyl die betrokkenheid van die belanghebbendes by die wetgewende proses onbeduidend was. Die huidige wetgewing is dus onvoldoende.

Duplisering

4. Huidige wetgewing is gedupliseer en oorvleuel. Dit is geformuleer om rassese segregasie te ondersteun. Gerasionaliseerde wetgewing sal die spoedige en doeltreffende integrasie van dienste tot gevolg hê.

³ Die term "wetgewing" soos in hierdie hoofstuk gebruik, verwys na wette van die Parlement en die provinsies insluitende ondergeskikte wetgewing, soos regulasies wat uitgevaardig is ooreenkomstig sodanige wette. Sien die bylae oor wetgewing wat betrekking het op die welsynsfunksie.

Lack of policy

5. Existing legislation is not based on the planned implementation and continuous evaluation of a comprehensive welfare policy. It reflects ad hoc and partial reactions to different needs at different times. Important pieces of current legislation do not contain adequate policy guidelines on issues such as the values and principles underlying welfare services or the responsibilities which belong to the Government.
6. Furthermore, not all existing legislation has been examined and adjusted in terms of the present Constitution, neither has it been brought into line with international conventions and protocols, some of which still need to be signed or ratified.

National and provincial powers

7. The present Constitution provides a new framework for the restructuring of welfare legislation at national and provincial levels. However, the constitutional criteria for the delineation of national and provincial powers are not fixed or sector-specific, but are intended to guide legislatures in decision-making. The legislation is therefore open to interpretation and could cause confusion, even conflict, between national and provincial levels of government. The situation also affects the allocation to provincial authorities of unresolved legislation that is currently the responsibility of the Minister for Welfare and Population Development.

Lack of consultation

8. Existing legislation was seldom developed in an inclusive, consultative process and there was no mandatory involvement of stakeholders in either the evaluation of legislative needs or the drafting process. It is therefore based to a great extent on the preferences and values of an elite group of politicians, public servants and opinion makers. Some aspects of the laws consequently do not have the support of the public as a whole. Their appropriateness for the South African context can rightly be questioned.

The lack of consultation also applies intersectorally. Legislation was generally drafted in isolation, by the welfare sector alone, without taking sufficient cognisance of broader issues in the socio-economic environment, dealt with by other departments or sectors. This, together with the lack of trust between departments, and vested interests, arrested the potential to develop a meaningfully integrated approach which in turn could consolidate efforts towards self-reliance in communities. Legislation was not effectively co-ordinated at the inter-departmental level, which caused legislation which impacted on welfare issues to be relatively unsympathetic to welfare causes, hindering rather than promoting services.

Public participation

9. Methods used in the past have targeted élite stakeholders and are not appropriate at the community level.

APPROACH**Comprehensive policy**

10. Legislation will be determined by a comprehensive welfare policy. Therefore, legislation will be the end-product of, and not the initial impetus for, policy formulation. The values base and policy direction of each piece of legislation will also be clearly apparent in all Acts.

New legislation

11. New legislation is affected by the current uncertainties over the delineation of national and provincial powers. When drawing up new welfare legislation, both of the following issues should be taken into account.

- (a) The fragmentation and lack of consultation with stakeholders in the past should not be repeated through independent legislative processes that are not well considered. To build a new, coherent, integrated and consolidated body of welfare legislation, some measure of uniformity should be instituted, but not in a unilateral manner.

Gebrek aan beleid

5. Bestaande wetgewing is nie gebaseer op die beplande implementering en deurlopende evaluering van 'n omvattende welsynsbeleid nie. Dit reflekteer *ad hoc* en eensydige reaksies op verskillende behoeftes op verskillende tye. Belangrike dele van die huidige wetgewing bevat nie voldoende beleidsriglyne oor aangeleenthede soos die waardes en beginsels wat onderliggend is aan welsynsdienste of die verantwoordelikhede van die Staat nie.

6. Voorts is alle bestaande wetgewing nie ondersoek en aangepas ooreenkomstig die huidige Grondwet nie, en kom dit ook nie ooreen met internasionale konvensies en protokol nie, waarvan sommige nog onderteken of bekragtig moet word.

Nasionale en provinsiale bevoegdhede

7. Die huidige Grondwet voorsien 'n nuwe raamwerk vir die herstrukturering van welsynswetgewing op nasionale en provinsiale vlak. Die grondwetlike kriteria vir die afbakening van nasionale en provinsiale bevoegdhede is egter nog nie vasgestel of in spesifieke sektore verdeel nie, maar is bedoel om rigting te gee aan die wetgewers in hulle besluitneming. Dit is dus oop vir vertolking en kan verwarring of selfs konflik tussen nasionale en provinsiale vlakke veroorsaak. Hierdie situasie raak ook die toewysing aan provinsiale owerhede van onbeslegde wetgewing wat tans die verantwoordelikheid van die Minister vir Welsyn en Bevolkingsontwikkeling is.

Gebrek aan oorlegpleging

8. Bestaande wetgewing is selde in 'n inklusiewe, konsultatiewe proses ontwikkel en daar was geen verteenwoordigende betrokkenheid van belanghebbendes by of die evaluering van wetgewende behoeftes of die opstellingsproses nie. In 'n groot mate is dit gebaseer op die voorkeure en waardes van 'n elitegroep van politici, Staatsamptenare en meningvormers. Sekere aspekte van die wette geniet derhalwe nie die steun van die hele publiek nie. Hulle toepaslikheid in die Suid-Afrikaanse verband kan met reg bevraagteken word.

Die gebrek aan oorlegpleging is ook intersektoraal van toepassing. Wetgewing is in die algemeen in isolasie deur die welsynsektor alleen opgestel, sonder om voldoende kennis te neem van breër aangeleenthede in die sosio-ekonomiese omgewing wat deur ander departemente of sektore hanteer word. Dit tesame met die gebrek aan vertroue tussen departemente en gevestigde belange, het die moontlikheid om 'n sinvolle geïntegreerde benadering te ontwikkel gestrem, wat op sy beurt pogings kon konsolideer om selfstandigheid binne gemeenskappe te ontwikkel. Op 'n interdepartementele vlak was daar nie doeltreffende koördinerende van wetgewing nie, wat veroorsaak het dat wetgewing oor welsynsaangeleenthede relatief onsimpatiek teenoor welsynsaangeleenthede gestaan het, en dit het dienste eerder gehinder as om dit te bevorder.

Openbare deelname

9. Metodes wat in die verlede toegepas is, het elitebelanghebbendes as teiken gehad en was nie geskik vir die gemeenskapsvlak nie.

BENADERING**Omvattende beleid**

10. Wetgewing sal deur 'n omvattende welsynsbeleid bepaal word. Wetgewing sal dus die eindproduk van en nie die aanvanklike stukrag vir beleidsformulering wees nie. Die waardebasis en beleidsrigting van elke deel van die wetgewing sal in alle wette duidelik sigbaar wees.

Nuwe wetgewing

11. Nuwe wetgewing word geraak deur die huidige onsekerhede betreffende die afbakening van nasionale en provinsiale bevoegdhede. Wanneer nuwe welsynswetgewing opgestel word, behoort albei die volgende aangeleenthede in aanmerking geneem te word:

- (a) Die fragmentering en gebrek aan oorlegpleging met belanghebbendes in die verlede behoort nie by wyse van losstaande wetgewende prosesse wat nie weldeurdag is, herhaal te word nie. Ten einde 'n nuwe, samehorige, geïntegreerde en gekonsolideerde liggaam van welsynswetgewing te bou, behoort sekere eenvoudige maatreëls ingestel te word, maar nie op 'n eensydige wyse nie.

- (b) At the same time, provincial responsibility for the planning, development and rendering of welfare services and for welfare legislation responsive to provincial differences, should be recognised, and provincial legislative powers respected.

Ongoing deliberations

12. Criteria to guide future deliberations on legislation, as well as a mechanism to facilitate such discussions, should be established.

Local Government

13. The need to empower local Governments with legislative authority over welfare and the power to administer welfare legislation should be further debated.

Inclusive political involvement

14. Criteria and mechanisms should be established for involving all the relevant Ministers and their departments in the legislative processes of the Department of Welfare. Previously, political involvement in welfare was restricted to the responsible Minister. In the more open society of the present, the welfare sector acknowledges that other political representatives can contribute to the social welfare system.

15. Given any national legislation's impact at the provincial level, it should also be standard practice to involve provincial political figures, provincial departments and civil society in the development of national welfare legislation.

Subordinate legislation

16. Subordinate legislation should be subject to ministerial powers for enactment. Measures should be developed to ensure that ministerial powers over subordinate legislation are not exercised unilaterally and that the principles of transparency, inclusivity and accessibility are upheld. The drafting of regulations should be synchronised with the drafting of the Act to which they pertain. All subordinate legislation should be gazetted for comment and approved by the Parliamentary Portfolio Committee for Welfare.

Policy development vs immediate restructuring

17. The problems inherent in South African welfare legislation underline the urgent need to develop a holistic body of legislation determined in accordance with a comprehensive policy. However, the formulation of policy is a slow process. An immediate restructuring of all legislation is not possible. A compromise will need to be reached between the long-term benefits of rational and comprehensive restructuring of legislation and the necessity of making appropriate incremental changes in the shortterm.

The process of amending or extending legislation should be carefully managed. It should, as far as possible, be ensured that urgent changes made in an incremental manner are consistent with the overall policy when it is in place. Short-term amendments should be implemented speedily in order to facilitate the restructuring process.

Related legislation

18. A review of welfare legislation should take into account all related legislation.

GUIDELINES FOR STRATEGY

Current legislative programme

19. The Department of Welfare currently administers 15 welfare Acts, 10 of which will either be assigned to the provinces or repealed by the commencement of the Social Assistance Act, 1992 (Act 59 of 1992), or by the proclamation assigning the administration of certain welfare acts to the provinces.

- (b) Terselfdertyd behoort die provinsiale verantwoordelikheid vir die beplanning, ontwikkeling en lewering van welsynsdienste en vir welsynswetgewing in reaksie op provinsiale verskille, erken te word, en behoort provinsiale bevoegdhede gerespekteer te word.

Voortgesette onderhandelings

12. Kriteria om toekomstige onderhandelings oor wetgewing te rig, asook 'n meganisme om sodanige onderhandelings te fasiliteer, behoort gevestig te word.

Plaaslike regering

13. Die behoefte daaraan om plaaslike regerings te bemagtig by wyse van wetgewende gesag oor welsyn en die bevoegdheid om welsynswetgewing te administreer behoort verder bespreek te word.

Inklusiewe politieke betrokkenheid

14. Kriteria en meganismes om al die betrokke ministers en hul departemente by die wetgewende prosesse van die Departement van Welsyn te betrek, moet gevestig word. Voorheen is politieke betrokkenheid by welsyn beperk tot die verantwoordelike minister. In die huidige toegankliker samelewing erken die welsynsektor dat ander politieke verteenwoordigers tot die maatskaplikewelsynstelsel kan bydra.

15. Gegewe die trefkrag van enige nasionale wetgewing op die provinsiale vlak, behoort dit ook standaardpraktik te wees om provinsiale politieke figure, provinsiale departemente en die burgerlike samelewing te betrek by die ontwikkeling van nasionale welsynswetgewing.

Ondergeskikte wetgewing

16. Ondergeskikte wetgewing behoort vir verordening aan ministeriële bevoegdhede onderwerp te word. Maatreëls behoort ontwikkel te word om te verseker dat ministeriële bevoegdhede oor ondergeskikte wetgewing nie eensydig uitgevoer word nie, en dat die beginsels van deursigtigheid, inklusiwiteit en toeganklikheid gehandhaaf word. Die ontwikkeling van regulasies behoort gesinchroniseer te word met die ontwikkeling van die wet waarop dit betrekking het. Alle ondergeskikte wetgewing behoort vir kommentaar in die Staatskoerant gepubliseer te word en deur die parlementêre Portefeuljekomitee vir Welsyn goedgekeur te word.

Beleidsontwikkeling teenoor onmiddellike heropbouing

17. Die probleme inherent aan die Suid-Afrikaanse welsynswetgewing beklemtoon die dringende behoefte daaraan om 'n holistiese wetgewende liggaam te ontwikkel wat bepaal word deur 'n omvattende beleid. Die formulering van beleid is egter 'n tydsame proses. 'n Onmiddellike herstrukturering van alle wetgewing is nie moontlik nie. 'n Vergelyk moet getref word tussen die langtermynvoordele van 'n rasonale en omvattende herstrukturering van wetgewing en die noodsaaklikheid om toenemende veranderings oor die kort termyn doelmatig toe te pas.

Die proses om wette te wysig of uit te brei behoort versigtig hanteer te word. Daar moet sover moontlik verseker word dat dringende toenemende wysigings nie strydig is met die omvattende beleid wanneer dit in posisie is nie. Korttermynwysigings behoort vinnig geïmplementeer te word ten einde die herstruktureringproses te fasiliteer.

Verwante wetgewing

18. Alle verwante wetgewing behoort in ag geneem te word by die hersiening van welsynswetgewing.

RIGLYNE VIR 'N STRATEGIE

Huidige wetgewende program

19. Die Departement van Welsyn administreer tans 15 welsynswette, waarvan 10 aan die provinsies toegewys sal word of herroep sal word met die inwerkingtreding van die Wet op Maatskaplike Bystand, 1992 (Wet 59 van 1992), of met die proklamasie wat die administrasie van sekere welsynswette aan die provinsies sal toewys.

Five welfare acts, namely the Fund-raising Act, 1978, the Social Work Act, 1978, the Child Care Act, 1983, the Probation Services Act, 1991, and the Prevention and Treatment of Drug Dependency Act, 1992, will not be assigned to the provinces and will therefore remain national.

The Social Work Amendment Act, 1995 (Act 52 of 1995), has been promulgated and the Child Care Amendment Bill has been published for comment. A comprehensive National Welfare Act, a new Fund-raising Act and a new Prevention and Treatment of Drug Dependency Act will be in place by the end of 1997.

Medium-term legislative programme

20. A medium and longer-term legislative programme will be developed by the Department of Welfare in consultation with stakeholders and other Government departments.

Principles of the legislative programme

21. The present situation constitutes a challenge to the welfare community to develop comprehensive, coherent and just legislation that empowers individuals, families, groups and communities to achieve optimum social functioning. The following are the guiding principles and values on which future welfare legislation will be based.

22. Legislation will reflect the fundamental principles of the new welfare dispensation as *referred to in Chapter 2*. Legislation will also be reasonable, fair and just, based on needs and aimed at the common good.

23. Legislation will be placed within the framework of the Reconstruction and Development Programme, reflecting a developmental approach to social welfare. It will meet international requirements and will be compatible with the Constitution.

Representation

24. A representative mechanism will be set up at national level to ensure inclusivity and transparency in establishing legislative needs and to guide and co-ordinate drafting processes in accordance with accepted values and principles. This mechanism will be linked to the governance structures in *Chapter 3* in order to eliminate fragmentation of welfare structures. All welfare legislation will be approved by the Ministers' Policy Council.

25. Similar structures will be developed at provincial level.

Comprehensive legislation

26. Future legislation will be holistic and comprehensive and will take the following criteria into consideration:

- (a) The relationship between welfare and the other sectors;
- (b) the range of human needs;
- (c) the spectrum of measures available to develop affordable and sustainable optimum social functioning;
- (d) networking with other Government departments to ensure that their legislation is welfare-friendly; and
- (e) the co-operation of other sectors will be sought in order to formulate and implement appropriate welfare legislation.

Regional sensitivity

27. A balance will be struck between the need to develop an integrated and consolidated body of legislation and the need to devolve regulatory authority to allow for regional variations that are responsive to the different needs of particular communities.

Powers at different levels of Government

28. Research will be commissioned on international legislative models to guide legislators in achieving a balance between national and provincial legislative powers regarding welfare.

Vyf welsynswette te wete die Wet op Fondsinsameling, 1978, die Wet op Maatskaplike Werke, 1978, die Wet op Kindersorg, 1983, die Wet op Proefdienste, 1991, en die Wet op die Voorkoming en Behandeling van Dwelmafhanklikheid, 1992, sal nie aan die provinsies toegewys word nie en sal dus nasionaal bly.

Die Wysigingswet op Maatskaplike Werk, 1995 (Wet 52 van 1995), is gepromulgeer en die Konsepswysigingswet op Kindersorg is vir kommentaar gepubliseer. 'n Omvattende Nasionale Welsynswet, 'n nuwe Wet op Fondsinsameling en 'n nuwe Wet op die Voorkoming en Behandeling van Dwelmafhanklikheid sal teen die einde van 1997 gereed wees.

Medium termyn wetgewende program

20. 'n Medium en lang termyn program sal deur die Departement van Welsyn in oorleg met belanghebbendes en ander Staatsdepartemente ontwikkel word.

Beginnels van 'n wetgewende program

21. Die huidige situasie vorm 'n uitdaging vir die welsynsgemeenskap om omvattende, samehangende en regverdigde wetgewing te ontwikkel wat individue, gesinne, groepe en gemeenskappe bemagtig om optimum maatskaplike funksionering te bereik. Toekomstige welsynswetgewing sal op die volgende rigtinggewende beginsels en waardes gegrond wees.

22. Wetgewing sal die fundamentele beginsels van die nuwe welsynsbedeling reflekteer, wat in *Hoofstuk 2 genoem word*. Wetgewing sal ook redelik, onpartydig en regverdig wees; gegrond op behoeftes en gemik wees op die algemene voordeel.

23. Wetgewing sal binne die raamwerk van die Heropbou- en Ontwikkelingsprogram geplaas word wat 'n ontwikkelingsgerigte benadering tot maatskaplike welsyn sal weerspieël. Dit sal aan internasionale vereistes voldoen en sal ook met die Grondwet verenigbaar wees.

Verteenwoordiging

24. 'n Verteenwoordigende meganisme sal op nasionale vlak ingestel word om inklusiwiteit en deursigtigheid by die bepaling van wetgewende behoeftes te verseker en om leiding te gee aan opstellingprosesse en dit te koördineer in ooreenstemming met aanvaarde waardes en beginsels. Hierdie meganisme sal verbind word met die beheerstrukture in *Hoofstuk 3*, ten einde fragmentasie van welsynstrukture uit die weg te ruim. Alle welsynswetgewing sal deur die Ministersbeleidsraad goedgekeur word.

25. Soortgelyke strukture sal op provinsiale vlak ontwikkel word.

Omvattende wetgewing

26. Toekomstige wetgewing sal holisties en omvattend wees en sal die volgende kriteria in aanmerking neem:

- (a) Die verhouding tussen welsyn en die ander sektore;
- (b) die omvang van menslike behoeftes;
- (c) die spektrum van maatreëls beskikbaar om bekostigbare en volhoubare optimum maatskaplike funksionering te ontwikkel;
- (d) netwerkskepping met ander Staatsdepartemente om te verseker dat hulle wetgewing welsynsvriendelik is; en
- (e) die samewerking van ander sektore sal verlang word sodat welsynswetgewing geskik geformuleer en toegepas word.

Streeksensitiwiteit

27. 'n Balans sal gevind word tussen die behoefte daaraan om 'n geïntegreerde en gekonsolideerde wetgewende liggaam te ontwikkel en die behoefte daaraan om regulerende gesag af te wentel om voorsiening te maak vir streekvariasies wat op die verskillende behoeftes van bepaalde gemeenskappe reageer.

Bevoegdhede op verskillende regeringsvlakke

28. Opdrag sal gegee word om navorsing te onderneem oor internasionale wetgewende modelle om wetgewers te lei om 'n balans te bereik tussen nasionale en provinsiale wetgewende bevoegdhede betreffende welsyn.

Participation

29. The process of formulating and administering legislation will be transparent, inclusive and accessible. Participation at the community level will be given particular attention. A multi-pronged approach will be used to involve civil society in legislative processes. Any process to develop legislation will include a comprehensive communication and empowerment strategy.

30. In Government, portfolio committees for welfare at national and provincial levels will be involved at a significantly earlier stage of the legislative process than is currently the case.

Accessibility

31. Legislation will be made accessible to the public, by:

- (a) Formulating legislation in language that is clear and easily understood;
- (b) developing strategies to enhance the participation of grass-roots stakeholders in the formulation of draft legislation;
- (c) developing strategies to communicate the content of legislation to the public on an ongoing basis;
- (d) ensuring that sources of information are effective, clear, understandable and readily available;
- (e) consolidating legislation on the same issue, as far as possible, into one act or set of regulations;
- (f) utilising existing structures in civil society to participate in legislative processes; and
- (g) making the national and provincial departments of welfare responsible for the facilitation of the above processes. Capacity-building programmes will also be provided.

The right to appeal

32. In order to ensure the just administration of legislation, the right to appeal will be entrenched in all legislation, including the right to appeal against regulations. Information on this right will be accessible.

Personnel

33. In addition, personnel will be equipped, through continuous and appropriate training, to administer legislation effectively, correctly and consistently, in accordance with fundamental human rights and accepted values and with a sense of accountability to their constituencies.

Continuous review

34. Continuous review will ensure the appropriateness of legislation, including evaluative research with the relevant stakeholders, on the outcome and administration of legislative measures.

Power of Parliament

35. Notwithstanding the above principles relating to the development of legislation, Parliament, as the highest legislative authority, will have the final say on content.

CHAPTER 6: FINANCE AND BUDGETING**SITUATION ANALYSIS****Welfare expenditure**

1. The 1995/1996 national budget for social security and welfare assistance and services (the welfare budget) is R13,439 billion, which is 8,7% of the consolidated national budget and 2,7% of the Gross Domestic Product (GDP).⁴

⁴ These and other figures in this Chapter were obtained from the Department of State Expenditure and the Department of Welfare.

Deelname

29. Die proses van die formulering en administrering van wetgewing sal deursigtig, inklusief en toeganklik wees. Besondere aandag sal gegee word aan deelname op gemeenskapsvlak. 'n Veelsoortige benadering sal gebruik word om die burgerlike samelewing by die wetgewende prosesse te betrek. Enige proses om wetgewing te ontwikkel sal 'n omvattende kommunikasie- en bemagtigingstrategie insluit.

30. In die Staat sal Portefeuljekomitees vir Welsyn op nasionale en provinsiale vlak in 'n beduidend vroeër stadium van die wetgewende proses betrek word as wat tans die geval is.

Toeganklikheid

31. Wetgewing sal vir die publiek toeganklik gemaak word deur:

- (a) Die formulering van wetgewing in duidelike en maklik verstaanbare taal;
- (b) die ontwikkeling van strategieë om die deelname van belanghebbendes op grondvlak by die formulering van konsepwetgewing te bevorder;
- (c) die ontwikkeling van strategieë om die inhoud van wetgewing op 'n voortgesette basis aan die publiek oor te dra;
- (d) te verseker dat inligtingsbronne doeltreffend, duidelik, verstaanbaar en geredelik beskikbaar is;
- (e) wetgewing oor dieselfde aangeleentheid so ver as moontlik in een wet of een stel regulasies te konsolideer;
- (f) bestaande strukture in die burgerlike samelewing te benut om deel te neem aan wetgewende prosesse; en
- (g) die nasionale en provinsiale departemente van welsyn wat daarvoor verantwoordelik sal wees om bogemelde prosesse te fasiliteer. Kapasiteitsuitbouingsprogramme sal ook voorsien word.

Die reg op appèl

32. Ten einde die regverdige administrasie van wetgewing te verseker, sal die reg op appèl in alle wetgewing verskans word, met inbegrip van die reg op appèl teen regulasies. Inligting oor hierdie reg sal toeganklik wees.

Personeel

33. Daarbenewens sal personeel toegerus word, deur middel van voortgesette en geskikte opleiding, om wetgewing doeltreffend, korrek en konsekwent te administreer in ooreenstemming met fundamentele menseregte en aanvaarde waardes en met 'n sin vir verantwoordbare diens aan hul kliënte.

Deurlopende hersiening

34. Deurlopende hersiening sal die geskiktheid van wetgewing verseker, insluitend evaluatiewe navorsing met die relevante belanghebbendes betreffende die resultaat en administrasie van wetgewende maatreëls.

Bevoegdheid van die Parlement

35. Nieteenstaande bovermelde beginsels wat verband hou met die ontwikkeling van wetgewing, sal die Parlement, as die hoogste wetgewende owerheid, die finale seggenskap oor die inhoud hê.

HOOFSTUK 6: FINANSIES EN BEGROTING**SITUASIE-ANALISE****Welsynsbesteding**

1. Die 1995/96 nasionale begroting vir bestaansbeveiliging en welsynsdienste (die welsynsbegroting) beloop R13,439 biljoen, wat 8,7% van die gekonsolideerde nasionale begroting uitmaak en 2,7% van die Bruto Binnelandse Produk (BBP)⁴.

⁴ Hierdie en ander syfers in die Hoofstuk is verkry van die Departement van Staatsbesteding en die Departement van Welsyn.

2. Social security and welfare services expenditure have increased significantly over the past five years. This is the single largest increase in the social services sector. Health and education's share of the national budget has remained virtually static over the same period.

3. The growth in welfare expenditure as a whole has been due to the redressing of disparities in social grants. Achieving parity in the social grants paid to pensioners and disabled persons and in parent, child and foster care grants has been a significant achievement. These grants are vital poverty alleviation mechanisms and are statutory benefits.

Structure of the welfare budget

4. The welfare budget is made up of two main components: social security and welfare assistance and services, which are contained in one parliamentary vote. The social security component amounts to 88% of the welfare budget, and welfare assistance and services to 8%, while 4% is allocated to capital expenditure.

5. Social security is the largest expenditure item in the welfare budget. Most of the money is spent on grants for the elderly (60%), and the disabled (24%), and on maintenance grants (14%). Enormous demands are made on the social security system. *These demands are discussed in Chapter 7 on Social Security.*

6. While there have been significant increases in social security expenditure, the welfare assistance and services component of the welfare budget has remained static and inadequate.

- (a) Reprioritisation has not been fully implemented and to a large extent the same welfare services and programmes are being funded which were funded under the former Government.
- (b) The approach in the past was to fund fields of service, for instance services to the elderly, children and families, and the disabled, correctional services and alcohol and drug abuse services.
- (c) Of the total amount budgeted for welfare services, 87% is spent on residential services and facilities. The remaining 13% is spent on subsidised posts for social workers and capital expenditure. In 1994, 2 079 social work posts were subsidised.⁵
- (d) Residential programmes are expensive services and the standards set for these programmes need to be reviewed. Facilities are generally not used as multi-purpose centres and are often inappropriate to the needs of people in informal settlements, large urban townships and rural areas.
- (e) Residential and non-residential facilities provided are old age homes, crèches, children's homes, treatment centres for alcohol and drug dependants, and homes and workshops for the disabled.
- (f) A total of 61% of the expenditure on social security and welfare assistance and services is currently spent on services for the elderly, in the form of social grants and facilities such as old age homes and community service centres.

There are 13 state-run old age homes serving 1 785 people. In addition, there are about 7 519 private residential and non-residential facilities nationally, providing services to another 436 803 people. About 45% of these facilities are provided by the state-subsidised voluntary welfare sector, most of which are old age homes which are currently occupied by white elderly persons⁶ (*see Chapter 8, section on the elderly*).

- (g) The total expenditure for all social security and welfare assistance and for services to disabled persons constitutes 23% of the welfare budget, and 16% is spent on child and family benefits and support.
- (h) The links between social security on the one hand, and welfare policy and programme development, on the other, are inadequate, resulting in inefficiency and ineffectiveness.

Underfunding of social welfare services

7. Welfare services are inadequately funded. The Government's contribution to welfare services (excluding social security) is far smaller than that of the formal welfare sector and the informal welfare sector, i.e. the NGOs and CBOs, which are not state-subsidised.

⁵ NISWEL, Department of Welfare, 1994.

⁶ NISWEL, Department of Welfare, 1994.

2. Gedurende die afgelope vyf jaar het besteding ten opsigte van bestaansbeveiliging en welsynsdienste betekenisvol toegeneem. Dit is die enkele grootste toename in die maatskaplikedienste-sektor. Vir dieselfde tydperk het gesondheid en onderwys se deel van die nasionale begroting feitlik staties gebly.

3. Die groei in welsynsbesteding in die geheel, het verband gehou met die regstelling van dispariteite in maatskaplike toelaes. Die bereiking van pariteit in maatskaplike toelaes wat aan pensionarisse en gestremde persone en in ouer-, kinder- en pleegkindtoelaes betaal word, was 'n beduidende prestasie. Hierdie toelaes is deurslaggewende armoedeverligtingsmeganismes en is statutêre voordele.

Struktuur van die welsynsbegroting

4. Die welsynsbegroting bestaan uit twee hoofkomponente: bestaansbeveiliging en welsynsbystand en -dienste wat in een parlementêre begrotingspos vervat is. Bestaansbeveiliging bedra 88% van die welsynsbegroting, welsynsbystand en -dienste bedra 8%, terwyl 4% toegewys is aan kapitale besteding.

5. Bestaansbeveiliging is die grootste uitgawe-item in die welsynsbegroting. Die grootste gedeelte van die geld word bestee aan toelaes vir bejaardes (60%), gestremdes (24%) en aan onderhoudstoelae (14%). Daar bestaan 'n enorme vraag na die bestaansbeveiligingstelsel. Hierdie vraag word in Hoofstuk 7 oor Bestaansbeveiliging bespreek.

6. Hoewel daar beduidende toenames in bestaansbeveiligingbesteding was, het die besteding van die welsynsbystand en -dienstekomponent van die welsynsbegroting, staties en ontoereikend gebly.

- (a) Herprioritisering is nog nie ten volle uitgevoer nie en in 'n groot mate word dieselfde welsynsdienste en -programme befonds as wat deur die voormalige regering befonds was.
- (b) In die verlede was die benadering om diensvelde soos bejaardes, kinders en gesinne, gestremdes, korrektiewe dienste, en alkohol- en dwelmmisbruik te befonds.
- (c) Van die totale bedrag wat vir welsynsdienste begroot is, is 87% aan residensiële dienste en fasiliteite bestee. Die oorblywende 13% is bestee aan gesubsidieerde maatskaplikewerkposte en kapitale besteding. In 1994 is 2 079 maatskaplikewerkposte gesubsidieer.⁵
- (d) Residensiële programme is duur dienste en die opgestelde standaard vir genoemde programme behoort hersien te word. Fasiliteite word oor die algemeen nie as veeldoelige sentra gebruik nie, en is dikwels onvanpas vir die behoeftes van mense in informele nedersettings, groot stedelike woonbuurte en landelike gebiede.
- (e) Residensiële en nie-residensiële fasiliteite wat voorsien word, is tehuise vir bejaardes, crèches, kindertehuise, sentrums vir die behandeling van alkohol- en dwelmafhanklikes en tehuise en werkwinkels vir gestremdes.
- (f) Altesaam 61% van die besteding aan bestaansbeveiliging en welsynsbystand en -dienste word tans aan dienste aan bejaardes bestee in die vorm van maatskaplike toelaes en fasiliteite soos tehuise vir bejaardes en gemeenskapsdienssentrums.

Daar bestaan 13 Staatsbestuurde tehuise vir bejaardes wat 1 785 mense bedien. Daarbenewens is daar ongeveer 7 519 private residensiële en nie-residensiële fasiliteite landwyd wat dienste aan 'n verdere 436 803 mense verskaf. Ongeveer 45% van genoemde fasiliteite word deur die Staatsgesubsidieerde vrywilligewelsynsektor voorsien waarvan die meeste tehuise vir bejaardes is wat tans deur blanke bejaarde persone bewoon word.⁶ (Sien Hoofstuk 8, afdeling oor bejaardes).

- (g) Die totale besteding aan alle bestaansbeveiliging en welsynsbystand en -dienste vir gestremde persone maak 23% van die welsynsbegroting uit en 16% word aan kinder- en gesinsvoordele en ondersteuning bestee.
- (h) Die skakeling tussen bestaansbeveiliging en welsynsbeleid- en program-ontwikkeling is onvoldoende met die gevolg dat dit ondoeltreffend en doelmatig is.

Onderbefondsing van maatskaplikewelsynsdienste

7. Welsynsdienste word onvoldoende befonds. Die Staatsbydrae tot welsynsdienste (uitsluitende bestaansbeveiliging) is baie kleiner as dié van die formele welsynsektor en die informele welsynsektor, dit wil sê die NRO's en GGO's wat nie deur die Staat gesubsidieer word nie.

⁵ NIMWEL, Departement van Welsyn, 1994.

⁶ NIMWEL, Departement van Welsyn, 1994.

Non-governmental contributions

8. The contribution of the formal welfare sector to welfare services is in excess of R1 billion. Accurate estimates of the contribution of the informal welfare sector to social services and development programmes are not available. Other sponsors of development programmes, such as foreign donors, religious organisations, corporate social responsibility programmes, NGOs involved in fundraising, lottery ticket games and donations from individuals, contribute substantially to welfare services and broader developmental programmes.

There is insufficient information on the financial contributions from organisations in civil society to welfare and related development programmes. Financial accountability in this sphere is inadequate.

Inefficiency

9. Financial management, administrative systems, organisational structures and approaches are generally outdated and inefficient in all the components of the public welfare system.

- (a) Administrative structures are cumbersome and costly.
- (b) Budgeting has been done on an incremental basis. Figures from the previous year were used and adjusted incrementally. Budgets were developed annually and there was no long-term planning.
- (c) Other Government departments also deliver services and finance some welfare programmes. These departments are: Health, Housing, Labour, Education, Justice, the South African Police Services (SAPS), and the South African National Defence Force (SANDF). There is a lack of co-ordination between these departments, which results in fragmented delivery systems and inefficiency in the use of resources.

Inappropriateness

10. The financing of welfare programmes has been based on priorities identified under the former dispensation, which were not aimed at reconstruction and development.

One parliamentary vote

11. Social security and welfare services are in one parliamentary vote. Social security is, however, a statutory benefit. When there are shortfalls in the social security component of the welfare budget, funds are often transferred from the welfare services component. This has created shortfalls in the funds available for welfare services.

APPROACH**A sustainable and equitable system**

12. The financing system for social security and welfare services should be sustainable and equitable. A restructured welfare system should also be financially accountable. Management systems should be efficient.

13. Social priorities should be determined in order to re-allocate resources to meet needs and address social problems referred to in Chapters 7 and 8 through more developmentally oriented intervention strategies. A balance should be struck between developmental and restorative interventions. Effective targeting of programmes at the poor and the vulnerable will promote efficiency in existing expenditure and effectiveness in reaching those in need.

14. An assessment of the areas of expenditure which can be rationalised will be facilitated by the continuous evaluation of budgetary allocations.

15. In addition, provision should be made for addressing socio-economic backlogs, especially in predominantly rural provinces, and for the additional unit costs of delivering services in particular provinces, depending on their unique situations.

Nie-regeringsbydraes

8. Die bydrae van die formele welsynsektor tot welsynsdienste bedra meer as R1 biljoen. Presiese beramings van die bydrae van die informele welsynsektor aan maatskaplike dienste en ontwikkelingsprogramme is nie beskikbaar nie. Ander borge van ontwikkelingsprogramme, soos buitelandse skenkers, godsdienstige organisasies, korporatiewe maatskaplikeverantwoordelikhedsprogramme, NRO's betrokke by fondsinsameling, loterykaartjiespeletjies en donasies van individue, het aansienlik bygedra tot welsynsdienste en breëre ontwikkelingsgerigte programme.

Daar bestaan nie voldoende inligting oor die finansiële bydraes tot welsyn en verwante ontwikkelingsprogramme van organisasies in die burgerlike samelewing nie. Finansiële aanspreeklikheid in hierdie sfeer is onvoldoende.

Ondoeltreffendheid

9. Finansiële bestuur, administratiewe stelsels, organisatoriese strukture en benaderings in alle komponente van die openbare welsynstelsel is oor die algemeen verouderd en ondoeltreffend.

- (a) Administratiewe strukture is omslagtig en duur.
- (b) Begroting is op 'n inkrementele grondslag gedoen. Syfers van die vorige jaar is gebruik en op 'n inkrementelegrondslag aangepas. Begrotings is jaarliks gedoen, en daar was geen langtermynbeplanning nie.
- (c) Ander Staatsdepartemente lewer ook dienste en finansier sommige welsynsprogramme. Daardie departemente is, die departemente van Gesondheid, Behuising, Arbeid, Onderwys, Justisie, die Suid-Afrikaanse Polisiediens (SAPD) en die Suid-Afrikaanse Nasionale Weermag (SANW). Daar bestaan 'n gebrek aan koördinering tussen dié departemente wat lei tot gefragmenteerde diensleweringstelsels en ondoeltreffendheid by die gebruikmaking van hulpbronne.

Onvanpastheid

10. Die finansiering van welsynsprogramme was gebaseer op prioriteite tydens die vorige bedeling geïdentifiseer wat nie gerig was op heropbou en ontwikkeling nie.

Een parlementêre begrotingspos

11. Bestaansbeveiliging en welsynsdienste is vervat in een parlementêre begrotingspos. Bestaansbeveiliging is egter 'n statutêre voordeel. Wanneer tekorte in die bestaansbeveiligingskomponent van die welsynsbegroting voorkom, word fondse oorgedra vanaf die welsynsdienstekomponent. Dit het tekorte veroorsaak in die fondse wat vir welsynsdienste beskikbaar was.

BENADERING

'n Volhoubare en billike stelsel

12. Die finansieringstelsel vir bestaansbeveiliging en welsynsdienste behoort volhoubaar en billik te wees. 'n Herstruktureerde welsynstelsel behoort ook finansiële rekenpligtig te wees. Bestuurstelsels behoort doeltreffend te wees.

13. Maatskaplike prioriteite behoort bepaal te word ten einde hulpbronne her toe te wys om in behoeftes te voorsien en aandag aan maatskaplike probleme te gee, soos bespreek in Hoofstukke 7 en 8, by wyse van meer ontwikkelingsgeoriënteerde intervensiestrategieë. 'n Balans sal gevind word tussen ontwikkelingsgerigte en herstellende intervensies. Deur doeltreffend te fokus op programme gerig op armes en kwetsbares sal doeltreffendheid in bestaande besteding bevorder en op 'n doelmatige wyse na diegene in nood uitgereik word.

14. 'n Beoordeling van die terreine van besteding wat gerasionaliseer kan word, sal gefasiliteer word deur die voortgesette evaluering van begrotingstoewysings.

15. Daarbenewens sal voorsiening daarvoor gemaak word om aandag te gee aan sosio-ekonomiese agterstande, veral in die oorwegend landelike provinsies en vir die bykomende eenheidskoste daaraan verbonde om dienste te lewer in bepaalde provinsies, afhangende van hulle unieke situasies.

Partnerships between Government and civil society

16. Given the enormous backlogs in meeting the social and economic needs of the most disadvantaged sectors of the population, Government will not be able to address these discrepancies by itself.

A partnership with organisations in civil society is critical. An enabling environment will be created, including legislative and tax reform to access financial resources and to maximise the contribution of each of the parties. Government will mobilize additional development sponsorship for social welfare programmes.

17. Opportunities will be created for stakeholders to participate in finance and budgetary processes.

GUIDELINES FOR STRATEGY**Budgetary reform**

18. A five-year plan for budgetary reform will be developed by Government in consultation with stakeholders to bring expenditure into line with the priorities of the Reconstruction and Development Programme (RDP). This process will commence immediately. Planning will also be based on budgeting from zero.

19. Appropriate procedures will be developed to prevent the use of welfare assistance and services funds to meet the shortfalls in social security costs and in relation to other functions.

Increased spending on welfare assistance and services

20. Steps will be taken to increase the Government's contribution to welfare services and programmes based on developmental priorities. Such an increased contribution should be based on the five-year plan and will be designed to be sustainable. The increases will be derived from restructuring within the existing welfare function.

21. The national Department of Welfare, in conjunction with the provinces, will embark on a programme to mobilise additional development finance for priority welfare services and related development programmes.

Sustainability and efficiency

22. The following strategies will enhance the sustainability of the social security system (they are elaborated in *Chapter 7 on Social Security*), and promote greater efficiency. In the longer term, these strategies will lead to a lessening of dependence on state social assistance programmes and an increased self-reliance on the part of the poor and the vulnerable.

- (a) The social security system will be restructured to achieve structural efficiency between public and private (work-related) benefits.
- (b) Active labour market policies will be encouraged to facilitate the employment of identified target groups.
- (c) A more efficient administrative and management system will be designed, which should result in substantial savings.
- (d) An intersectoral strategy will be embarked on to improve the recovery of maintenance payments from defaulting parents. Negotiations will be undertaken with the Department of Justice to improve the system of managing maintenance payments.
- (e) More stringent and appropriate means testing and eligibility requirements for all welfare programmes will be applied.
- (f) Integrated policies and programmes will be encouraged to ensure that there is a better interface between different welfare programmes.
- (g) Negotiations will be initiated with the Public Works Programme and other programmes to ensure that funds are earmarked for priority welfare services and related development programmes.

Vennootskappe tussen die Staat en die burgerlike samelewing

16. Gegewe die enorme agterstande om te voorsien in die maatskaplike en ekonomiese behoeftes van die mees minderbevoorregte sektore van die bevolking, sal die Staat nie by magte wees om op sigself die wanverhoudings te hanteer nie.

'n Vennootskap met organisasies in die burgerlike samelewing is onontbeerlik. 'n Instaatstellende omgewing sal ontwikkel word, insluitende wetgewing en belastinghervorming, om toegang te verkry tot finansiële hulpbronne en om die maksimum bydrae van elk van die partye te bewerkstellig. Die Staat sal bykomende ontwikkelingsborgskappe vir maatskaplikewelsynsprogramme mobiliseer.

17. Geleenthede sal vir die belanghebbendes geskep word om aan finansierings- en begrotingsprosesse deel te neem.

RIGLYNE VIR 'N STRATEGIE

Begrotingshervorming

18. 'n Vyfjaarplan vir begrotingshervorming sal deur die Staat in oorleg met belanghebbendes ontwikkel word om besteding in ooreenstemming te bring met die prioriteite van die Heropbou- en Ontwikkelingsprogram (HOP). Hierdie proses sal onmiddellik 'n aanvang neem. Beplanning sal ook gebaseer wees op 'n zero-begroting.

19. Geskikte prosedures sal ontwikkel word om te verhoed dat welsynsbystand en -dienstefondse gebruik word om tekorte in bestaansbeveiligingskoste en ander funksies aan te vul.

Verhoogde besteding aan welsynsdienste

20. Stappe sal gedoen word om die bydrae van die Staat tot welsynsdienste en programme te verhoog, gebaseer op ontwikkelingsprioriteite. Sodanige verhoogde bydrae behoort op die vyfjaarplan gebaseer te wees, en sal ontwerp word om volhoubaar te wees. Sodanige verhogings sal verkry word deur middel van herstrukturering binne die bestaande welsynfunksie.

21. Die nasionale Departement van Welsyn sal in samewerking met die provinsies 'n program in werking stel om bykomende ontwikkelingsfinansies te mobiliseer vir die prioriteitswelsynsdienste en verwante ontwikkelingsprogramme.

Volhoubaarheid en doeltreffendheid

22. Die volgende strategieë sal die volhoubaarheidselement van die bestaansbeveiligingstelsel verhoog (in Hoofstuk 7 oor Bestaansbeveiliging word hieroor uitgebrei) en groter doeltreffendheid bevorder. Oor die lang termyn sal hierdie strategieë lei tot verminderde afhanklikheid van die maatskaplike hulpverleningsprogramme van die Staat en verhoogde selfstandigheid van armes en kwetsbares.

- (a) Die bestaansbeveiligingstelsel sal herstruktureer word ten einde strukturele doeltreffendheid te bereik tussen openbare en private (werkverwante) voordele.
- (b) 'n Aktiewe arbeidsmarkbeleid sal aangemoedig word om indiensneming van geïdentifiseerde teikengroepe te fasiliteer.
- (c) 'n Doeltreffender administratiewe en bestuurstelsel sal ontwerp word wat beduidende besparings tot gevolg sal hê.
- (d) 'n Intersektorale strategie sal van stapel gestuur word om die insameling van onderhoudsbetalings vanaf ouers wat versuim om te betaal, te verbeter. Onderhandelings sal met die Departement van Justisie gevoer word om die stelsel vir die hantering van onderhoudsbetalings te verbeter.
- (e) Strenger en geskikter middeletoetsing en geldigheidsvereistes sal vir alle welsynsprogramme aangewend word.
- (f) Geïntegreerde beleide en programme sal aangemoedig word om beter skakeling tussen verskillende welsynsprogramme te verseker.
- (g) Onderhandelings sal met die Openbarewerkeprogram en ander programme gevoer word om te verseker dat fondse vir welsynsdienste wat voorrang geniet en verwante ontwikkelingsprogramme, opsy gesit word.

- (h) Clearly identified welfare target groups will be actively assisted in accessing the employment and training programmes provided by other Government departments and by non-governmental programmes involved in micro-enterprises, small business development, co-operative enterprises and the creation of other employment opportunities. Such a strategy will be used to divert people from the welfare system.

23. In the welfare services component of the budget there is great scope for more efficient expenditure through low-cost family-centred and community-based strategies. One-stop or multi-purpose generic services will contribute to greater efficiency. In addition, the capacity of social work personnel will be increased by the appropriate and effective use of other categories of personnel such as auxiliary workers. Reprioritisation is needed to achieve equity as almost a half of the welfare assistance and services component of the budget is still spent on white services.

Funding of social welfare programmes

24. A shift will be made from the subsidisation of social work posts and unit costs of facilities and services to the financing of social welfare programmes in accordance with the principles and guidelines for reprioritisation set out in *Chapter 2*.

- (a) The national Department of Welfare will appoint a representative task group consisting of all stake-holders to develop national guidelines on the financing of welfare programmes. These guidelines will be developed in consultation with stakeholders.

The task group will also be mandated to make recommendations regarding the nature and scope of programmes to be financed, including the strategies to be employed; the development of eligibility and financing criteria; the setting of norms and standards for programmes; the development of user-friendly application, monitoring and accountability procedures; and an approach to the management of the transition from the old financing system to the new.

- (b) Some social welfare programmes may be financed in full through contractual arrangements between Government and organisations which are able to deliver an efficient and effective service, while others will be partially Government-financed. Such contractual agreements will be reached after tendering to deliver the services. Organisations, institutions and accredited private practitioners or consortiums of private practitioners and organisations are potential contractors.
- (c) The Government will fully finance statutory programmes, including related services and facilities and alternatives such as family placements and supervised community-based options. Criteria for the delivery and funding of statutory services will be developed. Such financing will be phased in over the five-year period of the budgetary reform plan.
- (d) The departments of welfare will embark on a planned process to facilitate the fundamental restructuring of the financing of welfare services. Capacity-building initiatives will facilitate the changes and assist under-developed CBOs to meet the requirements of programme financing. This is necessary if services are to reach underprivileged communities.
- (e) All systems and administrative and accountability procedures must be user-friendly and efficient. The change to programme financing will commence within the next financial year and be completed within five years.
- (f) The financing of social welfare programmes will be based on approved business plans and will reflect the priorities of the Government of National Unity. Standard business plans will be developed to be used by all the provinces. Clear outputs and performance audits will be required.
- (g) During the change from one system to another, the Government will finance welfare services according to the current formula. Pending the outcome of the guidelines on the financing of welfare programmes, an interim arrangement will be devised, and nationally agreed upon criteria will be formulated for the reprioritisation of current programmes. These interim arrangements will be devised in consultation with the parties concerned.

During this interim period welfare organisations will provide business plans to indicate how they have reorientated or are reorientating their services towards reconstruction and development, what they have done, and what they are doing to achieve equity.

- (h) Duidelik geïdentifiseerde welsynsteikengroepe sal daadwerklik gehelp word om toegang te verkry tot indiensnemings- en opleidingsprogramme wat voorsien word deur ander Staatsdepartemente en nie-regeringsprogramme wat betrokke is by mikro-ondernemings, kleinsake-ontwikkeling, koöperatiewe ondernemings en die skepping van ander werkgeleenthede. Sodanige strategie sal gebruik word om mense van die welsynstelsel weg te lei.

23. Daar bestaan groot ruimte in die begroting van die welsynsdienstekomponent vir doeltreffender besteding deur middel van laekoste-gesinsgesentreerde en gemeenskapsgebaseerde strategieë. Eenstop- of veeldoelige generiese dienste sal tot groter doeltreffendheid bydra. Daarbenewens sal die kapasiteit van maatskaplikewerkpersoneel verhoog word by wyse van die geskikte en doeltreffende benutting van ander kategorieë van personeel soos maatskaplike hulpwerkers. Om billikheid te bereik is herprioritisering nodig omrede bykans die helfte van die besteding van die welsynsbystand en dienste-komponent van die begroting steeds aan dienste vir blankes bestee word.

Befondsing van maatskaplikewelsynsprogramme

24. 'n Verskuiwing sal gemaak word van die subsidiëring van maatskaplikewerkposte en eenheids-koste van fasiliteite en dienste na die finansiering van maatskaplikewelsynsprogramme in ooreenstemming met die beginsels en riglyne vir herprioritisering soos beskryf in Hoofstuk 2.

- (a) Die nasionale Departement van Welsyn sal 'n verteenwoordigende taakspan bestaande uit alle belanghebbendes, saamstel om nasionale riglyne oor die finansiering van welsynsprogramme te ontwikkel. Hierdie riglyne sal in oorleg met belanghebbendes ontwikkel word.
Die taakspan sal ook opdrag gegee word om aanbevelings te doen betreffende die aard en omvang van programme wat gefinansier moet word, insluitende die strategieë wat ontplooi moet word; die ontwikkeling van geregtigheds- en finansieringskriteria; die daarstelling van norme en standaarde vir programme; die ontwikkeling van die aanwendings-, moniterings-, aanspreeklikheids- en gebruikersvriendelike prosedures en 'n benadering vir die bestuur van die oorgang van die vorige na 'n nuwe finansiële stelsel.
- (b) Sommige maatskaplikewelsynsprogramme kan ten volle gefinansier word by wyse van kontraktuele reëlins tussende die Staat en organisasies wat daartoe in staat is om 'n doeltreffende en doelmatige diens te lewer, terwyl ander gedeeltelik deur die Staat gefinansier sal word. Sodanige kontraktuele ooreenkomste sal bereik word nadat tenders om die dienste te lewer gevra is. Organisasies, inrigtings en geakkrediteerde private praktisyns of konsortiums van private praktisyns en organisasies is potensiële kontrakteurs.
- (c) Die Staat sal statutêre programme ten volle finansier, wat insluit verwante dienste en fasiliteite en alternatiewe soos gesinsplasinge of gemeenskaps-gebaseerde opsies onder toesig. Kriteria vir die lewering en befondsing van statutêre dienste sal ontwikkel word. Sodanige finansiering sal oor die vyfjaartydperk van die begrotingshervormingsplan ingefaseer word.
- (d) Die departemente van welsyn sal 'n beplande proses in werking stel om hierdie fundamentele herstrukturering van die finansiering van welsynsdienste te fasiliteer. Kapasiteitsuitbouings-inisiatiewe sal die verandering vergemaklik en onderontwikkelde GGO's help om aan die vereistes vir programfinansiering te voldoen. Dit is noodsaaklik indien dienste die minderbevoorregte gemeenskappe moet bereik.
- (e) Alle stelsels en administratiewe en rekenpligtige prosedures sal gebruikersvriendelik en doeltreffend wees. Die verandering na programfinansiering sal binne die volgende finansiële jaar 'n aanvang neem en binne 'n tydperk van vyf jaar voltooi word.
- (f) Die finansiering van maatskaplikewelsynsprogramme sal gebaseer wees op goedgekeurde besigheidsplanne en sal die prioriteite van die Regering van Nasionale Eenheid reflekteer. Gestandaardiseerde besigheidsplanne sal ontwikkel word wat deur alle provinsies gebruik moet word. Duidelike uitsette en prestasie-ouditering sal vereis word.
- (g) Gedurende die oorgangstydperk van die een stelsel na die ander, sal die Staat welsynsdienste volgens die bestaande formule finansier. In afwagting op die verskyning van die riglyne oor die finansiering van welsynsprogramme, sal 'n tussentydse maatreeël uitgewerk word en kriteria, waarop op nasionale vlak ooreengekom word, sal geformuleer word vir die herprioritisering van huidige programme. Hierdie tussentydse maatreeëls sal in oorleg met die betrokke partye opgestel word.

Gedurende die oorgangstydperk sal welsynsorganisasies besigheidsplanne voorsien om aan te dui hoe hulle hul dienste reeds tot heropbou en ontwikkeling gereoriënteer het of besig is om dit te doen, asook wat hulle gedoen het of doen om billikheid te bereik.

Fund-raising and accountability

25. Policy and legislation will be developed to promote accountability in fundraising, in the distribution of funds and in spending on welfare programmes. Such policy and legislation will entail the registration of all organisations raising funds. Organisations will have to meet set requirements in order to ensure accountability. Appropriate criteria will be developed in conjunction with stakeholders in civil society and the RDP.

Equity between the provinces

26. Funds will be reallocated between the provinces to achieve equity within five years. Comprehensive criteria will be developed and researched, taking into account all the relevant socio-economic factors, as well as demographic and migration patterns. A pre-determined rate will be set and will be revised as new data becomes available. The equitable division of funds between the provinces will also be guided by the recommendations of the Financial and Fiscal Commission.

Capital projects

27. Appropriate infrastructural programmes and facilities will be developed, for example, mobile facilities, one-stop service centres, and decentralised services and service points. Existing infrastructure will be more effectively utilized and further capital projects will only be developed after a rigorous needs assessment.

Co-operation between Government departments

28. The various Government departments will be encouraged to develop complementary financing policies in order to achieve shared social goals.

- (a) Ongoing communication and information exchange on the financing of joint social programmes are needed for the division of responsibilities, eligibility and the application of monitoring procedures.
- (b) Policies will be developed to address duplicated financing and delivery of the same services by one or more departments. Of particular significance is the current fragmentation of services to crèches and to children and adults with disabilities.

Some departments are jointly involved in the implementation of legislation.

Those involved in developing infrastructures will be encouraged to address the financing of ongoing running costs.

Enabling legislation and tax policy

29. Enabling legislation to promote the partnership between Government and the voluntary sector will be advocated. Recommendations will also be made to amend the Income Tax Act, 1962 (Act 58 of 1962), in order to ensure that criteria for tax-exempt status for NGO's are harmonised with the objectives of the RDP. The recommendations of the Katz Commission (1995)⁷ that contributions made to those NGO's which have been granted tax-exempt status should qualify for deductibility for tax purposes, subject to a cost-benefit analysis, are supported.

CHAPTER 7: SOCIAL SECURITY**INTRODUCTION****Definition**

1. Social security covers a wide variety of public and private measures that provide cash or in-kind benefits or both, first, in the event of an individual's earning power permanently ceasing, being interrupted, never developing, or being exercised only at unacceptable social cost and such person being unable to avoid poverty. And secondly, in order to maintain children. The domains of social security are: poverty prevention, poverty alleviation, social compensation and income distribution⁸. Many issues relating to social security are sensitive, as they touch on the material interests of organised workers and the unorganised poor, as well as the insurance industry and employer organisations.

⁷ Tax structure in South Africa — Interim report of the Commission of Inquiry into Certain Aspects of the Tax Structure of South Africa. Kaapstad: Parlement van die Republiek van Suid-Afrika, 1995.

⁸ John Dixon, "Social security traditions and their global applications", Institutional Fellowship for Social and Economic Development, Canberra, 1986.

Fondsinsameling en aanspreeklikheid

25. Beleid en wetgewing sal ontwikkel word om rekenpligtigheid by fondsinsameling, die verspreiding van fondse en die besteding aan welsynsprogramme te bevorder. Sodanige beleid en wetgewing sal ook insluit die registrasie van alle organisasies wat fondse insamel. Daar sal van organisasies vereis word om te voldoen aan vasgestelde vereistes ten einde aanspreeklikheid te verseker. Geskikte kriteria sal, in samewerking met belanghebbendes in die burgerlike samelewing en die HOP, ontwikkel word.

Billikheid tussen provinsies

26. Fondse sal hertoegewys word tussen die provinsies om billikheid binne 'n tydperk van vyf jaar te bereik. Omvattende kriteria sal ontwikkel en nagevors word met inagneming van die toepaslike sosio-ekonomiese faktore asook demografiese en migrasiepatrone. 'n Voorafbepaalde skaal sal vasgestel word wat hersien sal word namate nuwe data beskikbaar word. 'n Billike verdeling van fondse tussen die provinsies sal ook gelei word deur aanbevelings van die Finansiële en Fiskale Kommissie.

Kapitale projekte

27. Toepaslike infrastruktuurprogramme en fasiliteite sal ontwikkel word byvoorbeeld mobiele fasiliteite, eenstopdienssentrums, gedentraliseerde dienste en dienspunte. Bestaande infrastruktuur sal doeltreffender benut word en verdere kapitale projekte sal slegs ontwikkel word nadat 'n streng behoeftebepaling gedoen is.

Samewerking tussen Staatsdepartemente

28. Die verskillende Staatsdepartemente sal aangemoedig word om 'n aanvullende finansieringsbeleid te ontwikkel ten einde gesamentlike maatskaplike doelstellings te bereik.

- (a) Deurlopende kommunikasie en uitruil van inligting oor die finansiering van gesamentlike maatskaplike programme is nodig vir die verdeling van verantwoordelikhede, geregtigheid daarop en die toepassing van moniteringsprosedures.
- (b) Beleid sal ontwikkel word om aandag te gee aan die duplisering van finansiering en die lewering van dieselfde dienste deur een of meer departemente. Van besondere betekenis is die huidige fragmentering van dienste aan crèches en kinders en volwassenes met gestremdhede.

Sekere departemente is gesamentlik betrokke by die implementering van wetgewing. Diegene wat betrokke is by die ontwikkeling van infrastruktuur sal aangemoedig word om aandag te gee aan die finansiering van voortgesette lopende koste.

Instaatstellende wetgewing en belastingbeleid

29. Instaatstellende wetgewing om die vennootskap tussen die Staat en die vrywillige sektor te bevorder sal bepleit word. Aanbevelings sal ook gedoen word om die Inkomstebelastingwet, 1962 (Wet 58 van 1962), te wysig om te verseker dat kriteria vir die belastingvrye status van NRO's geharmoniseer word met die doelwitte van die HOP. Die aanbevelings van die Katz-kommissie (1995)⁷ dat bydraes gemaak aan NRO's aan wie belastingvrye status toegeken is, behoort te kwalifiseer as aftrekking vir belastingdoeleindes, onderhewig aan 'n kostevoordeelontleding, word ondersteun.

HOOFSTUK 7: BESTAANSBEVEILIGING

INLEIDING

Definisie

1. Bestaansbeveiliging dek 'n wye verskeidenheid van openbare en private maatreëls wat kontant of *in natura*-voordele of albei verskaf, eerstens in die geval waar 'n individu se verdienvermoë permanent ophou, of onderbreek word, of nooit ontwikkel nie, nie in staat is om armoede te vermy nie, of net uitgeoefen word teen 'n onaanvaarbare maatskaplike koste, en tweedens om kinders te onderhou. Die domein van bestaansbeveiliging is: voorkoming van armoede, verligting van armoede, maatskaplike vergoeding en inkomsteverspreiding.⁸ Baie kwessies wat met bestaansbeveiliging verband hou is sensitief omdat hulle verband hou met die wesenlike belange van georganiseerde werkers en ongeorganiseerde armes, asook die versekeringsbedryf en werkgewersorganisasies.

⁷ Tax structure in South Africa — Interim report of the Commission of Inquiry into Certain Aspects of the Tax Structure of South Africa. Kaapstad: Parlement van die Republiek van Suid-Afrika, 1995.

⁸ John Dixon, "Social security traditions and their global applications", Institutional Fellowship for Social and Economic Development, Canberra, 1986.

2. The social security system in South Africa has four major elements:

- (a) Private savings—people voluntarily save for unexpected contingencies such as disability, retirement and chronic diseases.
- (b) Social insurance—joint contributions by employers and employees to pension or provident funds, or social insurance covering other unexpected events. Government may also contribute to social insurance covering accidents at work.
- (c) Social assistance—non-contributory and income-tested benefits provided by the State to groups such as people with disabilities, elderly people and unsupported parents and children who are unable to provide for their own minimum needs. In South Africa, social assistance has taken the form of social grants.
- (d) Social relief—short-term measures to tide people over a particular individual or community crisis. This is also non-contributory and needs-tested.

SITUATION ANALYSIS

Social assistance

3. About 88% of the total social welfare budget is currently allocated to social assistance, amounting to approximately 7,5% of Government spending. Racial parity in payments and the new constitutional requirements for equity have increased demands on the welfare budget.

4. There were 2 848 344 beneficiaries of all the types of grants as at 31 May 1995. About 7 out of every 100 South Africans are in receipt of Government social assistance of some sort. Provinces with the heaviest beneficiary loads are the Eastern Cape and Northern Cape at 11,8% and 11,3% respectively; provinces with the lowest beneficiary loads are Mpumalanga and Gauteng at 2,9% and 4,5% respectively. The level of social assistance benefits is very low in relation to the cost of living.

5. Previously, the types and levels of grants and the range of services was determined on racial grounds. Many people were unaware of their rights to social security. Parity in the amounts of all grants was achieved in 1993. Regulations are being formulated for uniform and integrated systems.

Poverty alleviation

6. There is little understanding of the significant role played in the past by social assistance money in alleviating poverty. Surveys show that the grants for elderly and disabled people have a significant impact on the incomes of households which receive social grants. Social assistance is a vital element in providing food and general security. This is especially true of the African population, African women, and people in rural areas. The Reconstruction and Development Programme (RDP) has identified these same groups as targets for support.

Grants for elderly persons

7. Grants for elderly persons comprise a large proportion of overall social assistance. The number of elderly South African beneficiaries has stabilised, with fairly good coverage (80%), but there are still particular pockets where many eligible people do not get a grant. The impact of a grant income on household income for people in poverty is dramatic. The majority of people in poverty who are not white live in three-generation households, and the grant is typically turned over for general family use. In 1993, there were 7,7 million people in households which received a state grant. For black South Africans, each pensioner's income helped five other people in the household.

People with disabilities

8. Of the total South African population, 1,6% receives a disability grant, which is much lower than the percentage of disabled people. The following problems have been identified with social security pertaining to people with disabilities:

- (a) Disabled people's organisations have generally been excluded from social and economic policy formulation.

2. Die bestaansbeveiligingstelsel in Suid-Afrika het vier hoofelemente:

- (a) Private spaargeld—mense spaar vrywillig vir onverwagte gebeurlikhede soos gestremdheid, aftrede en chroniese siektes.
- (b) Maatskaplike versekering—gesamentlike bydraes deur werkgewers en werknemers tot pensioen of voorsorgfondse of maatskaplike versekering wat ander onverwagte gebeurlikhede dek. Die Staat kan ook bydra tot maatskaplike versekering om ongelukke by die werk te dek.
- (c) Maatskaplike bystand—nie-bydraende en inkomstegetoetste voordele word deur die Staat voorsien aan groepe soos mense met gestremdhede, bejaarde persone en ouers en kinders wat geen ondersteuning ontvang nie en wat nie daartoe in staat is om in hulle eie minimum behoeftes te voorsien nie. In Suid-Afrika word bestaansbeveiliging in die vorm van maatskaplike toelases voorsien.
- (d) Maatskaplike noodleniging—'n korttermynmaatreël om mense tydens 'n persoonlike of gemeenskapskrisis te help. Dit is ook nie-bydraend en behoeftetoets.

SITUASIE-ANALISE**Maatskaplike bystand**

3. Bykans 88% van die totale maatskaplikewelsynsbegroting word tans aan maatskaplike bystand toegewys wat ongeveer 7,5% van Staatsbesteding uitmaak. Rasgelykheid in uitbetalings en die nuwe grondwetlike vereistes van billikheid het toenemende eise aan die welsynsbegroting gestel.

4. Op 31 Mei 1995 het die getal begunstigdes van alle tipes toelaes 2 848 344 beloop. Ongeveer 7 uit elke 100 Suid-Afrikaners ontvang maatskaplike bystand van die Staat, in een of ander vorm. Die provinsies met die grootste lading van begunstigdes is die Oos-Kaap en Noord-Kaap met 11,8% en 11,3% onderskeidelik; provinsies met die kleinste lading van begunstigdes is Mpumalanga en Gauteng met 2,9% en 4,5% onderskeidelik. Die vlak van maatskaplikebystandsvoordele is baie laag in verhouding tot die lewenskoste.

5. Voorheen was die tipe en vlakke van toelaes en die verskeidenheid van dienste op 'n rassegrondslag vasgestel. Baie mense was nie bewus van hulle reg op maatskaplike bystand nie. In 1993 is gelykheid ten opsigte van alle toelaes bereik. Regulasies vir eenvormige en geïntegreerde stelsels word saamgestel.

Verligting van armoede

6. Daar bestaan min begrip vir die betekenisvolle rol wat geld van die maatskaplikebystandskema in die verlede gespeel het om armoede te verlig. Opnames het getoon dat die toelaes vir bejaarde en gestremde persone 'n betekenisvolle invloed het op die inkomste van huishoudings wat maatskaplike toelaes ontvang. Maatskaplike bystand is 'n noodsaaklike element van die voorsiening van voedsel en algemene sekuriteit. Dit is veral waar in die geval van die swart bevolkingsgroepe, swart vroue en mense in die landelike gebiede. Die Heropbou- en Ontwikkelingsprogram (HOP) het dieselfde groepe geïdentifiseer as teikengroepe wat ondersteuning benodig.

Toelaes vir bejaarde persone

7. Toelaes vir bejaarde persone maak 'n groot deel uit van oorkoepelende maatskaplike bystand. Die getal Suid-Afrikaanse bejaarde begunstigdes het gestabiliseer, met 'n taamlike goeie dekking (80%), maar daar bestaan nog spesifieke dele waar mense wat in aanmerking kan kom, nog geen toelae ontvang nie. Die invloed van 'n toelae op die inkomste van huishoudings van mense wat in armoede verkeer, is ingrypend. Die meeste mense wat nie blank is nie en wat in armoede verkeer, woon in 'n huishouding waar drie geslagte saam is en die toelae word tipies vir algemene gesinsgebruik beskikbaar gestel. In 1993 was daar 7,7 miljoen mense in huishoudings wat 'n Staatstoelae ontvang het. Vir swart Suid-Afrikaners het die inkomste van elke pensioenaris vir vyf ander huisbewoners gehelp.

Persone met gestremdhede

8. Van die totale Suid-Afrikaanse bevolking ontvang 1,6% 'n ongeskiktheidstoelae, wat baie laer is as die persentasie gestremde persone. Die volgende probleme met bestaansbeveiliging met betrekking tot mense met gestremdhede is geïdentifiseer:

- (a) Organisasies vir gestremde persone is oor die algemeen uitgesluit van maatskaplike en ekonomiese beleidsformulering.

- (b) There has been little emphasis on training and rehabilitation to integrate disabled people into the economy. The policy has simply been one of passive income maintenance through grants. People with disabilities have been marginalised.
- (c) The means test has penalised and demotivated disabled people who have private savings, or who take up (generally lower paid) work, which often lasts only temporarily.
- (d) The means test in respect of medical benefits from the State serves as a disincentive for people with disabilities to be employed as they forfeit State medical benefits if they earn more than R1 700 per month.
- (e) Disability has been assessed on the basis of physical impairment only, and has not taken into account whether a person with a limited disability could find work.

9. The limited scope and poor application of the Workmen's Compensation Act, 1941 (Act 30 of 1941), resulted in the systematic transfer of costs from industry to the State (especially to Welfare, and, to a lesser extent, to Health). The compensation system broke down completely in rural areas; rural families and communities bore the burden of diseases and disabilities incurred in the urban workplace which should have been compensated for by employers.

10. New rules in occupational and social legislation have led to new gaps in provision. There are inadequate linkages between work-based and State benefits.

Child and family benefits

11. There is great racial inequity in child and family-care benefits. Poor black women have been particularly disadvantaged. It is from this group that the greatest demand for social assistance will be felt in future.

Women can claim support for themselves and their children through the law courts. The system, however, is complex and unreliable. There is a high rate of defaulting by fathers. Where the judicial system fails, mothers may apply for State maintenance grants. These have comprised only a small part (about 15%) of the overall social assistance budget, while as many as 2,8 million women qualify for them under the present rules of eligibility.

Administrative systems

12. The fragmentation of Government administration has led to gross inefficiencies. Many loopholes were created which could be exploited by officials and the public.

13. The manual system used in some of the accounting systems and the lack of an integrated national ID system have created many problems. In the labour sector, records of employment histories have been totally inadequate. Recent computerisation is supporting the national move towards an integrated national social grants register.

14. The privatisation of the payment function transfers security risks to the private sector, queues are shorter for the pensioners, and the potential for fraud is reduced. Privatisation however, also increases the distance between the State and beneficiaries if things go wrong. If payments are made by private firms, the development of post-offices and banks in rural areas will not be prioritised, and therefore the other services they provide will not be available, such as postal orders, saving facilities and telephones.

Social insurance

15. The Mouton Commission noted the rapid coverage of social insurance provision over the past 15 years. The insurance industry is of major importance in the South African economy. The Mouton Commission also noted that the rate of growth of recipients of retirement funds had exceeded the growth in the number receiving old age assistance.

There was a reduction in the number of people receiving old age grants from 96% in 1960, to 67% in 1990, despite the greatly improved coverage of recipients of State old age grants during that time. The number of elderly beneficiaries will stabilise over the next decade. Currently there is fairly good overall coverage of elderly people who qualify for benefits, about 80%. This is a very high take-up rate of beneficiaries and compares very favourably with even advanced industrial countries.

- (b) Daar is min klem gelê op opleiding en rehabilitasie om gestremde persone in die ekonomie te integreer. Die beleid was slegs een van passiewe inkomsteonderhoud by wyse van toelaes. Mense met gestremdhede is gemarginaliseer.
- (c) Die middeletoets het gestremde persone met private spaargeld of diegene wat gewerk het (gewoonlik laag besoldig) en dikwels slegs tydelik, gepenaliseer en gedemotiveer.
- (d) Die middeletoets in verband met mediese voordele van die Staat is ontmoedigend vir mense met gestremdhede om te werk aangesien hulle hulle staats-mediese voordele verbeur indien hulle meer as R1 700 per maand verdien.
- (e) Ongeskiktheid is slegs geassesseer op grond van 'n fisiese aantasting en daar is nie in berekening gebring of iemand met 'n beperkte gestremdheid werk kon vind nie.

9. Die beperkte bestek en swak toepassing van die Ongevallewet, 1941 (Wet 30 van 1941), het tot gevolg gehad dat die stelselmatige oordra van kostes, van die nywerheid na die Staat (veral na welsyn en in mindere mate na gesondheid) plaasgevind het. Die vergoedingstelsel het in die landelike gebiede totaal in duie gestort; landelike gesinne en gemeenskappe het die las gedra van siektes en gestremdhede wat in die stedelike werkplek plaasgevind het en wat deur die werkgewers betaal moes word.

10. Nuwe reëls in beroeps- en maatskaplike wetgewing het tot nuwe leemtes in voorsiening gelei. Daar bestaan onvoldoende skakeling tussen werkgebaseerde- en Staatsvoordele.

Kinder- en gesinsvoordele

11. Daar bestaan groot rasse-onbillikhede in kinder- en gesinsorgvoordele. Veral arm swart vroue is in die besonder benadeel. Vanuit hierdie groep sal in die toekoms die grootste vraag na maatskaplike hulp ervaar word.

Vroue kan deur die houe vir hulleself en hulle kinders onderhoud eis. Die stelsel is egter ingewikkeld en onbetroubaar. Daar bestaan 'n groot mate van wanbetaling deur die vaders. Waar die geregtelike stelsel misluk kan die moeders aansoek doen om Staatsonderhoudstoelaes. Dit het slegs 'n klein gedeelte (ongeveer 15%) van die totale bestaansbeveiligingsbegroting uitgemaak, terwyl tot 2,8 miljoen vroue onder die huidige kwalifiserende reëls daarvoor in aanmerking kom.

Administratiewe stelsels

12. Die fragmentering van Staatsadministrasies het tot enorme ondoeltreffendhede gelei. Baie skuiwergate is geskep wat deur amptenare en die publiek uitgebuit kon word.

13. Die handstelsel wat in sommige van die rekeningkundige stelsels gebruik word en die gebrek aan 'n geïntegreerde nasionale identifikasiedokumentstelsel het baie probleme veroorsaak. In die arbeidsektor was die aantekening van die werkgeskiedenis totaal onvoldoende. Onlangse rekenarisering ondersteun die nasionale verskuiwing na 'n geïntegreerde nasionale register vir maatskaplike toelaes.

14. Die privatisering van die uitbetalingsfunksie dra die veiligheidsrisiko's oor aan die private sektor, toestanery is korter vir die pensioenarisse en die moontlikheid van bedrog is minder. Privatisering bring egter ook mee dat indien iets verkeerd sou gaan, word die afstand vergroot tussen die Staat en die begunstigdes. Indien uitbetalings deur private firmas gedoen word, sal die ontwikkeling van poskantore en banke in landelike gebiede nie geprioritiseer word nie en die ander dienste wat hulle voorsien, soos posorders, spaarfasiliteite en telefone sal nie beskikbaar wees nie.

Maatskaplike versekering

15. Die Mouton-kommissie het die snelle dekking van maatskaplikeversekeringsvoorsiening oor die afgelope 15 jaar aangeteken. Die versekeringsbedryf is van groot belang in die Suid-Afrikaanse ekonomie. Die Mouton-kommissie het ook opgemerk dat die tempo van groei van ontvangers van aftreefondse die groei in die getal bejaarde mense wat hulp ontvang, oorskry het.

Daar was 'n afname in die getal persone wat ouderdomstoelaes ontvang van 96% in 1960, tot 67% in 1990 niesteenstaande die grootlikse verbeterde dekking van ontvangers van maatskaplike-ouderdomstoelaes gedurende daardie tyd. Die aantal bejaarde begunstigdes sal binne die volgende dekade stabiliseer. Tans is daar oorkoepelend redelik goeie dekking (ongeveer 80%) van bejaardes wat vir voordele kwalifiseer. Dit is 'n baie hoë opnamekoers van begunstigdes, en vergelyk baie gunstig met selfs gevorderde nywerheidslande.

16. High and increasingly long-term unemployment places strains on unemployment insurance. The Unemployment Insurance Board has had to stop granting extended unemployment benefits, which, given the lack of an employment assistance programme, leads to an increasing reliance by the unemployed on welfare.

17. It is interesting to reflect on the differences in amounts going to social assistance compared with social insurance. For example, the amount paid nationally through workmen's compensation in 1990 for work-related disability and illness was less than R200 million, compared with R223 million for state disability grants in 1995 in Gauteng alone. These amounts indicate the extent to which Government is bearing the responsibility for social assistance. A greater investment in social insurance is needed.

18. In the workplace, provident funds are drawn before they have matured. This is especially the case with those workers in lower income jobs who often withdraw their provident funds to supplement inadequate unemployment insurance benefits. In such instances, workers who reach retirement age would have spent their savings, and consequently would end up drawing a State social grant.

For higher income workers, there is a growing concern about the trend in the pension industry to change from defined contribution retirement funds to defined benefit funds, which could place employees at greater risk.

19. A further unresolved issue in social insurance is the lack of transferability of part or the whole amount of contributions when individuals change work, so that savings are not preserved.

20. Great inadequacies exist in the collection of private maintenance from defaulting parents.

Private savings

21. The disincentives to creating private or work-related savings in lower income groups which existed in the past (there was a 100% penalty or "poverty trap" built into the system) have been addressed in the new regulations of the Social Assistance Act, 1992.

Social relief

22. Social relief for individuals has been unevenly spread. It has taken the form of cash, vouchers, rental payments, and so on, but has been limited largely to coloured and white people. Relief payments are short-term measures, whereas poverty itself is enduring.

23. Social relief in times of disaster (droughts, floods, fires) has either been poorly targeted (white farmers on unsustainable agricultural land), or has not been linked to sustainable development.

Impact of HIV/AIDS

24. The spread of HIV/AIDS will lead to an increased demand for disability benefits; for work-related dependants' benefits; for foster care and adoptive care for children orphaned by AIDS; for community-based and institutional care; and for an increasing role for elderly people as care-givers.

Migrant workers and others not covered by benefits

25. Millions of people were forced into a contractual migrant labour system which prevented them from settling permanently in cities. Employers and insurers would not allow contract workers to be covered by pensions and provident funds. These workers and their partners inevitably relied on State grants.

Domestic workers, farm workers and people in the informal sector are not covered or are inadequately covered by work-related benefits, and consequently need State social assistance.

APPROACH

26. Social security will link into the RDP and other anti-poverty programmes, which will require collaborative work with other departments and with communities.

16. 'n Hoë en toenemende langtermynwerkloosheid plaas stremminge op werkloosheidsversekering. Die Werkloosheidsversekeringsraad was genoodsaak om uitgebreide werkloosheidsvoordele te staak wat, gegewe die gebrek aan 'n arbeidshulpprogram, aanleiding gee tot verhoogde welsynsafhanklikheid van werkloos.

17. Dit is interessant om te let op die verskille in die bedrae wat na maatskaplike bystand gaan in vergelyking met maatskaplike versekering. Byvoorbeeld die bedrag wat in 1990 nasionaal deur werkloosheidsversekering betaal is vir werkverwante ongeskiktheid en siekte, was minder as R200 miljoen in vergelyking met R223 miljoen vir Staatsongeskiktheidstoelaes in 1995 in Gauteng alleen. Hierdie bedrae dui die omvang van die Staat se verantwoordelikheid vir maatskaplike bystand aan. 'n Groter belegging is dus nodig in maatskaplike versekering.

18. In die werkplek word voorsorgfondse onttrek alvorens hulle uitkeerbaar word. Dit is veral die geval waar laag besoldigde werkers dikwels hulle voorsorgfondse onttrek om onvoldoende werkloosheidsversekering aan te vul. In sulke gevalle sal werkers, by die bereiking van die aftree-ouderdom, reeds hulle spaargeld gebruik het, en uiteindelik sal hulle van 'n maatskaplike toelae van die Staat afhanklik wees.

Vir werkers in die hoër inkomstegroep is daar 'n groeiende besorgdheid jeens die neiging in die pensioenindustrie om vanaf omskrewe bydraende pensioenfondse te verander na omskrewe voorsorgfondse waardeur die werknemers aan 'n groter risiko blootgestel word.

19. Verdere onopgeloste aangeleenthede in maatskaplike versekering is die gebrek aan oordraagbaarheid van 'n gedeelte of die hele bedrag van bydraes wanneer individue van werk verander en spaargeld nie behou word nie.

20. Groot ontoereikendheid bestaan in die invordering van private onderhoud van ouers wat versuim om te betaal.

Private spaargeld

21. Die ontmoediging om private of werkverwante spaargeld by die laer inkomstegroepe te skep wat in die verlede bestaan het (daar was 'n 100% boete of "armoedelokval" in die stelsel ingebou), is in die nuwe regulasies van die Wet op Maatskaplike Bystand, 1992, hanteer.

Maatskaplike noodleniging

22. Die maatskaplike noodleniging aan individue was oneweredig versprei. Dit was in die vorm van kontant, kooppewyse, betaling van huurgeld en so meer, maar was hoofsaaklik beperk tot Kleurling en blanke mense. Betaling van noodleniging is 'n korttermynmaatree, terwyl armoede op sigself blywend is.

23. Daar is óf nie gefokus op maatskaplike noodleniging gedurende tye van rampe nie (droogte, oorstromings, brande) óf dit was nie gekoppel aan volhoubare ontwikkeling nie (blanke boere op nie-draende landbougrond).

Die impak van MIV/VIGS

24. Die verspreiding van MIV/VIGS sal lei tot 'n verhoogde vraag na ongeskiktheidsvoordele; na werkverwante voordele aan afhanklikes; 'n verhoging in die behoefte aan pleegsorg en aannemingsorg vir kinders wat wees gelaat word deur VIGS; 'n groot behoefte aan gemeenskapsgebaseerde en inrigtingsorg; en 'n toenemende rol van bejaarde persone om as versorgers op te tree.

Trekarbeiders en andere wat nie deur voordele gedek word nie

25. Miljoene mense is ingeforseer in die kontraktuele trekarbeidstelsel wat hulle verhoed het om hulle permanent in stede te vestig. Werkgewers en versekeraars het kontrak werkers nie toegelaat om deur pensioene en voorsorgfondse gedek te word nie. Hierdie werkers en hulle metgeselle maak uiteraard staat op Staatstoelaes.

Huiswerkers, plaaswerkers en mense in die informele sektor word geensins of onvoldoende deur werkverwante voordele gedek, en hulle benodig uiteindelik maatskaplike bystand van die Staat.

BENADERING

26. Bestaansbeveiliging sal met die HOP en ander programme teen armoede skakel, wat samewerking met ander departemente en met gemeenskappe sal vereis.

27. There will be universal access to an integrated and sustainable social security system. Every South African should have a minimum income, sufficient to meet basic subsistence needs, and should not have to live below minimum acceptable standards. The social security system will also work intersectorally to alleviate poverty:

- (a) The social security system will aim for co-responsibility between employers, employees, citizens and the State.
- (b) Social security will form part of the RDP.
- (c) A social security system is essential for healthy economic development, particularly in a rapid changing economy, and will contribute actively to the development process. In a society of great inequality the social security system can play a stabilising role. It is important for immediate alleviation of poverty and is a mechanism for active redistribution.
- (d) The social security strategy must mediate the changes in demographic patterns as regards affordability and sustainability. There will be more elderly people in future in addition to the continuing need for the support of broken families. The spread of HIV/AIDS will also increase the demands on the social security budget.
- (e) A social security strategy will build on constructive elements already present. These are—
 - * the fairly good social insurance coverage of those in formal employment;
 - * the well-established and well-targeted State grants for elderly people;
 - * the new Regulations to the Social Assistance Act, 1992, which have the potential to solve past problems through the means test;
 - * the determination of the Ministry for Welfare and Population Development to deal with inefficiency and fraud;
 - * the new computerised system which is already contributing to greater efficiency;
 - * the improved legislation governing work-based disability and disease;
 - * the new national commitment to eradicate poverty; and
 - * the latest regional and national research, which involves more stakeholders, and is being used to inform policy-making directly.

28. The following principles underline the proposed approach:

- (a) Social security will be based on the right to administrative justice; it will be accessible in terms of procedures, methods of communication and the attitude of personnel to beneficiaries in both rural and urban areas.
- (b) Social security will be transparent, with clients receiving timely information about their social security status and changes in status; publicity given to court cases involving abuse of the system; the disclosure of the terms of contract and unit costs of private firms involved in social grants; and transparency and accountability in the granting of tenders.
- (c) There will be uniformity across provinces regarding the types and levels of benefits. This will ensure that the poorer provinces can maintain nationally determined levels of benefits, which will be transferable between provinces. There will be flexibility at the provincial level regarding procedures for delivery, both in the interests of efficiency and to ensure the most appropriate service to clients.

GUIDELINES FOR STRATEGY

General strategy

29. The general strategy will be built on the approach and principles outlined above. It will work towards institutional transparency and accountable management.

27. Daar sal algemene toegang tot 'n geïntegreerde en volhoubare bestaansbeveiligingstelsel wees. Elke Suid-Afrikaner behoort 'n minimum inkomste te hê, voldoende om in sy basiese bestaansbehoeftes te voorsien, en behoort nie onder die minimum aanvaarde standaard te leef nie. Die bestaansbeveiligingstelsel sal ook intersektoraal werk om armoede te verlig.

- (a) Die bestaansbeveiligingstelsel sal streef na medeverantwoordelikheid tussen werkgewers, werknemers, landsburgers en die Staat.
- (b) Bestaansbeveiliging sal deel vorm van die HOP uitmaak.
- (c) 'n Bestaansbeveiligingstelsel is noodsaaklik vir gesonde ekonomiese ontwikkeling, veral in 'n snel ontwikkelende ekonomie, en sal aktief bydra tot die ontwikkelingsproses. In 'n samelewing waar groot ongelykhede bestaan, kan die bestaansbeveiligingstelsel 'n stabiliserende rol vervul. Die is belangrik in die geval van onmiddellike armoedeverligting en is 'n aktiewe herverspreidingsmeganisme.
- (d) Die bestaansbeveiligingstrategie moet as bemiddelaar optree vir bekostigbaarheid, volhoubaarheid en veranderinge in demografiese patrone. In die toekoms sal daar meer bejaarde persone wees en ook volgehoue behoeftes aan ondersteuning vir gebroke gesinne. Die verspreiding van MIV/VIGS sal ook verhoogde eise aan die bestaansbeveiligingsbegroting stel.
- (e) 'n Bestaansbeveiligingstrategie sal bou op konstruktiewe elemente wat reeds teenwoordig is. Dit is—
 - * die redelike goeie maatskaplikeversekeringsdekking van diegene in formele werk;
 - * die goed gevestigde en gefokusde Staatstoelaes vir bejaarde mense;
 - * die nuwe Regulasies by die Wet op Maatskaplike Bystand, 1992, wat die moontlikheid inhou om probleme met die middeletoets van die verlede uit die weg te ruim;
 - * die vasberadenheid van die Ministerie vir Welsyn en Bevolkingsontwikkeling om met doeltreffendheid en bedrog te handel;
 - * die nuwe gerekenariseerde stelsel wat reeds tot groter doeltreffendheid bydra;
 - * die verbeterde wetgewing wat werkverwante ongeskiktheid en siekte bestuur;
 - * die nuwe nasionale verbintenis om armoede uit te wis; en
 - * nuwe streek en nasionale navorsing wat meer belanghebbendes insluit, en wat gebruik word om direkte toeligting te gee vir die maak van beleid.

28. Die volgende beginsels lig die voorgestelde benadering toe:

- (a) Bestaansbeveiliging sal gebaseer word op die reg op administratiewe geregtigheid, dit sal toeganklik wees ooreenkomstig die prosedures, metodes van kommunikasie en die gesindhede van personeel teenoor die begunstigdes in sowel landelike as stedelike gebiede.
- (b) Bestaansbeveiliging sal deursigtig wees met: kliënte wat betyds inligting omtrent hulle bestaansbeveiligingstatus en verandering van hulle status ontvang; publisiteit wat aan hofsake betreffende die misbruik van die stelsel gegee word; die bekendmaking van die bedinge van die kontrak en eenheidskoste van private firmas wat by maatskaplike toelaes betrokke is; en deursigtigheid en aanspreeklikheid by die toewysing van tenders.
- (c) Daar sal eenvormigheid wees oor alle provinsies heen betreffende die tipes en vlakke van voordele. Dit sal verseker dat die armer provinsies die nasionaal vasgestelde vlakke van die voordele kan handhaaf, wat tussen provinsies oordraagbaar sal wees. Daar sal provinsiale buigsaamheid bestaan oor prosedures vir dienslewering, sowel in die belang van doeltreffendheid as om die geskikte diens aan kliënte te verseker.

RIGLYNE VIR 'N STRATEGIE

Algemene strategie

29. Die algemene strategie sal gegrond word op die benadering en beginsels in die voorafgaande uiteengesit. Dit sal lei tot institusionele deursigtigheid en verantwoordbare bestuur.

The short-term objectives are:**Administrative improvements**

- 30.** The development of uniform procedures and appropriate tools for the assessment and monitoring of the entire system, including the privatised payout system.
- 31.** The rationalisation at provincial level of formerly separate social security sections.
- 32.** The creation and maintenance of an adequate and uniform social grants system which includes legislation, regulations, the Personnel Administrative Standards (PAS), which are set by the Public Service Commission for social security personnel, rationalisation of the computer system in the provinces, the development of the National Social Grants Register and automated fingerprint technology.
- 33.** The re-registration of all beneficiaries at provincial level with a view to intergrating such data with the National Social Register will be embarked upon. This will be an important step in addressing the abuse of the system.
- 34.** Accessible written materials will be developed. An education programme will be developed to inform the public about the restructuring process and the new procedures.

Information systems for cost effectiveness

- 35.** A better information system will be developed in order to facilitate a better synergy between State and private sector benefits.
- 36.** A commitment to the public disclosure of information about the unit costs of private firms involved in the system of social grants, so that transparent cost-benefit analyses can be made. The costing-out of State delivery should include costs incurred by other departments. There will be national and provincial co-ordination to ensure that the Government acts on full information.
- 37.** The identification, especially in rural areas, of beneficiaries of State grants who should have received compensation from the Workmen's Compensation Fund, and of claims against the Fund.

Personnel

- 38.** The assessment of personnel structures to ensure a well-trained, competent staff corps. Staff released by the introduction of computers and by privatisation will be trained for improved contact with the public, including educating the public about social security rights and responsibilities.
- 39.** The development of training courses and the production of training manuals for staff to enable them to apply the new procedures.

New models

- 40.** The creation of a small unit, consisting of people knowledgeable about both social security and community and social development, and including stakeholders outside of Government, which will identify areas in emerging RDP public works programmes in which social security beneficiaries can take up work or service opportunities. An important task will be to identify for the RDP the groups of people who should be absorbed into public works programmes.
- 41.** An investigation, with other relevant departments, of the more effective use of the current infrastructure for the delivery of social assistance benefits.
- 42.** Intensive action-research into alternative models of community-care in order to deal with the needs of the chronically ill and people affected by HIV/AIDS.

The medium-term general objectives are:

- 43.** The encouragement of the development of active constituency groups and movements intersectorally to enhance efficiency and effectiveness and the sustainability of the social security system.

Die korttermyn doelwitte is die volgende:**Administratiewe verbeterings**

30. Die ontwikkeling van eenvormige prosedures, geskikte hulpmiddels vir die beoordeling en die monitering van die totale stelsel, insluitende die geprivatiseerde uitbetalingstelsel.
31. Die rasionalisering op provinsiale vlak van die voormalige aparte afdelings vir bestaansbeveiliging.
32. Die skepping en instandhouding van 'n toereikende eenvormige maatskapliketoelaestelsel wat insluit wetgewing, regulasies, die Personeeladministrasiestandaard (PAS) wat deur die Staatsdienskommissie bepaal is vir bestaansbeveiliging personeel, die rasionalisering van die rekenaarselsel in die provinsies, ontwikkeling van die Nasionale Register vir Maatskaplike Toelaes en die geoutomatiseerde vingerafdruktegnologie.
33. Daar sal met herregistrasie van alle begunstigdes op provinsiale vlak begin word, met die doel om sodanige data te integreer met die Nasionale Register vir Maatskaplike Toelaes. Dit sal 'n belangrike stap wees in die hantering van die misbruik van die stelsel.
34. Toeganklike geskrewe materiaal sal ontwikkel word. 'n Onderrigprogram sal ontwikkel word om die publiek in te lig oor die herstruktureringproses en die nuwe prosedures.

Inligtingstelsel vir kostedoeltreffendheid

35. 'n Verbeterde inligtingstelsel sal ontwikkel word om beter medewerking tussen die Staats- en die privatesektorvoordele te vergemaklik.
36. 'n Verbintenis tot die openbare bekendmaking van inligting oor die eenheidskoste van private firmas wat betrokke is by die maatskapliketoelaestelsel sodat deursigtige koste-voordeel-ontleding gemaak kan word. Die kosteberekening van dienslewering deur die Staat behoort die koste wat aangegaan is deur ander departemente, in te sluit. Daar sal nasionale en provinsiale koördineringswees om te verseker dat die Staat op volledige inligting reageer.
37. Die identifisering, veral in landelike gebiede, van begunstigdes van Staatstoelaes wat vergoeding vanaf die Ongevalleversekeringsfonds moes ontvang het, en van eise teen die Fonds.

Personeel

38. Die beoordeling van personeelstrukture om 'n goed opgeleide en bevoegde werksmag te verseker. Personeel wat vrygestel word deur die ingebruikneming van rekenaars en deur privatisering, sal opgelei word om beter kontak met die publiek te hê, insluitende openbare toelating oor bestaansbeveiligingsregte en -verantwoordelikhede.
39. Die ontwikkeling van opleidingskursusse en die daarstelling van opleidingsriglyne vir personeel om hulle in staat te stel om die nuwe prosedures toe te pas.

Nuwe modelle

40. Die skepping van 'n klein eenheid wat bestaan uit mense wat kundig is oor sowel bestaansbeveiliging as gemeenskaps- en maatskaplike ontwikkeling en waarby belanghebbendes buite die Staat ingesluit sal wees, wat areas sal identifiseer in HOP-openbarewerkeprogramme, waarin begunstigdes van bestaansbeveiliging kan werk of diensgeleenthede kan benut. 'n Belangrike taak sal wees om die groepe mense wat in die openbarewerkeprogramme geabsorbeer behoort te word, vir die HOP te identifiseer.
41. 'n Ondersoek tesame met ander toepaslike departemente van die doeltreffender gebruik van die huidige infrastruktuur vir die lewering van bestaansbeveiligingsvoordele.
42. Intensiewe aksienavorsing gerig op alternatiewe modelle van gemeenskapsorg om in die behoeftes te voorsien van chroniese siekes en mense wat geaffekteer is deur MIV/VIGS.

Die mediumtermyn-algemene doelwitte is die volgende:

43. Die aanmoediging van die ontwikkeling van aktiewe belangegroepes en bewegings, intersektoraal, om doeltreffendheid en doelmatigheid en die volhoubaarheid van die bestaansbeveiligingstelsel te verskerp.

44. To explore the establishment of one-stop service points, including advisory services at the local level.

The long-term objective

45. The general long-term objective is to have an integrated and comprehensive social security system supported by the collective potential of existing social and development programmes. This would be supported by a well informed public, which is economically self-reliant, in a country which has active labour market policies aiming at work for all, while accepting that all will not necessarily have formal employment. Where these broad goals cannot be met, social security should be reliable and accessible provider of last resort.

Strategy for social security for families

46. The approach underlying the way forward is a broad commitment to the preservation of the family as a unit in which children are raised to healthy adulthood, including the promotion of policies to fully integrate women into the economy.

47. A short-term, immediate and urgent step will be to start the process of reaching national consensus about the issue of family support. An intersectoral commission will be established and the process of public debate begun. A searching legal, economic and social investigation into increasing parental support through the private maintenance system will be conducted. The purpose of the investigation will be to educate policy-makers and the public regarding the needs of families for social support, and to consider realistic trade-offs. The commission will also be invited to explore the following:

- (a) Linking the receipt of grants to community service;
- (b) converting from grants per number of children to family allowance;
- (c) procedures to improve the payment of maintenance by defaulting parents, and to enforce the payment of maintenance for families where parents are separated or divorced, in collaboration with the Department of Justice;
- (d) issuing a proclamation to the effect that new grants to families will be temporary awards whose continuity will be conditional on the findings of the commission.

48. The environment best suited to meeting the primary needs of children is the family. Maintenance and foster grants are key forms of community care provisions. Adoption allowances to enable less wealthy families to adopt, and possible assistance to families who are prepared to adopt children with disabilities will be fully explored, bearing the best interests of the child in mind.

HIV/AIDS will add to the present high number of homeless children and increase the need for foster and adoptive care.

Strategy for social security for people with disabilities

49. The Government, in partnership with disabled people's movements, business, labour, representatives of constituencies who are unable to represent themselves, and other relevant organisations in civil society will take the lead in policy formulation.

50. The social security system will be made more accessible in terms of the physical environment, procedures, and communication methods. The Department of Welfare will negotiate with other Government departments about increasing accessibility to training, employment opportunities transport and other core facilities within the community and open labour market. Such initiatives will be balanced with social security programmes as part of a strategy to integrate people with disabilities into the mainstream of society.

Furthermore, consultations will be held with the Department of Health about adequate access to health care for people with disabilities. It is important to remove current disincentives to disabled people to take employment because of the potential loss of public medical care benefits.

The Department of Welfare will be guided by organisations of people with disabilities and representatives of those constituencies which are unable to represent themselves.

44. Die ondersoek van die vestiging van eenstopdienspunte, insluitende adviesdienste op plaaslike vlak.

Die langtermyn doelwit

45. Die algemene langtermyn doelwit is 'n geïntegreerde omvattende bestaansbeveiligingstelsel, ondersteun deur die kollektiewe potensiaal van bestaande maatskaplike en ontwikkelingsprogramme. Dit sal ondersteun word deur 'n goedingelike publiek wat ekonomies selfstandig is, in 'n land wat 'n aktiewe arbeidsmarkbeleid het, gerig op werk vir almal, terwyl aanvaar word dat almal nie noodwendig formele werk sal hê nie. Waar daar nie in hierdie breë doelwitte geslaag kan word nie, behoort bestaansbeveiliging 'n betroubare en toeganklike voorsiener as laaste uitweg te wees.

Strategie vir bestaansbeveiliging vir gesinne

46. Die benadering wat die pad vorentoe moet toelig, is 'n breë verbintenis tot die behoud van die gesin as 'n eenheid waarbinne kinders tot gesonde volwassenheid grootgemaak word, insluitende die bevordering van die beleid om vroue ten volle by die ekonomie in te skakel.

47. 'n Korttermyn-, onmiddellike en dringende stap sal wees om 'n begin te maak met die proses om nasionale konsensus te bereik oor die kwessie van gesinsondersteuning. 'n Intersektorale Kommissie sal ingestel word en die proses van openbare bespreking sal 'n aanvang neem. 'n Deurtastende, wetlike, ekonomiese en maatskaplike ondersoek oor toenemende ouerlike bydraes deur middel van die private onderhoudstelsel, sal onderneem word. Die doel met die ondersoek sal wees om beleidmakers en die publiek te onderrig oor die behoeftes van gesinne aan maatskaplike ondersteuning, en om realistiese kompromieë te oorweeg. Die Kommissie sal ook genader word om die volgende te ondersoek:

- (a) Die koppeling van die ontvangs en toelaes aan gemeenskapsdiens;
- (b) die omskepping van toelaes volgens die getal kinders in 'n gesinstoelae;
- (c) prosedures vir die verbetering van die betaling van onderhoud deur ouers wat weier om te betaal, en om die betaling van onderhoud vir gesinne waar ouers van mekaar vervreem of geskei is, afdwingbaar te maak, in samewerking met die Departement van Justisie;
- (d) die uitvaardiging van 'n proklamasie ten effekte dat nuwe toelaes vir gesinne tydelike toekennings sal wees en die voortsetting daarvan voorwaardelik sal wees na gelang van die Kommissie se bevinding.

48. Die gesin is die geskikste omgewing waar daar in die primêre behoeftes van kinders voorsien kan word. Onderhoud- en pleegkindtoelaes is deurslaggewende wyses van gemeenskapsorgvoorsiening. Aannemingstoelaes om minder gegoede gesinne in staat te stel om kinders aan te neem en moontlike hulp aan gesinne wat bereid is om kinders met gestremdhede aan te neem, sal ten volle ondersoek word met die beste belange van die kind in gedagte.

MIV/VIGS sal die hoë getal daklose kinders vergroot, en die behoefte aan pleeg- en aannemingsorg sal toeneem.

Strategie vir bestaansbeveiliging vir mense met gestremdhede

49. Die Staat, in vennootskap met instellings vir mense met gestremdhede, besighede, arbeid, verteenwoordigers van gebiede wat nie daartoe in staat is om hulleself te verteenwoordig nie en ander tersaaklike organisasies in die burgerlike samelewing sal die leiding neem met beleidsformulering.

50. Die bestaansbeveiligingstelsel sal meer toeganklik gemaak word ten opsigte van die fisiese omgewing, prosedures en metodes van kommunikasie. Die Departement van Welsyn sal met ander departemente onderhandel om toeganklikheid van opleiding, werkseleenthede, vervoer en ander kern-fasiliteite binne die gemeenskap en die ope arbeidsmark te vermeerder. Sodanige inisiatiewe sal in balans gebring word met bestaansbeveiligingsprogramme as deel van 'n strategie om mense met gestremdhede by die hoofstroom van die samelewing in te skakel.

Voorts sal oorlegpleging met die Departement van Gesondheid plaasvind oor voldoende toegang tot gesondheidsorg vir mense met gestremdhede. Dit is belangrik om die huidige ontmoediging vir gestremde persone om werk te aanvaar te verwyder omrede 'n potensiele verlies aan openbare mediese- en gesondheidsvoordele plaasvind.

Die Departement van Welsyn sal gelei word deur organisasies vir gestremde mense en verteenwoordigers van daardie groepe wat nie daartoe in staat is om hulleself te verteenwoordig nie.

51. The Department of Welfare will take the lead in an employment quota, the details of which will be negotiated with disabled people's organisations. Employees with disabilities will strengthen the social security services' efforts to communicate with empathy to the public. The Ministry for Welfare and Population Development will promote more widely an active labour-market policy for disabled people through employer, employee, and welfare organisations. It will promote, internally and externally, the United Nations Standard Rules on Equalisation of Opportunities for People with Disabilities.

52. Consultations will be held with employer and employee organisations, and with the National Economic Development and Labour Council (NEDLAC), to pinpoint shortcomings in the interface between the public and work-related systems, and to overcome the problems.

53. Options will be explored to provide financial support for home care-givers in respect of people with disabilities. An investigation will be conducted to assess care dependency and grants-in-aid.

54. Uniform, simplified and more effective assessment procedures with regard to people with physical and mental disabilities are being developed.

Strategy for social security for elderly people

55. The main recommendation of the Mouton Commission—the creation of a mechanism for taking the findings further—will be the starting point of a social security strategy for social insurance.

56. The Government will advocate that all people in formal employment belong to a compulsory retirement scheme. Public education programmes will be provided to promote retirement planning.

A new scheme will be initiated for self-employed people, people in the informal sector and others who choose to join. The emphasis will be on appropriateness to the economic realities of non-formal employment. Government will take the initiative and will liaise with the private sector, trade unions, development sponsors, the Departments of Arts, Culture, Science and Technology and of Labour, as well as other role players, in setting up such a scheme.

57. Government will also negotiate with other relevant stakeholders to ensure that retirement contributions are fully transferable when changing employment.

58. Social assistance grants will continue to be provided in order to support elderly people who qualify for such benefits.

59. The development of a savings scheme will be explored in order to encourage individuals to take responsibility for their own retirement as well as to alleviate the pressure on the social grants system.

Social and disaster relief

60. Individual applicants for social relief will be referred to employment programmes wherever possible. Special attention will be paid to social relief programmes for victims of societal violence.

61. Disaster relief to communities should implement sustainable developmental strategies where appropriate. The Department of Welfare will co-operate with other departments and the RDP in the development and implementation of an inter-sectoral disaster management strategy.

Other commitments

62. There is limited scope for alternative sources of financing for the social assistance aspects of social security. The State will therefore be the provider of last resort.

63. A campaign will be embarked upon to identify clients who should receive compensation from the Workmen's Compensation Fund for work-related diseases or disabilities.

64. There will be an investigation to weigh the advantages and disadvantages of conducting a lottery (provincial or national). Other alternative financing options will be explored.

65. The Government is committed to eliminating fraud and wasteful and inefficient procedures.

51. Die Departement van Welsyn sal die leiding neem met 'n indiensnemingskwota, terwyl met organisasies vir gestremde persone onderhandel sal word oor die besonderhede daarvan. Werknemers met gestremdhede sal die pogings van die bestaansbeveiligingsdienste versterk om met empatie met die publiek te kommunikeer. Die Ministerie vir Welsyn en Bevolkingsontwikkeling sal 'n aktiewe arbeidsmarkbeleid vir gestremde persone wyer bevorder deur middel van werkgewer-, werknemer- en welsynsorganisasies. Dit sal die Verenigde Nasies se Standaardreëls oor die Gelykmaking van Geleenthede vir Mense met Gestremdhede (Standard Rules on Equalisation of Opportunities for People with Disabilities) op interne en eksterne vlak bevorder.

52. Beraadslagings sal met werkgewer- en werknemerorganisasies en die Nasionale Ekonomiese, Ontwikkelings- en Arbeidsraad (NEOAR) gehou word om tekorte in die koppelvlak tussen die openbare en werkverwante stelsels presies te identifiseer en die probleme te oorkom.

53. Opsies sal nagevors word om finansiële steun aan tuisversorgers te voorsien in die geval van mense met gestremdhede. 'n Ondersoek sal gedoen word om sorgafhanklikheid en oppasserstoelaes te beoordeel.

54. Eenvormige, vereenvoudigde en doeltreffende beoordelingsprosedures vir toelaes vir mense met fisiese en geestesgestremdhede word ontwikkel.

'n Strategie vir bestaansbeveiliging vir bejaarde persone

55. Die hoofaanbeveling van die Mouton-kommissie—die skepping van 'n meganisme om die bevindinge verder te voer—sal die beginpunt wees vir 'n bestaansbeveiligingstrategie vir maatskaplike versekering.

56. Die Staat sal bepleit dat alle mense in formele arbeid tot 'n verpligte aftredeskema behoort. Openbare opvoedkundige programme sal voorsien word om beplanning vir aftrede te bevorder.

'n Nuwe skema sal onderneem word vir selfgeëmpleeëde mense, mense in die informele sektor en andere wat verkies om aan te sluit. Die klem sal val op geskiktheid vir die ekonomiese realiteite van die nie-formele werkverskaffing. Om sodanige skema tot stand te bring sal die Staat die inisiatief neem en hulle sal skakel met die private sektor, vakbonde, borge vir ontwikkeling, die Departemente van Kuns, Kultuur Wetenskap en Tegnologie en Arbeid en sal ander rolspelers insluit.

57. Die Staat sal ook met ander tersaaklike belanghebbendes onderhandel om te verseker dat bydraes vir aftrede ten volle oordraagbaar sal wees indien van werk verander word.

58. Daar sal voortgegaan word om toelaes vir maatskaplike bystand te voorsien om bejaarde persone wat vir sodanige voordele kwalifiseer, te ondersteun.

59. Die ontwikkeling van 'n spaarskema sal ondersoek word ten einde individue aan te moedig om verantwoordelikheid vir hulle eie aftrede te neem sowel as om die druk op die maatskapliketoelaestelsel te verlig.

Maatskaplike en rampnoodleniging

60. Individuele aansoekers om maatskaplike noodleniging sal waar moontlik na indiensnemingsprogramme verwys word. Spesiale aandag sal gegee word aan maatskaplikennoodlenigingsprogramme vir slagoffers van gemeenskapsgeweld.

61. Rampnoodleniging aan gemeenskappe behoort ondersteunende, ontwikkelingsgerigte strategieë te implementeer waar van toepassing. Die Departement van Welsyn sal met ander departemente en die HOP saamwerk in die ontwikkeling en uitvoering van 'n intersektorale rampbestuurstrategie.

Ander verpligtinge

62. Daar is beperkte ruimte vir alternatiewe hulpbronne vir die finansiering van maatskaplike bystandaspekte van bestaansbeveiliging. Die Staat sal dus in die laaste instansie die voorsiener wees.

63. 'n Veldtog sal van stapel gestuur word om kliënte te identifiseer wat vergoeding vanuit die Ongevalleversekeringsfonds vir werkverwante siektes of gestremdhede behoort te ontvang.

64. Ondersoek sal ingestel word om die voor- en nadele van 'n lotery (provinsiaal of nasionaal) teen mekaar op te weeg. Ander alternatiewe finansieringsopsies sal ondersoek word.

65. Die Staat is daartoe verbind om bedrog en verkwaadende en ondoeltreffende prosedures te elimineer.

66. Disincentives to private saving to meet the social security needs of individuals and their families will be addressed.

67. An assessment of the needs of refugees will be conducted and appropriate programmes will be developed in consultation with all stakeholders.

CHAPTER 8: ENHANCING SOCIAL INTEGRATION

INTRODUCTION

Social context

1. The legacy of the past, the current economic crisis and political and social changes have generated great social costs, which have had to be borne by individuals, families and communities. The consequent social disintegration can be seen in family disorganisation, domestic violence, mental health problems, rising crime, illegal drugs, substance abuse and an illicit arms trade which contributes to growing societal violence. Political, domestic and other manifestations of violence are a threat to the security of individuals, families and communities.

Urban and rural poverty has affected the capacity of families to survive and to adequately meet the needs of their members. Families caring for members who are elderly, chronically ill, disabled, or who have special needs and problems, are often faced with additional care-giving roles. This in turn could lead to financial vulnerability and increased psychological stress.

Large numbers of children are living in difficult circumstances and the youth are faced with increasing obstacles to integrating into social and economic life. Elderly people have to cope with increasing vulnerability owing to poverty and their growing isolation from the rest of society. Discrimination against women, persons with disabilities, offenders and their families and people with HIV/AIDS has contributed to their marginalisation from all social processes.

2. The advent of a new dispensation and an increase in migration from rural to urban areas, and from neighbouring African states and other countries, poses a special challenge for social welfare service delivery.

OVER-ARCHING APPROACH

3. A humane, stable and just society can only be built through social interventions which will address the alienation and marginalisation of large sectors of the population. Social welfare programmes should protect all human rights and promote equality of opportunity and the participation of all people, especially the disadvantaged and those who are vulnerable. Special programmes should be devised to promote tolerance among all people, respect for diversity and reconciliation.

Focus on poverty

4. Whilst welfare programmes should be available to all South Africans, the focus must be on the poor, those who are vulnerable and those who have special needs. Particular attention should also be paid to addressing the needs of people in rural areas, informal settlements and the parts of urban areas where people are not integrated into the mainstream of society. Social welfare programmes will form part of an intersectoral strategy to address structural poverty and enhance human capacity in collaboration with other Government departments and stakeholders in civil society.

Strengthening family life

5. The family, ideally, seeks to care for, nurture and socialise its members. These members differ in terms of gender, age, stage of development, and physical and mental abilities. Children and young people, persons with chronic illnesses, physical and mental disabilities, the elderly and those individuals who are not functioning optimally and have special needs are normally members of a family. Their needs should be addressed in the context of the family life-cycle approach. Policies and programmes to strengthen and support families must be developed by Government and civil society.

66. Ontmoediging om privaat te spaar om aan die bestaansbeveiligingsbehoefte van individue en hulle gesinne te voldoen sal hanteer word.
67. 'n Assessering van die behoeftes van vlugtelinge sal onderneem word en geskikte programme sal na oorlegpleging met alle belanghebbendes ontwikkel word.

HOOFSTUK 8: VERBETERING VAN MAATSKAPLIKE INTEGRASIE

INLEIDING

Maatskaplike verband

1. Die erfenis van die verlede, die huidige ekonomiese krisis en politieke en maatskaplike veranderinge het groot maatskaplike koste laat ontstaan wat deur individue, gesinne en gemeenskappe gedra moet word. Die gevolglike maatskaplike disintegrasie kan gesien word in gesinswanorganisasie, gesinsgeweld, geestesgesondheidsprobleme, stygende misdaad, onwettige dwelms, dwelmiddel-misbruik en 'n onwettige wapenhandel wat bydra tot die groeiende geweld in die samelewing. Politieke, huishoudelike en ander manifestasies van geweld is 'n bedreiging vir die veiligheid van individue, gesinne en gemeenskappe.

Stedelike en landelike armoede het die vermoëns van gesinne om te oorleef en om voldoende in die behoeftes van hulle gesinslede te voorsien, aangetas. Gesinne wat lede versorg wat bejaard, chronies siek, of gestremd is en wat spesiale behoeftes en probleme het, moet dikwels bykomende versorgingsrolle speel. Dit kan op sy beurt weer lei tot finansiële kwetsbaarheid en toenemende sielkundige stres.

Groot getalle kinders leef in moeilike omstandighede en die jeug word in die gesig gestaar deur toenemende struikelblokke om by die maatskaplike en ekonomiese lewe in te skakel. Bejaarde persone moet toenemende kwetsbaarheid weens armoede en hulle toenemende isolasie van die res van die samelewing hanteer. Diskriminasie teen vroue, persone met gestremdhede, oortreders en hulle gesinne en mense met MIV/VIGS het bygedra tot hulle marginalisering van alle maatskaplike prosesse.

2. Die koms van 'n nuwe bedeling en toenemende migrasie van die landelike na die stedelike gebiede en van naburige Afrika-state en ander lande, bied 'n spesiale uitdaging vir maatskaplikewerk-dienslewering.

OORKOEPELENDE BENADERING

3. 'n Menslike, stabiele en regverdigde samelewing kan alleenlik gebou word deur maatskaplike intervensies wat die vervreemding en marginalisering van groot gedeeltes van die bevolking sal hanteer. Maatskaplikewelsynsprogramme behoort alle menseregte te beskerm en behoort gelykheid van geleenthede en die deelname van alle mense, veral benadeeldes en kwetsbares te bevorder. Spesiale programme behoort ontwerp te word om verdraagsaamheid onder alle mense, respek vir verskeidenheid en versoening te bevorder.

Klem op armoede

4. Alhoewel welsynsprogramme vir alle Suid-Afrikaners beskikbaar behoort te wees, moet die fokus van programme gerig wees op armes, diene wat kwetsbaar is en diene wat spesiale behoeftes het. Besondere aandag behoort ook gegee te word aan die hantering van behoeftes van mense in die landelike gebiede, informele nedersettings en dié dele van stedelike gebiede waar mense nie by die hoofstroom van die samelewing ingeskakel is nie. Maatskaplikewelsynsprogramme sal deel uitmaak van 'n intersektorale strategie om aanstrukturele armoede aandag te gee en menslike vermoëns te verhoog in samewerking met ander Staatsdepartemente en belanghebbendes in die burgerlike samelewing.

Versterking van die gesinslewe

5. Die ideale gesin beywer hom om vir sy lede te sorg, hulle te koester en hulle te sosialiseer. Hierdie gesinslede verskil met betrekking tot geslag, ouderdom, vlak van ontwikkeling, fisiese en geestesvermoëns. Kinders en die jeug, persone met chroniese siektes, fisiese en geestesgestremdhede, bejaardes en individue wat nie optimaal funksioneer nie, en wat spesiale behoeftes het, is gewoonlik lede van 'n gesin. Hulle behoeftes behoort aandag te kry in samehang met die gesinslewenskringloopbenadering. Beleid en programme om gesinne te versterk en te ondersteun moet deur die Staat en die burgerlike samelewing ontwikkel word.

Persons who are destitute and vulnerable and who have special needs and are not part of families or households, and those who do not have social support systems, such as migrating people, migrant workers who have lost contact with their family networks and adult homeless or destitute people, need special social support. Social welfare programmes need to be flexible and innovative and need to provide for those who do not have families.

The life-cycle approach

6. As far as is appropriate, the life-cycle approach should guide and inform programming. This approach refers to the interaction between family members, the wider social environment and social support networks. Programmes must make provision for the needs of families in accordance with the different stages in the life cycle. These stages are: early childhood and childhood development phase (including the preparation and child-bearing phase); the school-going and adolescent years; the launching of young adults; middle age; and retirement and old age.

Developmental social welfare programmes

7. Developmental social welfare strategies will be devised to ensure that all people have adequate economic and social protection, and have access to welfare programmes which will promote development and enhance social functioning. The national welfare strategy outlined in *Chapter 2* provides the framework for the delivery of social security and welfare services within such a social development framework.

Balance in social programmes

8. The focus of social welfare interventions will be on comprehensive, generic, family-centred, community-based and developmental strategies. A better balance is needed between rehabilitative, protective, preventative and developmental interventions.

The previous approach to welfare service delivery was based on different fields of services which corresponded with particular social problems and needs. This system should be rationalised in pursuit of comprehensive, integrated, intersectoral, generic, sustainable, people-centred and developmental social welfare strategies. However, there will be scope on a more limited scale for the delivery of particular specialised therapeutic services for defined target groups and to meet certain types of needs. Organisations delivering specialised services should be required to provide capacity-building programmes to support and enhance the generic services.

Consultation

9. Welfare programmes should be developed in consultation with all parties.

Citizen participation in development

10. All South Africans should be afforded the opportunity to play an active role in promoting their own well-being and in contributing to their society's growth and development.

Fiscal constraints

11. In view of fiscal constraints, it is not possible for the welfare function to grow in real terms in the medium term. Real growth will be accommodated by restructuring the welfare function. The Ministry of Welfare and Population Development will however continue to advocate increases in real terms in order to redress the underfunding of this component. All programmes referred to in this chapter will be implemented progressively.

Sections in this Chapter

Section 1 focuses on the family and the life-cycle. The family is the basic unit of society in relation to meeting human needs in the different stages in the life-cycle, and the family-centred life-cycle approach is therefore carried through to all the subsequent sections of the chapter.

Persone wat nooddrufdig en kwetsbaar is en wat spesiale behoeftes het en nie deel vorm van gesinne of huishoudings nie en wat nie maatskaplike steunstelsels het nie, soos rondtrekkende mense, trekwerkers wat kontak met hulle gesinsnetwerke verloor het en volwasse daklose of nooddrufdigte mense benodig spesiale maatskaplike ondersteuning. Maatskaplikewelsynsprogramme behoort buigsaam en vernuwend te wees en behoort vir diegene wat nie gesinne het nie, te voorsien.

Die lewenskringloopbenadering

6. In soverre dit van toepassing is, behoort die lewenskringloopbenadering programme te lei en toe te lig. Hierdie benadering verwys na die interaksie tussen gesinslede, die breë maatskaplike omgewing en hulle maatskaplike steunstelsels. Programme moet voorsiening maak vir die behoeftes van gesinne ooreenkomstig die verskillende stadia in die lewenskringloop. Hierdie stadia is: die vroeë kinderjare en die kinderjare-ontwikkelingsfase (insluitende die voorbereidings- en vrugbareleefydsefase); die skool- en adolessensiejare; die beginstadium van die jong volwassene, die middeljare; en aftrede en bejaardheid.

Ontwikkelingsgerigte maatskaplikewelsynsprogramme

7. Ontwikkelingsgerigte maatskaplikewelsynstrategieë sal ontwerp word om te verseker dat alle mense toereikende ekonomiese en maatskaplike beskerming en toegang tot welsynsprogramme het wat ontwikkeling sal bevorder en maatskaplike funksionering verhoog. Die nasionale welsynstrategie beskryf in Hoofstuk 2 voorsien die raamwerk vir die lewering van bestaansbeveiliging en welsynsdienste binne sodanige maatskaplike ontwikkelingsraamwerk.

Balans in maatskaplike programme

8. Die fokus van maatskaplikewelsynsintervensies sal gerig wees op omvattende, generiese, gesinsgesentreerde, gemeenskapsgebaseerde en ontwikkelingsgerigte strategieë. 'n Beter balans is nodig tussen rehabilitatiewe, beskermende, voorkomende en ontwikkelingsgerigte intervenies.

Die vorige benadering tot welsynsdienlewering was gebaseer op verskillende diensvelde wat ooreengestem het met bepaalde maatskaplike probleme en behoeftes. Hierdie stelsel behoort gerasionaliseer te word in die strewe na omvattende, geïntegreerde, intersektorale, generiese, volhoubare, mensgesentreerde en ontwikkelingsgerigte strategieë. Daar sal egter ook op 'n beperkter skaal ruimte wees vir die lewering van bepaalde gespesialiseerde terapeutiese dienste vir bepaalde teikengroepe en om sekere tipes van behoeftes te hanteer. Daar sal van organisasies wat gespesialiseerde dienste lewer, vereis word om kapasiteitsuitbouingsprogramme aan te bied om die generiese dienste toe te lig en te versterk.

Oorlegpleging

9. Welsynsprogramme behoort in oorleg met alle partye ontwikkel te word.

Burgerdeelname aan ontwikkeling

10. Alle Suid-Afrikaners behoort die geleentheid gegun te word om 'n aktiewe rol te speel om hulle eie welsyn te bevorder en 'n bydrae te lewer tot die groei en ontwikkeling van hulle samelewing.

Fiskale beperkings

11. In die lig van fiskale beperkings is dit nie vir die welsynsfunksie moontlik om oor die medium termyn in reële terme te groei nie. Reële groei sal deur middel van herstrukturering van die welsynsfunksie geakkommodeer word. Die Ministerie vir Welsyn en Bevolkingsontwikkeling sal egter voortgaan om verhogings in reële terme te bepleit ten einde die onderbefondsing van hierdie komponent reg te stel. Alle programme waarna in hierdie Hoofstuk verwys word, sal progressief geïmplementeer word.

Afdelings in hierdie Hoofstuk

Afdeling 1 fokus op die gesin en die lewenskringloop. Die gesin is die basiese eenheid van die samelewing met betrekking tot die voorsiening in menslike behoeftes in die verskillende stadia van die lewenskringloop en die gesinsgesentreerde lewenskringloopbenadering word dus deurgedra na al die daaropvolgende afdelings van die hoofstuk.

Section 2 focuses on the empowerment of women.

Section 3 focuses on the needs of people with disabilities.

Section 4 focuses on mental health, substance abuse, crime prevention through development and restorative justice and the needs of people with chronic illnesses and people with HIV/AIDS.

SECTION 1. THE FAMILY AND THE LIFE CYCLE—Families, children, youth and ageing

SITUATION ANALYSIS

Social and economic impact on family

11. The social, religious and cultural diversity of families are acknowledged as well as the effects of social change on the nature and structure of families.

Families have been particularly affected by the social, economic and political policies of the past, the inequitable distribution of resources, social changes, migration patterns, the growing subculture of violence, and changes in the traditional roles of women and men. Past policies such as influx control and the migratory labour system, in addition to divorce and desertion, and a lack of housing, have redefined household structures in South Africa.

12. A major contributor to family problems, dysfunction and breakdown, is the increasing economic stress facing households. Those living below the poverty line as well as poor single parent families, which are predominantly female-headed households, are the worst affected. Family dysfunction sets in when poverty is combined with environmental stress and feelings of powerlessness and frustration. This in turn could contribute to social problems which affect the capacity of the family to function optimally.

13. The financial, social and emotional resources of families are also taxed when they have to care for members who have special needs and problems.

14. The well-being of children depends on the ability of families to function effectively. Because children are vulnerable they need to grow up in a nurturing and secure family that can ensure their survival, development, protection and participation in family and social life. Not only do families give their members a sense of belonging, they are also responsible for imparting values and life skills. Families create security; they set limits on behaviour; and together with the spiritual foundation they provide, instill notions of discipline. All these factors are essential for the healthy development of the family and of any society. Children grow up in a wide range of family forms and structures, with different needs, role divisions, functions and values.

15. Families are faced with many new demands and challenges as they attempt to meet the needs of their members. Internal family problems such as alcohol and drug abuse; communication and relationship problems; marital conflict; a lack of preparation for marriage, remarriage and family life; parenting problems; family violence; a lack of family and community support networks; and family breakdown have been noted as some of the problems facing families. Increasingly, women have had to join the labour market for economic reasons and have had to rely on child care outside of the home.

As a result of the increasing pressure on families, they are often unable to fulfil their parenting and social support roles effectively without the active support of the community, the State and the private sector.

Conditions in communities

16. The majority of South African families and children live in unhealthy, unsafe, disadvantaged communities. Overcrowding, a lack of housing and basic amenities such as sanitation and recreational facilities, and a lack of public transport have serious consequences for the stability and security of families. The lack of services and amenities in disadvantaged communities impacts on the quality of social services and facilities. A lack of knowledge about life skills results in insecure and unstable family life.

Afdeling 2 fokus op die bemagtiging van vroue.

Afdeling 3 fokus op die behoeftes van mense met gestremdhede.

Afdeling 4 fokus op geestesgesondheid, dwelmmiddelmisbruik, misdaadvoorkoming by wyse van ontwikkeling en herstellende geregtigheid en die behoeftes van mense met chroniese siektes en mense met MIV/VIGS.

AFDELING 1. DIE GESIN EN DIE LEWENSKRINGLOOP—Gesinde, kinders, die jeug en veroudering

SITUASIE-ANALISE

Maatskaplike en ekonomiese impak op die gesin

11. Erkenning word verleen aan die maatskaplike, godsdienstige en kulturele verskeidenheid van gesinne asook aan die gevolge van maatskaplike veranderings in die samelewing op die aard en struktuur van gesinne.

Gesinde is besonder negatief beïnvloed deur die maatskaplike, ekonomiese en politieke beleid van die verlede, die onbillike verspreiding van hupbronne, maatskaplike veranderings, migrasiepatrone, die groeiende subkultuur van geweld en veranderings in die tradisionele rolle van vrouens en mans. Beleide van die verlede soos instromingsbeheer en die trekarbeidstelsel, tesame met egskeding en verlating en 'n gebrek aan behuising het die strukture van huishoudings in Suid-Afrika herdefinieer.

12. 'n Vername bydraende faktor tot gesinstres, wanfunksionering en gesinsverbrokkeling is die toenemende ekonomiese probleme waarmee huishoudings te make het. Diegene wat onder die armoedegrens leef sowel as arm enkelouergesinde, wat grootliks huishoudings is waar die vrou die hoof is, is die slegste geaffekteer. Gesinswanfunksionering tree in wanneer armoede gekombineer word met omgewingstres en gevoelens van magtelooheid en frustrasie. Op sy beurt kan dit bydrae tot maatskaplike probleme wat die vermoë van die gesin om optimaal te funksioneer affekteer.

13. Die finansiële, maatskaplike en emosionele hulpbronne van gesinne word belas wanneer hulle gesinslede moet versorg wat spesiale behoeftes en probleme het.

14. Die welstand van kinders hang af van die vermoë van gesinne om doeltreffend te funksioneer. Omdat kinders kwetsbaar is behoort hulle in 'n koesterende en veilige gesin op te groei wat hulle oorlewing, ontwikkeling, beskerming en deelname aan die gesins- en maatskaplike lewe kan verseker. Gesinne gee nie slegs 'n gevoel van samehorigheid aan hulle lede nie, maar hulle is ook daarvoor verantwoordelik om waardes en lewensvaardighede te verleen. Gesinne skep veiligheid; hulle bepaal grense vir gedrag en tesame met die geestelike basis wat hulle voorsien, bring hulle ook 'n begrip vir dissipline by. Al hierdie faktore is noodsaaklik vir die gesonde ontwikkeling van die gesin en van enige samelewing. Kinders word groot in 'n wye verskeidenheid van gesinsvorme en -strukture met verskillende behoeftes, rolverdelings, funksies en waardes.

15. In hulle poging om in die behoeftes van hulle lede te voorsien word gesinne in die gesig gestaar deur baie nuwe eise en uitdagings. Interne gesinsprobleme soos alkohol- en dwelmmisbruik; kommunikasie- en verhoudingsprobleme; konfliktoplossing; 'n gebrek aan voorbereiding vir die huwelik, hertrouwe en gesinslewe; ouerskapsprobleme; gesinsgeweld; 'n gebrek aan gesins- en gemeenskaps-onderskravingsnetwerke en gesinsverbrokkeling, is aangeteken as sommige van die probleme wat gesinne ervaar. As gevolg van ekonomiese redes moes vroue in toenemende mate die arbeidsmark betree en moes hulle op kinderversorging buite die huis staatmaak.

As gevolg van die toenemende druk op gesinne is hulle dikwels nie daartoe in staat om hulle ouerskap- en maatskaplike onderskravingsrolle doeltreffend te vervul sonder die aktiewe ondersteuning van die gemeenskap, die Staat en die private sektor nie.

Toestande in gemeenskappe

16. Die meeste Suid-Afrikaanse gesinne en kinders lewe in ongesonde, onveilige en agtergestelde gemeenskappe. Oorbewoning, gebrek aan behuising en basiese geriewe soos sanitasie en ontspanningsfasiliteite en 'n gebrek aan openbare vervoer hou ernstige gevolge in vir die stabiliteit en veiligheid van gesinne. Die gebrek aan dienste en geriewe in agtergestelde gemeenskappe het 'n impak op die gehalte van maatskaplike dienste en fasiliteite. 'n Gebrek aan kennis oor lewensvaardighede het as gevolg 'n onseker en onstabiele gesinslewe.

The conditions prevailing in communities, coupled with extreme poverty and a lack of family support networks, are some of the causes of the growing numbers of individuals and families who are living on the streets, particularly in urban centres.

The special needs and problems faced by individuals who are in general members of a family are discussed in further detail in the different sections of this chapter.

Children in difficult circumstances

17. The term "children in difficult circumstances" refers to those children who are denied their most basic human rights and whose growth and development are consequently impaired.

Preschool children

18. Preschool children from birth to 36 months old and in the three to six year age groups are particularly vulnerable. There are an estimated 9 947 000 children up to the age of nine years who are in need of early childhood development services.

Children under the age of six are particularly vulnerable and in need of such services. They constitute 13% of the total South African population. Two-thirds live in rural areas. African children make up 83%, coloured children 7,3%, white children 7,6% and Indian children 1,9% of the total number of children in this age group. About 60% of children of preschool age live in impoverished circumstances. Of these, 90% are Africans who live in poorly resourced rural areas.

19. Children from disadvantaged families are in particular need of early-childhood development services. At present only approximately one in ten preschool children are in early childhood development programmes. There is a lack of services for the age group from birth to three years old and for disabled children.

20. There is no acceptable set of minimum standards for the provision of services to preschool children. Some programmes are inadequately resourced. The quality of care is consequently impoverished.

Out-of-home care

21. Out-of-home care has increased. According to the latest statistics from the Department of Welfare, there are 29 000 children in residential care and 39 024 children in foster care. From January 1992 to January 1993, 3 076 children were abandoned by their parents according to the South African National Council for Child and Family Welfare.

No statistics were available on the annual number of adoptions. Adoption is currently under-utilised. Adoption does, however, provide one of the most cost-effective means of permanency planning for children in need of care. At present, adoption services are fragmented between multiple entities and individuals, and not all are governed by accepted standards or guidelines. The current system is not adequate to meet the needs of abandoned children or children affected by HIV/AIDS.

The expenditure on foster child grants was R129 801 360 as of 31 May 1994. There is considerable inequity in the foster child grants system, with the majority of grants being paid to coloured and white children.

Disability

22. Children with mental and physical disabilities are discriminated against and denied opportunities such as access to education, recreation and public transport.

23. Some disabilities are the result of poverty and preventable diseases such as measles, alcohol and drug abuse, or injuries sustained as a result of political violence. Black children living in rural areas or in informal settlements are the most vulnerable to disablement of this nature.

24. Facilities for early detection and diagnosis, treatment and support, are inadequate—especially in rural areas. Inadequate facilities inevitably lead to an increase in both the extent and the severity of disablement. Services are characterised by fragmentation, duplication and inefficiency.

Die toestande wat in gemeenskappe heers, gepaardgaande met uiterste armoede en 'n gebrek aan gesinssonderkringsnetwerke is sommige van die oorsake van die groeiende getal individue en gesinne wat, veral in die stedelike gebiede, op straat leef.

Die spesiale behoeftes en probleme wat ervaar word deur individue wat oor die algemeen gesinslede is, word in verdere besonderhede in die verskillende afdelings van hierdie hoofstuk beskryf.

Kinders in moeilike omstandighede

17. Die term "kinders in moeilike omstandighede" verwys na kinders wat hulle mees basiese mense-regte ontsê word en wie se groei en ontwikkeling gevolglik benadeel word.

Voorskoolse kinders

18. Voorskoolse kinders vanaf geboorte tot 'n ouderdom van 36 maande en diegene in die ouderdomsgroep van drie tot ses jaar is veral kwetsbaar. Daar is 'n beraamde 9 947 000 kinders tot die ouderdom van nege jaar wat 'n behoefte het aan vroeëkindere-ontwikkelingsdienste.

Kinders onder die ouderdom van ses jaar is veral kwetsbaar en het 'n behoefte aan sodanige dienste. Hulle maak 13% van die totale Suid-Afrikaanse bevolking uit. Twee derdes woon in landelike gebiede. Van die totale getal kinders in hierdie ouderdomsgroep is 83% swart kinders, 7,3% is bruin kinders, 7,6% is blanke kinders en 1,9% is Asiërkinders. Ongeveer 60% van die kinders van voorskoolse ouderdom leef in verarmde omstandighede. Van hierdie groep is 90% swart kinders wat in landelike gebiede met karige hulpbronne woon.

19. Kinders van minderbevoorregte gesinne het veral 'n behoefte aan vroeëkindere-ontwikkelingsdienste. By benadering is slegs een uit tien voorskoolse kinders tans ingesluit by vroeëkindere-ontwikkelingsprogramme. Daar bestaan 'n gebrek aan dienste vir die ouderdomsgroep van geboorte tot drie jaar en vir gestremde kinders.

20. Daar bestaan geen aanvaarbare minimum standaarde vir die voorsiening van dienste aan voorskoolse kinders nie. Vir sekere programme is hulpmiddels onvoldoende. Die kwaliteit van sorg word gevolglik deur verarming gekenmerk.

Versorging weg van die huis

21. Versorging weg van die huis het toegeneem. Volgens die jongste statistiek van die Departement van Welsyn is daar 29 000 kinders in residensiële sorg en 39 024 kinders in pleegsorg. In die tydperk Januarie 1992 tot Januarie 1993 is 3 076 kinders deur hulle ouers verlaat, volgens die Suid-Afrikaanse Nasionale Raad vir Kinder- en Gesinsorg.

Geen statistiek is beskikbaar oor die jaarlikse getal aannemings nie. Aanneming word tans onderbenut. Aanneming bied egter een van die kostedoeltreffendste wyses van permanente beplanning vir kinders wat behoefte het aan versorging. Tans is aannemingsdienste gefragmenteer tussen veelvuldige entiteite en individue en nie almal word deur aanvaarde standaarde of riglyne bestuur nie. Die huidige stelsel is onvoldoende om te voorsien in die behoeftes van verlate kinders of kinders wat deur MIV/VIGS geaffekteer is.

Op 31 Mei 1994 was die besteding ten opsigte van pleegkindtoelaes R129 801 360. Daar bestaan aanmerklike onbillikhede in die pleegkindtoelaestelsel waar die meeste toelaes aan bruin en blanke kinders betaal word.

Gestremdheid

22. Daar word teen kinders met geestes- en fisiese gestremdhede gediskrimineer en hulle word geleenthede soos toegang tot onderwys, ontspanning en openbare vervoer ontsê.

23. Sommige gestremdhede is die resultaat van armoede en voorkombare siektes soos masels, alkohol- en dwelmmisbruik of beserings opgedoen as gevolg van politieke geweld. Swart kinders wat in landelike gebiede of in informele nedersettings woon, is die kwetsbaarste vir hierdie tipes gestremdheid.

24. Fasiliteite vir vroeë opsporing en diagnose, behandeling en ondersteuning is ontoereikend—veral in die landelike gebiede. Onvoldoende fasiliteite lei noodwendig tot 'n toename in sowel omvang as graad van ernstigheid van gestremdheid. Dienste word gekenmerk deur fragmentering, duplisering en ondoeltreffendheid.

25. There are inadequate support facilities to assist families to keep more severely disabled children in the home environment for as long as possible. There is a shortage of day care facilities for such children, particularly after the preschool phase. There is also a shortage of information on service provision and the care of children with disabilities.

Children with chronic diseases

26. Chronic diseases in childhood can limit growth, and the social, emotional and intellectual development of the child. The education of such children may be interrupted. As a consequence of chronic diseases, social interactions are often impaired, while the negative attitudes of adults and children can also have a detrimental effect. Chronic diseases differentiate children from their peers during adolescence when peer group relationships are important.

The difficulties of coping with chronic diseases can also lead to increased economic and psychological stress for parents and children.

27. Children with chronic diseases and HIV/AIDS have the same rights as their peers. HIV/AIDS is discussed in *Section 4* of this chapter.

Child abuse and neglect

28. Child abuse and neglect is a serious and growing problem. In 1994, the South African Police Services' Child Protection Unit dealt with 22 911 cases of child abuse, which represents a 36% increase over the previous year. The real extent of child abuse and neglect is unknown as a result of under-reporting, erratic research, an unco-ordinated record-keeping system, and the lack of a central register. Sexually exploited children are particularly vulnerable.

29. Existing services are fragmented and underresourced, leaving large parts of the country (especially rural areas) completely without services. The standard of services varies greatly, and there is a shortage of suitably qualified and trained staff, as well as serious financial difficulties in organisations.

30. There is no policy and management protocol and no co-ordinated and comprehensive prevention strategy.

Street children

31. Two categories of street children are generally identified: those "on the street", who are forced by poverty to go to urban areas to earn money, but who have regular contact with their families; and those "of the street", who have permanently deserted their families and communities because of adverse circumstances such as physical, sexual and emotional abuse, or abandonment. These children spend most of their lives unsupervised and unprotected. They live communally and depend on each other for survival.

32. It is estimated that the number of street children in South Africa in 1993 was about 10 000. It is widely believed that this number has increased substantially over the last few years. A strong call for public action has been made to address the street child problem.

Child labour

33. The employment of a child under the age of 15 years is prohibited by legislation. However, in some instances, a particular job can be excluded and a particular person or persons can be exempted from this prohibition.

34. No systematic research into the economic exploitation of children under the age of 15 years has been undertaken. Employment of children under the legally permissible age places them in a situation of risk of abuse, neglect and exploitation because of the imbalance of power between the employer and the employee.

Substance abuse

35. Substance abuse among school children, especially boys, is increasing. They are also experimenting with drugs at a much earlier age. Substance abuse is more prevalent at places of entertainment. Large numbers of street children abuse inhalants. More accurate statistics are needed.

25. Daar bestaan ontoereikende ondersteuningsfasiliteite om gesinne behulpsaam te wees om erg gestremde kinders solank as moontlik in die tuisomgewing te hou. Daar is 'n tekort aan dagsorgfasiliteite vir sulke kinders, veral na die voorskoolse fase. Daar bestaan ook 'n tekort aan inligting oor diensvoorsiening en die versorging van kinders met gestremdhede.

Kinders met chroniese siektes

26. Chroniese siektes in die kinderjare kan die kind se groei en die maatskaplike, emosionele en intellektuele ontwikkeling beperk. Die skoolopvoeding van sulke kinders kan onderbreek word. As gevolg van chroniese siektes word sosiale interaksie dikwels benadeel, terwyl die negatiewe houding van volwassenes en kinders ook 'n nadelige uitwerking kan hê. Chroniese siektes onderskei kinders van hulle portuurgroep gedurende adolessensie wanneer portuurgroepverhoudings belangrik is.

Die probleme wat gepaardgaan met die hantering van chroniese siektes kan ook lei tot verhoogde ekonomiese en psigologiese stres vir die ouers en die kinders.

27. Kinders met chroniese siektes en MIV/VIGS het dieselfde regte as hulle portuurgroep. MIV/VIGS word in Afdeling 4 van hierdie hoofstuk bespreek.

Kindermishandeling en verwaarlosing

28. Kindermishandeling en verwaarlosing is 'n ernstige en groeiende probleem. In 1994 het die Kinderbeskermingseenheid van die Suid-Afrikaanse Polisiediens 22 911 gevalle van mishandeling van kinders hanteer wat 'n toename van 36% teenoor die vorige jaar verteenwoordig. Die werklike omvang van kindermishandeling en verwaarlosing is onbekend vanweë nie-aanmelding, wisselvallige navorsing, 'n ongekoördineerde verslaghoudingstelsel en die gebrek aan 'n sentrale register. Kinders wat seksueel uitgebuit is, is veral kwetsbaar.

29. Bestaande dienste is gefragmenteer en beskik oor karige hulpbronne wat groot dele van die land (veral landelike gebiede) totaal sonder dienste laat. Die standaard van dienste varieer grootliks en daar is 'n tekort aan geskik gekwalifiseerde en opgeleide personeel asook ernstige finansiële probleme by organisasies.

30. Daar bestaan geen beleid- en bestuursprotokol en geen gekoördineerde en omvattende voorkomingstrategie nie.

Straatkinders

31. Twee kategorieë van straatkinders word oor die algemeen geïdentifiseer: diegene "op straat," wat deur armoede geforseer word om na die stedelike gebiede te gaan om geld te verdien, maar wat gereelde kontak met hulle gesinne het; en diegene "van die straat", wat permanent hulle gesinne en gemeenskappe verlaat het as gevolg van ongunstige omstandighede soos fisiese, seksuele en emosionele misbruik, of verlating. Hierdie kinders spandeer die grootste deel van hulle lewens sonder toesig en onbeskermd. Hulle leef saam en is vir oorlewing van mekaar afhanklik.

32. Volgens skatting was die getal straatkinders in Suid-Afrika in 1993 ongeveer 10 000. Daar word algemeen aanvaar dat die getal gedurende die afgelope jaar aanmerklik toegeneem het. 'n Dringende beroep op openbare optrede is gedoen om die straatkindprobleem te hanteer.

Kinderarbeid

33. Die indiensneming van 'n kind onder die ouderdom van 15 jaar word deur wetgewing verbied. In sommige gevalle mag 'n besondere werk uitgesluit word, en 'n besondere persoon of persone mag van hierdie verbod vrygestel word.

34. Geen stelselmatige navorsing oor die ekonomiese uitbuiting van kinders onder die ouderdom van 15 jaar is onderneem nie. Die indiensneming van kinders wat onder die wetlike toelaatbare ouderdom is, plaas hulle in 'n situasie met die risiko van misbruik, verwaarlosing en uitbuiting as gevolg van die wanbalans van mag tussen die werkgewer en die werknemer.

Dwelmmisbruik

35. Dwelmmisbruik onder skoolkinders, veral seuns, neem toe. Die jeug ekseperimenteer ook met dwelms op 'n veel vroeër ouderdom. Dwelmmisbruik is meer algemeen by vermaaklikheidsplekke. 'n Groot getal straatkinders maak van inhaleermiddels gebruik. Akkurater statistiek is nodig.

36. Children are severely affected by parents who abuse drugs and alcohol, as such behaviour often leads to social dysfunction, unemployment, the loss of housing and the loss of dignity and self-esteem. Children of such parents may start to abuse substances themselves.

Children of divorcing parents

37. Children of divorced and divorcing parents are a vulnerable group and require special attention.

38. The Family Advocate's Office functions in terms of the Mediation in Certain Divorce Matters Act, 1987 (Act 24 of 1987). It also assists with identifying and assisting children in situations where the conflict between the parents could negatively affect the interests of the child.

Nutrition

39. Of the estimated 2,3 million South Africans who are nutritionally vulnerable, the majority are black (87%), 35,9% are children aged 6 months to 5 years, 55,6% are children aged 6 to 12 years and 8,3% are pregnant and lactating women.

APPROACH

40. The Government is committed to giving the highest priority to the promotion of family life, and to the survival, protection and development of all South Africa's children. Efforts will be made to involve families and children in decisions which affect their lives as far as this is appropriate.

41. The aim of family and child welfare services is to preserve and strengthen families so that they can provide a suitable environment for the physical, emotional and social development of all their members. Family-based policies and programmes should reflect the changing nature and structure of families. Programmes should be devised to strengthen families, and to reconcile family and work responsibilities. Significant efforts need to be made to transform family relationships which currently contribute to the subordination of women and children.

42. A range of social services should be made available to all families in need and to promote and strengthen family life. Special attention must be given to families who are vulnerable and at risk, and who are poor and involved in child-rearing and caring for their members at unacceptable social cost to themselves.

Those in need of special support are families with children, especially those who are under five years old, single-parent families, and families caring for children and members with disabilities and chronic illnesses. Families caring for the elderly should also be supported where necessary, as well as families in rural areas where there are limited economic opportunities and where there is no access to formal social support systems. These families should be targeted for immediate action and should receive the highest priority in family upliftment programmes.

GUIDELINES FOR STRATEGIES

Families and children

43. Programmes for families and children should be based on the following guidelines:

- (a) The rights of families and children will be protected.
- (b) Families in need should receive comprehensive protection and support from the State and organisations of civil society. Family support programmes should address the fundamental causes of family disintegration.
- (c) Poor families and children should be given first priority in the allocation of resources, the transfer of information and skills and the determination of priorities for socio-economic development.

36. Kinders word ernstig geaffekteer deur ouers wat dwelmmiddels en alkohol misbruik omrede sodanige gedrag dikwels lei tot maatskaplike wanfunksionering, werkloosheid, die verlies van behuising en die verlies aan waardigheid en selfrespek. Kinders van sulke ouers kan self begin om dwelmmiddels te misbruik.

Kinders van ouers wat in die proses is om te skei

37. Kinders van geskeide ouers en ouers wat in die proses van 'n egskeiding is, is 'n kwesbare geroep wat spesiale aandag vereis.

38. Die Kantoor van die Gesinsadvokaat funksioneer ingevolge die Wet op Bemiddeling in Sekere Egskeidingsaangeleenthede 1987, (Wet 24 van 1987). Die kantoor is ook behulpzaam met die identifisering van en hulp aan kinders wat in situasies verkeer waar konflik tussen die ouers die belange van die kind negatief kan beïnvloed.

Voeding

39. Van die geskatte 2,3 miljoen Suid-Afrikaners wat voedingsgewys kwetsbaar is, is die meerderheid swart (87%), 35,9% is kinders in die ouderdomsgroep 6 maande tot 5 jaar, 55,6% is kinders in die ouderdomsgroep 6 tot 12 jaar en 8,3% is swanger en lakterende vroue.

BENADERING

40. Die Staat is daartoe verbind om die hoogste prioriteit te verleen aan die bevordering van die gesinslewe en die oorlewing, beskerming en ontwikkeling van alle kinders van Suid-Afrika. Pogings sal aangewend word om, in soverre dit van toepassing is, gesinne en kinders te betrek by besluite wat hulle lewens affekteer.

41. Die oogmerk van gesins- en kinderswelsynsdienste is die behoud en versterking van gesinne sodat hulle 'n geskikte omgewing kan voorsien vir die fisiese, emosionele en maatskaplike ontwikkeling van al hulle lede. Gesinsgebaseerde beleid en programme behoort die veranderende aard en strukture van gesinne te weerspieël. Programme behoort ontwikkel te word om gesinne te versterk en om die gesin en werkverantwoordelikhede te versoen. Beduidende pogings moet aangewend word om gesinsverhoudings te herskep wat tans tot die ondergeskiktheid van vroue en kinders bydra.

42. 'n Verskeidenheid van maatskaplike dienste behoort aan alle gesinne in nood en om die gesinslewe te bevorder en te versterk beskikbaar gestel te word. Spesiale aandag moet gegee word aan gesinne wat kwetsbaar is en risikos loop, en wat arm is en betrokke is by die grootmaak van kinders en die versorging van hulle gesinslede teen 'n onaanvaarbare maatskaplike koste vir hulleself.

Diegene wat 'n behoefte het aan spesiale onderskraging is gesinne met kinders, veral kinders wat jonger as vyf jaar is, enkelouergesinne en gesinne wat sorg vir kinders en gesinslede met gestremdhede en chroniese siektes. Gesinne wat bejaardes versorg behoort ook, waar nodig, onderskraag te word asook gesinne in landelike gebiede waar daar beperkte ekonomiese geleenthede is en waar geen toegang tot formele maatskaplike-ondersteuningstelsels is nie. Hierdie gesinne behoort die mikpunt vir onmiddellike optrede te wees en behoort die hoogste prioriteit in gesinsopheffingsprogramme te geniet.

RIGLYNE VIR STRATEGIEË

Gesinne en kinders

43. Programme vir gesinne en kinders behoort op die volgende riglyne gebaseer te word:

- (a) Die regte van gesinne en kinders sal beskerm word.
- (b) Gesinne in nood behoort omvattende beskerming en ondersteuning van die Staat en organisasies van die burgerlike samelewing te ontvang. Gesinsonderskragingsprogramme behoort die fundamentele oorsake van gesinsverbokkeling te hanteer.
- (c) Arm gesinne en kinders behoort die eerste prioriteit te geniet by die toekenning van hulpbronne, die oordra van inligting en vaardighede en by die vasstelling van prioriteite vir sosio-ekonomiese ontwikkeling.

- (d) Respect for human dignity and family responsibility and autonomy should be upheld. Social welfare personnel should foster self-reliance and promote the personal growth and social competence of families and children through capacity-building and empowerment programmes. Opportunities should be created for the development of families, for equal access to resources and for the appropriate representation of children and families in decision-making structures.
- (e) A National Programme of Action for South African Families, Children and Youth will be developed in partnership with all stakeholders, which will provide the necessary framework for comprehensive planning and for the implementation of policies, legislation and social programmes. The programme of action should also provide a framework within which to monitor the profile of families, children and young people in terms of their survival, development and protection.
- (f) Efforts should be made to ensure that families and children have equal access to appropriate social welfare services which will promote social competence in the different stages of the life-cycle.
- (g) Interventions should concentrate first on prevention, by enhancing family functioning, then on protection, and lastly on the provision of statutory services.
- (h) To deal with the multi-dimensional problems of families and children, an inclusive, comprehensive, integrated, and developmental approach to social welfare service provision is needed. A family life-cycles perspective should be adopted.
- (i) Welfare policies and programmes should make provision for the needs of families and children according to the different stages of family development.
- (j) Interventions should strive to provide for the meaningful participation of all family members in activities aimed at promoting their well-being. Any activities involving children should be appropriate to their age and development.

44. Priority programmes in promoting family life

- (a) The Department of Welfare will negotiate with the Department of Education about the implementation of life-skills training programmes which could be run throughout the school-going years and could be incorporated into the curriculum. This training should include personal relationship skills, education regarding sexuality and substance abuse, and other appropriate programmes. It should be aimed at teaching interpersonal skills, the development of self-esteem, and decision-making and problem-solving skills.
- (b) Preparation for marriage and remarriage, family life enrichment, strengthening the relationship between partners, family life skills, and parenting programmes are critical to promoting the well-being of families. Other appropriate programmes will be identified in consultation with stakeholders.
- (c) The business sector will be encouraged to create environments which are supportive of family life, for example, through granting leave at times of family crises.
- (d) A network of trained community members will be developed to assist troubled families, to enhance networking between families and within the community, and to support each other and promote family life. Capacity building programmes will be provided for the various helping professions and for religious and community leaders, to enable them to deal more effectively with families in need.

Public education programmes will be embarked upon and the role of the media will be explored in providing information and education.

- (e) The Department of Welfare will liaise with the Departments of Housing and Public Works and with local authorities regarding the needs of destitute/homeless individuals and families living on the streets. The Department of Welfare will advocate the establishment of an intersectoral task group to make recommendations about future social programmes.
- (f) Programmes will be developed to address the needs of families affected by domestic violence. *Refer to section on women for strategies on violence.*

- (d) Respek vir menswaardigheid en gesinsverantwoordelikheid en selfstandigheid behoort gehandhaaf te word. Maatskaplikewelsynspersoneel behoort selfstandigheid aan te moedig en persoonlike groei en maatskaplike bevoegdheid van gesinne en kinders te bevorder deur middel van kapasiteitsuitbouings- en bemagtigingsprogramme. Geleenthede behoort geskep te word vir die ontwikkeling van gesinne, vir gelyke toegang tot hulpbronne en vir die gepaste verteenwoordiging van kinders en gesinne in besluitnemingstrukture.
- (e) Nasionale Program van Aksie vir Suid-Afrikaanse Gesinne, Kinders en die Jeug sal ontwikkel word in vennootskap met alle belanghebbendes wat die nodige raamwerk sal voorsien vir omvattende beplanning en die implementering van beleid, wetgewing en maatskaplike programme. Die program van aksie behoort ook 'n raamwerk te voorsien waarin die profiel van gesinne, kinders en die jeug ten opsigte van hulle oorlewing, ontwikkeling en beskerming gekontroleer kan word.
- (f) Pogings moet aangewend word om te verseker dat gesinne en kinders gelyke toegang het tot geskikte maatskaplikewelsynsdienste wat maatskaplike bevoegdheid in die verskillende fases van die lewenskringloop sal bevorder.
- (g) Intervensies behoort eerstens te konsentreer op voorkoming deur gesinsfunksionering te verhoog, dan op beskerming, en laastens op die voorsiening van statutêre dienste.
- (h) Om die multidimensionele probleme van gesinne en kinders te hanteer is 'n inklusiewe, omvattende, geïntegreerde en ontwikkelingsgerigte benadering tot die voorsiening van maatskaplikewelsynsdienste nodig. 'n Gesinslewenskringloopperspektief behoort aangeneem te word.
- (i) Welsynsbeleid en -programme behoort voorsiening te maak vir die behoeftes van gesinne en kinders na gelang van die verskillende stadia van gesinsontwikkeling.
- (j) Intervensies behoort daarna te strewe om voorsiening te maak vir die sinvolle deelname van alle gesinslede aan aktiwiteite gemik op die bevordering van hulle welstand. Enige aktiwiteite waarby kinders betrokke is, behoort by hulle ouderdom en ontwikkeling te pas.

44. Prioriteitsprogramme vir die bevordering van die gesinslewe

- (a) Die Departement van Welsyn sal met die Departement van Onderwys onderhandel oor die implementering van lewensvaardigheidsopleidingsprogramme dwarsdeur die skoolgaande jare en wat by die leerplan geïnkorporeer kan word. Hiedie opleiding behoort persoonlike verhoudingsvaardighede, onderrig oor seksualiteit, dwelmmiddelmisbruik en ander geskikte programme in te sluit. Dit behoort gerig te wees op die ontwikkeling van interpersoonlike vaardighede en die ontwikkeling van selfrespek, besluitneming en probleemoplossing.
- (b) Voorbereiding vir die huwelik en hertroue, gesinsleweverryking, verstewiging van die verhouding tussen egpare, gesinslewensvaardighede en ouerskapprogramme is uiters belangrik om die welsyn van gesinne te bevorder. Ander geskikte programme sal deur oorlegpleging met belanghebbendes geïdentifiseer word.
- (c) Die besigheidsektor sal aangemoedig word om omgewings te skep wat ondersteunend vir die gesinslewe sal wees, byvoorbeeld by wyse van die verlening van gesinsverlof in tye van gesinskrisisse.
- (d) 'n Netwerk van opgeleide gemeenskapslede sal ontwikkel word om gesinne wat probleme ondervind te help, om die netwerke tussen gesinne en binne die gemeenskap te verbeter, en om mekaar te onderskraag en die gesinslewe te bevorder. Kapasiteitsuitbouingsprogramme sal verskaf word aan die verskillende helpende professies en aan godsdienstige en gemeenskapsleiers om hulle in staat te stel om doeltreffender aan gesinne in nood aandag te gee.
'n Aanvang sal gemaak word met openbare onderwys programme en die rol van die media sal ondersoek word om inligting en onderwys te voorsien.
- (e) Die Departement van Welsyn sal met die Departemente van Behuising en Openbare Werke en met plaaslike owerhede skakel betreffende die nood van nooddrufte/daklose individue en gesinne wat op straat leef. Die Departement van Welsyn sal die vestiging van 'n intersektorale taakgroep bepleit, om aanbevelings te maak vir toekomstige maatskaplike programme.
- (f) Programme sal ontwikkel word om die behoeftes van gesinne wat geaffekteer is deur huis-houdelike geweld, te hanteer. *Sien afdeling oor vroue vir strategieë teen geweld.*

45. Preschool and school-going children

- (a) Children from birth to nine years of age have special needs, which will be met to foster their physical, mental, emotional, moral and social development.
- (b) A national early childhood development strategy will be devised as part of an intersectoral programme in collaboration with other Government departments, civil society and the private sector. A combination of public and private financing options will be harnessed. At national and provincial levels, intersectoral committees will be initiated to co-ordinate and implement such a strategy.
- (c) The Department of Welfare will ensure that the conditions are created for the optimum development of all children and their families through the rendering of appropriate early childhood development services. These services are preventative in nature and constitute a social investment in a healthy and able nation.
- (d) Disadvantaged children under five years of age will be the primary target for early childhood development services as they are the least serviced at present and the most vulnerable group. The needs of children in the age group birth to three years old and of disabled children will also be addressed urgently.
- (e) No single model or programme is appropriate to meet the varied early childhood development needs of families, and a range of options will be made available, such as home and centre-based services; after-care for school-going children; stimulation programmes including part-day programmes; and family, education, health and nutrition programmes. Early childhood development facilities are particularly well placed to house supplementary feeding programmes, which are more effective when combined with nutritional education.
- (f) Services and training programmes offered by existing roleplayers—Government, local authorities, non-government organisations (NGOs), community based organisations (CBOs) and parents—will be reinforced. Through community development interventions, early childhood development services will be initiated in underserved areas.
- (g) Training will be developed for all those engaged in early childhood development service delivery and all care-givers, parents and social service professionals. Use will be made of formal and non-formal training services, and all training will be integrated into the National Qualifications Framework for accreditation by the South African Qualifications Authority (SAQA).
- (h) Early childhood development programmes will be registered, and appropriate national standards developed, which will be flexible in order to apply to a wide range of circumstances.
- (i) After-school programmes for school-going children will be promoted.

Adoption

46. Adoption is a child protection and preventative service, and an effective means of permanency planning for children whose families of origin are unable to care for them. Adoption is a specialised service requiring the expertise of adoption social workers functioning within a statutorily accredited adoption system:

- (a) It will be compulsory for an accredited social worker to submit a report to the court before placement of a child with a view to its adoption.
- (b) Central adoption registers will be kept by the national Department of Welfare.
- (c) Subsidised adoptions will be considered as an alternative to foster child grants to families who require financial assistance.
- (d) Awareness campaigns will be launched to promote adoption as a child protection service.
- (e) Traditional systems of adoption will be acknowledged within the framework of the Constitution of the Republic of South Africa, 1993 (Act 200 of 1993).

45. Voorskoolse en skoolgaande kinders

- (a) Kinders vanaf geboorte tot negejarige ouderdom het spesiale behoeftes wat aandag sal kry om te verseker dat hulle fisies, psigies, emosioneel, sedelik en maatskaplik ontwikkel.
- (b) 'n Nasionale vroeëkindere-ontwikkelingsstrategie sal ontwikkel word as deel van 'n intersektorale program in samewerking met ander Staatsdepartemente, die burgerlike samelewing en die privatesektor. 'n Kombinasie van openbare en private finansieringskeuses sal ingespan word. Intersektorale komitees sal ingestel word op nasionale en provinsiale vlak om sodanige strategie te koördineer en uit te voer.
- (c) Die Departement van Welsyn sal verseker dat omstandighede geskep word vir die optimum ontwikkeling van alle kinders en hulle gesinne deur middel van die lewering van toepaslike vroeëkindere-ontwikkelingsdienste. In wese is hierdie dienste voorkomend en vorm dit 'n maatskaplike belegging in 'n gesonde en bekwame nasie.
- (d) Benadeelde kinders onder die ouderdom van vyf jaar sal die primêre teiken wees vir vroeëkindere-ontwikkelingsdienste omdat hulle tans die minste dienste ontvang en die kwetsbaarste groep is. Die behoeftes van kinders in die ouderdomsgroep vanaf geboorte tot drie jaar en van gestremde kinders sal ook dringend aandag geniet.
- (e) Geen enkele model of program is geskik om die verskeidenheid vroeëkindere-ontwikkelingsbehoeftes van gesinne te hanteer nie, en 'n verskeidenheid van opsies sal beskikbaar gestel word soos huis- en sentrumgebaseerde dienste; nasorg vir skoolgaande kinders; stimulasieprogramme wat ook halfdagprogramme insluit; en gesins-, onderwys-, gesondheids- en voedingsprogramme. Vroeëkindere-ontwikkelingsfasiliteite is veral geskik om aanvullende voedingsprogramme wat doeltreffender is wanneer dit met voedingsvoorgifting gekombineer word, te akkommodeer.
- (f) Dienste en opleidingsprogramme wat deur bestaande rolspelers aangebied word—die Staat, plaaslike owerhede, nie-regeringsorganisasies (NROs) gemeenskapsgebaseerde organisasies (GGOs) en ouers—sal versterk word. Deur middel van gemeenskapsontwikkelingsintervensies, sal die vroeëkindere-ontwikkelingsdienste in gebiede met karige dienste ingestel word.
- (g) Opleiding sal ontwikkel word vir diegene wat betrokke is by vroeëkindere-ontwikkelingsdienslewering en alle versorgers, ouers en die professionele personeel van maatskaplike dienste. Daar sal gebruik gemaak word van formele en informele opleidingsdienste, en alle opleiding sal by die Nasionale Kwalifikasieraamwerk vir akkreditering by die Suid-Afrikaanse Kwalifikasieowerheid (SAKO) geregistreer word.
- (h) Vroeëkindere-ontwikkelingsprogramme sal geregistreer word en geskikte nasionale standaarde sal ontwikkel word, wat buigsaam sal wees om in 'n wye verskeidenheid van omstandighede van toepassing te wees.
- (i) Naskoolse programme vir skoolgaande kinders sal bevorder word.

Aanneming

46. Aanneming is 'n kinderbeskermings- en voorkomingsdiens en 'n doeltreffende wyse van permanente beplanning vir kinders wie se gesinne van oorsprong nie daartoe in staat is om hulle te versorg nie. Aanneming is 'n gespesialiseerde diens wat die deskundigheid vereis van aannemingsmaatskaplike werkers wat funksioneer binne 'n statutêre geakkrediteerde aannemingstelsel:

- (a) Dit sal vir 'n geakkrediteerde maatskaplike werker verpligtend wees om 'n verslag aan die hof voor te lê, voor die plasing van 'n kind met die oog op sy of haar aanneming.
- (b) Sentrale aannemingsregisters sal deur die Nasionale Departement van Welsyn bygehou word.
- (c) Gesubsidieerde aannemings sal oorweeg word as alternatief vir pleegkindtoelaes vir gesinne wat finansiële bystand benodig.
- (d) Bewusmakingsveldtogte sal van stapel gestuur word om aanneming as 'n kinderbeskermingsdiens te bevorder.
- (e) Tradisionele stelsels van aanneming sal erken word binne die raamwerk van die Grondwet van die Republiek van Suid-Afrika, 1993 (Wet 200 van 1993).

Foster care

47. Foster care is a child-centred service. It could also be a cost-effective, family-centred and community-based way to care for children whose parents are unable to do so adequately. In order to maximise this approach to caring for children in difficult circumstances, a review of current foster care policies and programmes will be undertaken. In addition, administrative, recruitment and screening procedures, regulations, and training programmes will be reviewed, as well as the assessment of placements. Traditional and indigenous systems of foster care will be recognised provided that the rights of children are protected.

48. Residential care

- (a) Where the placement of children through family and community-based programmes is not an option, children will be placed in residential facilities, but only as a last resort. The needs of mentally handicapped children in this regard is especially acknowledged.
- (b) Residential facilities will be multi-purpose, and less rigid and formal than currently. The approach to children in residential care and to families will be focused on the individual in the context of his or her social environment.
- (c) Greater use of adoption and foster care as alternatives will be explored as part of permanency planning for children in residential care. It is essential that children and parents be involved in decision-making in such processes.
- (d) Joint responsibility is needed between the Department of Welfare and the Department of Education for schools of industry. Responsibilities need to be defined. The Department of Welfare also needs to be actively involved in the functioning of reform schools, especially for children under 18 years.
- (e) Residential care models which are cost-effective will be explored. Pilot programmes will be used to evaluate existing programmes.
- (f) The training and retraining of child-care and youth-care workers in residential facilities will be provided. Such training programmes will aim at improving the capacity of these workers to render both preventative and protective services in co-operation with social workers. Appropriate non-formal education programmes will be provided for children in residential placements which will promote social competence and integration into community life.
- (g) Existing facilities must be utilized more effectively and multi-purpose programmes will be promoted.
- (h) Appropriate strategies are needed to support young adults over 18 years of age who have been discharged from children's homes.

Maintenance

49. State maintenance grants are discussed in *Chapter 7 on social security*. Many families are placed under additional financial strain because of the inadequacy of the private child maintenance system, where fathers in particular do not pay regularly, or do not pay at all.

The system of private maintenance will be reviewed in collaboration with the Department of Justice. The following options for improving the system will be explored:

- (a) Regular deductions through a stop order;
- (b) the streamlining of procedures;
- (c) the appointment of parent locators;
- (d) procedures for the establishment of paternity;
- (e) the publicising of defaulters' names in a database;
- (f) community service for maintenance defaulters; and
- (g) counselling services.

50. Disabilities

- (a) The causes of disability should be investigated and addressed in collaboration with other departments and stakeholders.

Pleegsorg

47. Pleegsorg is 'n kindergesentreerde diens. Dit kan 'n kostedoeltreffende, gesinsgesentreerde en gemeenskapsgebaseerde wyse wees om vir kinders te sorg wie se ouers nie daartoe in staat is om dit toereikend te doen nie. Ten einde hierdie benadering te maksimaliseer om vir kinders in moeilike omstandighede te sorg, sal 'n hersiening van die huidige pleegsorgbeleid en programme onderneem word. Daarbenewens sal die administratiewe, werwings- en keuringsprosedures, regulasies en opleidingsprogramme en die assessering van pleegsorgplasinge, hersien word. Tradisionele en inheemse stelsels van pleegsorg sal erken word op voorwaarde dat die regte van die kind beskerm word.

48. Residensiële sorg

- (a) Waar die plasing van kinders in gesins- en gemeenskapsgebaseerde programme nie 'n opsie is nie, sal kinders in residensiële fasiliteite geplaas word, maar slegs as 'n laaste uitweg. Die behoeftes van geestesgestremde kinders word in hierdie verband in besonder erken.
- (b) Residensiële fasiliteite sal veeldoelig en minder onbuigsaam en formeel wees as wat tans die geval is. Die benadering tot kinders in residensiële sorg en tot gesinne sal gefokus wees op die individu in die konteks van sy of haar maatskaplike omgewing.
- (c) Groter benutting van aanneming en pleegsorg as alternatiewe sal ondersoek word as deel van die permanensiebeplanning vir kinders in residensiële sorg. Dit is noodsaaklik dat kinders en ouers betrokke sal wees by die besluitneming in sodanige prosesse.
- (d) Gesamentlike verantwoordelikheid tussen die Departement van Welsyn en die Departement van Onderwys is nodig ten opsigte van nywerheidskole. Dit is nodig dat die verantwoordelikhede omskryf moet word. Die Departement van Welsyn behoort ook aktief betrokke te wees by die funksionering van verbeteringskole, veral vir kinders onder die ouderdom van 18 jaar.
- (e) Residensiële sorgmodelle wat kostedoeltreffend is, sal ondersoek word. Aanvoorprogramme sal gebruik word om bestaande programme te evalueer.
- (f) Die opleiding en heropleiding van kindersorg- en jeugsorgwerkers in residensiële fasiliteite sal voorsien word. Sodanige opleidingsprogramme sal as doelwit hê om die vermoëns van hierdie werkers te verbeter ten einde sowel voorkomende as beskermende dienste te lewer in samewerking met die maatskaplike werkers. Geskikte nie-formele onderwysprogramme sal aan kinders in residensiële plasinge voorsien word wat maatskaplike bevoegdheid en inskakeling by die gemeenskapslewe sal bevorder.
- (g) Bestaande fasiliteite moet doeltreffender benut word en veeldoelige programme sal bevorder word.
- (h) Geskikte strategieë is nodig om jong volwassenes bo die ouderdom van 18 jaar wat uit kinderhuise ontslaan is, te ondersteun.

Onderhoud

49. Staatsonderhoudstoelaes word in *Hoofstuk 7 oor bestaansbeveiliging beskryf*. Baie gesinne word blootgestel aan bykomende finansiële druk vanweë die ontoereikendheid van die private kinderonderhoudstelsel waar veral vaders nie gereeld nie, of glad nie onderhoud betaal nie.

Die private onderhoudstelsel sal in samewerking met die Departement van Justisie hersien word. Die volgende opsies vir die verbetering van die stelsel sal ondersoek word:

- (a) Gereelde aftrekking by wyse van 'n aftrekorder;
- (b) rasionalisering van prosedures;
- (c) die aanstelling van opspoorders van ouers;
- (d) prosedures vir die bepaling van vaderskap;
- (e) die publiserings van die name van die wanbetalers in 'n databasis;
- (f) gemeenskapsdienste vir wanbetalers; en
- (g) beradingsdienste.

50. Gestremdhede

- (a) Die oorsake van gestremdheid behoort ondersoek en hanteer te word in samewerking met ander departemente en belanghebbendes.

- (b) Co-ordinated multidisciplinary prevention programmes, and counselling on family planning and maternal and child health care, will be available and accessible to all, including women in rural areas.
- (c) Intersectoral co-operation to facilitate the early identification and diagnosis of children with disabilities will be promoted. Protocols for early identification of children with disabilities will be developed in partnership with roleplayers.
Services to disabled children, especially black children in rural areas, will be upgraded, extended and efficiently co-ordinated.
- (d) Care grants will be reviewed and an investigation undertaken into the care of mentally and physically disabled children.
- (e) An advocacy and education campaign will be launched to raise awareness about and promote the acceptance of children with disabilities in society. The access of children with physical disabilities to public transport and public buildings, especially schools, will be improved.
- (f) Children with disabilities should as far as possible be accommodated in mainstream education or attend other educational facilities where appropriate.
- (g) Charters of rights of disabled persons will be adopted as policy to ensure equal rights and opportunities.
- (h) Psychosocial support services will be provided to families who have children with disabilities.

51. Chronic illnesses and HIV/AIDS

Refer to Section 4 of this chapter.

Violence and child abuse

52. The development of a comprehensive national plan for the protection of children against violence and abuse will be undertaken as a matter of urgency. Such a plan will provide for the following:

- (a) The Government will facilitate appropriate research into needs and problems pertaining to violence and child abuse, including areas which have previously been neglected, such as child prostitution, child pornography, family violence, prevention programmes and peace education. The purpose of such operational research will be to inform further social programming.
- (b) The development of an intersectoral strategy to conduct peace education programmes.
- (c) The upgrading and expansion of services, including appropriate and relevant programmes which have previously not been embarked upon such as debriefing programmes for victims of violence.
- (d) The outlawing of corporal punishment in state-run and subsidised services and facilities. Monitoring mechanisms will be set up.

The Department of Welfare will launch an awareness campaign to educate the public and service providers about the negative effects to corporal punishment on the development of the child. Such a campaign will also create awareness about alternative means of conflict resolution.

- (e) The development of management protocols for service provision and special training for all roleplayers to ensure effective and efficient services, appropriate to local conditions and resources.
- (f) The development of support system for child victims, which will be staffed by trained volunteers.
- (g) The reform of the legal system where necessary to create a child-friendly service.
- (h) The protection of child witnesses and the development of bail and sentence procedures that are effective in protecting children and promoting the rehabilitation of offenders.
- (i) The launching of public awareness campaigns and development of advocacy strategies to promote children's rights.

- (b) Gekoördineerde multidissiplinêre voorkomingsprogramme en berading oor gesinsbeplanning en moeder- en kindgesondheidsorg sal beskikbaar en toeganklik vir almal wees, insluitende vroue in landelike gebiede.
- (c) Intersektorale samewerking om die vroegtydige identifisering en diagnose van kinders met gestremdhede te vergemaklik, sal ontwikkel word. Protokolle vir die vroegtydige identifisering van kinders met gestremdhede, sal in vennootskap met rolspelers ontwikkel word.
Dienste aan gestremde kinders, veral swart kinders in landelike gebiede, sal verbeter, uitgebrei en doelmatig gekoördineer word.
- (d) Versorgingstoelaes sal hersien word en 'n ondersoek sal van stapel gestuur word oor die versorging van geestes- en fisies gestremde kinders.
- (e) 'n Voorspraak- en opvoedingsveldtog sal van stapel gestuur word om bewustheid van kinders met gestremdhede in die samelewing te verhoog en die aanvaarding van hulle te bevorder. Die toeganklikheid van openbare vervoer en openbare geboue vir kinders met fisiese gestremdhede, veral skole, sal verbeter word.
- (f) Kinders met gestremdhede behoort so ver moontlik in hoofstroomonderwys geakkommodeer te word of, waar moontlik, ander onderwysfasiliteite by te woon.
- (g) 'n Handves van regte van gestremde persone sal as beleid aanvaar word om gelyke regte en geleenthede te verseker.
- (h) Psigososiale onderskragingsdienste sal aan gesinne wat kinders met gestremdhede het, voorsien word.

51. Chroniese siektes en MIV/VIGS

Sien Afdeling 4 van hierdie Hoofstuk.

Geweld en kindermishandeling

52. Die ontwikkeling van 'n omvattende nasionale plan vir die beskerming van kinders teen geweld en mishandeling sal dringend onderneem word. Sodanige plan sal voorsien in die volgende:

- (a) Die Staat sal geskikte navorsing oor die behoeftes en probleme wat betrekking het op geweld en kindermishandeling fasiliteer, insluitende terreine wat voorheen verwaarloos is soos kinderprostitusie, kinderpornografie, gesinsgeweld, voorkomingsprogramme en vredesopvoeding. Die doel met sodanige operasionele navorsing sal wees om verdere maatskaplike programmering toe te lig.
- (b) Die ontwikkeling van 'n intersektorale strategie om programme vir vredesopvoeding te bedryf.
- (c) Die opgradering en uitbreiding van dienste insluitende geskikte en ter sake programme waarmee nog nie voorheen begin is nie, soos na-inligtingsprogramme vir slagoffers van geweld.
- (d) Die onwettig verklaring van lyfstraf in Staatsbeheerde en -gesubsidieerde dienste en fasiliteite. Moniteringsmaatreëls sal opgestel word.
Die Departement van Welsyn sal 'n bewusmakingsveldtog van stapel stuur om die publiek en diensvoorsiener in te lig oor die negatiewe uitwerking van lyfstraf op die ontwikkeling van die kind. Sodanige veldtog sal ook 'n bewustheid skep van alternatiewe wyses van konflikbeslegting.
- (e) Die ontwikkeling van bestuursprotokolle vir diensvoorsiening en spesiale opleiding vir alle rolspelers om doelmatige en doeltreffende dienste te verseker wat geskik is vir plaaslike toestande en hulpbronne.
- (f) Die ontwikkeling van steunstelsels vir kinderslagoffers, wat deur opgeleide vrywilligers beman sal word.
- (g) Die hervorming van die regstelsel, waar nodig, om 'n kindervriendelike diens te skep.
- (h) Die beskerming van kindergetuies en die ontwikkeling van borg- en vonnisprosedures wat doeltreffend is om kinders te beskerm en die rehabilitasie van oortreders te bevorder.
- (i) Die van stapel stuur van openbare bewusmakingsveldtogte en die ontwikkeling van voorspraakstrategieë om die regte van kinders te bevorder.

Child and youth offenders

53. In view of the fragmentation of efforts to address the needs of children in trouble with the law with Government departments and between NGOs, consensus is being sought on a holistic and integrated response.

Section 4 of this chapter, dealing with crime prevention through development and social justice, contains the strategies for providing services to children and youthful offenders.

Child labour

54. Children will be protected from premature employment, from exploitative labour practices and from being required or permitted to perform work which is harmful or hazardous to their education, health and social, emotional and moral well-being.

- (a) As a matter of urgency, comprehensive research will be undertaken into the nature, extent, patterns, causes and impact of the working-child phenomenon. The problems of working children will be addressed in an inclusive comprehensive manner. The emphasis will be on prevention and protection.
- (b) A partnership between the Government and all other stakeholders will be encouraged in order to give effect to existing legislation and to co-ordinate efforts to address the problem.
- (c) A restructured social security system will make provision for household food security and social support for families as a primary prevention strategy.
- (d) A management protocol aimed at preventing the economic exploitation of children under 15 years of age will be developed.
- (e) Effective monitoring systems will be developed to ensure compliance with legislation, but care will be taken not to over-regulate.

Street children

55. The following strategies will be adopted to address their needs:

- (a) Vulnerable children will be prevented from becoming street children; street children will be reconciled with their families and communities; and, if the latter is impossible, alternative ways to reintegrate street children into society will be explored and made use of.
- (b) Shelters will be treated as an interim measure and will operate as assessment centres and safe houses.
- (c) No child will be kept in a shelter or assessment centre for longer than 30 days without suitable assessment and permanency planning.
- (d) Appropriate programmes for street children will be registered and financed according to set standards and management protocols. Programmes will include the preparation of younger street children for formal schooling and older street children for the employment market through relevant programmes such as life and job skills programmes.
- (e) Street or outreach workers (that is, trained child and youth workers) will be employed by assessment centres for the early identification and referral of vulnerable children (for example, runaways to safe houses). Appropriate strategies will be devised to facilitate community involvement in the management of street children.
- (f) Treatment programmes, including substance abuse programmes, will be child-friendly.
- (g) The Child Care Act, 1983, will be revised to make provision for the needs of street children, the education of the public and advocacy of children's rights.
- (h) Ongoing research will be conducted to evaluate the effectiveness of existing programmes and to inform the development of further programming.

56. Substance abuse

- (a) A comprehensive, multi-dimensional and multi-sectoral approach will be implemented to deal with children and families affected by substance abuse.

Kinder- en jeugoortreders

53. In die lig van die fragmentering in Staatsdepartemente en tussen nie-regeringsorganisasies ten opsigte van die hantering van die behoeftes van kinders wat met die gereg bots, word konsensus op 'n holistiese en geïntegreerde wyse gesoek.

In Afdeling 4 van hierdie Hoofstuk wat oor Misdaadvoorkoming by wyse van ontwikkeling en maatskaplike geregtigheid handel, word die strategieë vir dienslewering aan kinders en jeugdige oortreders bespreek.

Kinderarbeid

54. Kinders sal beskerm word teen voortydige indiensneming, teen uitbuitende arbeidspraktyke asook teen die feit dat daar van hulle verwag word of dat hulle toegelaat word om werk te verrig wat nadelig of gevaarlik is vir hulle onderwys, gesondheid en maatskaplike, emosionele en sedelike welstand.

- (a) Omvattende navorsing sal dringend gedoen word oor die aard, omvang, patrone, oorsake en impak van die verskynsel van die werkende kind. Die probleme van werkende kinders sal gehanteer word op 'n inklusiewe en omvattende wyse. Nadruk sal gelê word op voorkoming en beskerming.
- (b) 'n Vennootskap tussen die Staat en alle ander belanghebbendes sal aangemoedig word om uitvoering te gee aan bestaande wetgewing en om pogings om die probleem te hanteer te koördineer.
- (c) 'n Herstruktureerde bestaansbeveiligingstelsel sal voorsiening maak vir huishoudelike voedselsekureit en 'n maatskaplike bystandstelsel as 'n primêre voorkomingstrategie.
- (d) 'n Bestuursprotokol gemik op die voorkoming van ekonomiese uitbuiting van kinders onder die ouderdom van 15 jaar sal ontwikkel word.
- (e) Doelteffende moniteringstelsels sal ontwikkel word om te verseker dat wetgewing nagekom word, maar sorg sal gedra word dat oorregulering nie plaasvind nie.

Straatkinders

55. Die volgende strategieë sal aanvaar word om hulle behoeftes te hanteer:

- (a) Daar sal voorkom word dat kwetsbare kinders straatkinders word; straatkinders sal met hulle gesinne en gemeenskappe herenig word; en, indien laasgenoemde onmoontlik is, sal alternatiewe wyses om straatkinders weer by die samelewing in te skakel, ondersoek en benut word.
- (b) Skuilings sal as 'n tussentydse maatreël beskou word en sal dien as assesseringsentra en veilige huise.
- (c) Geen kind sal vir 'n tydperk van langer as 30 dae in 'n skuiling of assesseringsentrum gehou word sonder gepaste assessering en permanensiebeplanning nie.
- (d) Paslike programme vir straatkinders sal geregistreer en gefinansier word in ooreenstemming met vasgestelde standaarde en bestuursprotokolle. Programme sal insluit die voorbereiding van die jonger straatkinders vir formele skoolbywoning en die ouer straatkinders vir die arbeidsmark deur middel van geskikte programme soos lewens- en arbeidsvaardighede.
- (e) Straat- of uitreikwerkers (dit wil sê opgeleide kinder- en jeugwerkers) sal deur assesseringsentra in diens geneem word vir die vroegtydige identifisering en verwysing van kwetsbare kinders (byvoorbeeld weglopers na veilige huise). Geskikte strategieë sal ontwerp word om gemeenskapsbetrokkenheid by die hantering van straatkinders te fasiliteer.
- (f) Behandelingsprogramme insluitende dwelmmisbruikprogramme sal kindervriendelik wees.
- (g) Die Wet op Kindersorg, 1983, sal hersien word om voorsiening te maak vir die behoeftes van straatkinders, die opvoeding van die publiek en voorspraak vir die regte van kinders.
- (h) Voortgesette navorsing sal onderneem word om die doeltreffendheid van bestaande programme te evalueer en die ontwikkeling van verdere programme toe te lig.

56. Dwelmmisbruik

- (a) 'n Omvattende, multidimensionele en multisektorale benadering sal geïmplementeer word om met kinders en gesinne wat geaffekteer is deur dwelmmisbruik, te handel.

- (b) Services will as far as possible be community-based and will provide for on-going education.
- (c) Treatment programmes will be easily accessible and child-friendly.
- (d) Vulnerable children, such as children of alcoholic parents, will be identified and helped at an early stage.
- (e) Counselling, group work and mutual-aid programmes will be made readily available and more accessible to children.
- (f) A change in attitude and drug-taking behaviour will be encouraged through education and awareness programmes, which could be included in the school curriculum.
- (g) Stricter measures to control and prevent the spread of drugs in South Africa and on its borders will be enforced.

57. Divorce

- (a) Legal measures should be enacted to ensure the protection of women and children in customary unions.
- (b) The services of the Family Advocate's Office should be made accessible to all South African children, including children born into a customary unions.
- (c) To adequately address fragmented child and family welfare services, both the social welfare sector and the judicial sector should be involved in the transformation of these services.
- (d) The Department of Welfare will advocate the re-examination of the divorce laws. Couples will be encouraged to use mediation services. Parents and children will be encouraged to take advantage of counselling and support services when these are needed.

Nutritional well-being

58. Departments of welfare will collaborate with the Department of Health in order to develop joint strategies to promote the nutritional well-being of the most nutritionally vulnerable groups such as infants, young children and pregnant and nursing women, and to provide assistance to families in need. Special attention will be given by the Department of Welfare to early childhood development programmes and residential facilities for children and for street children.

YOUTH

SITUATION ANALYSIS

Youth and young adults

59. The South African legal system has been inconsistent in its definitions of children and youth. The focus of this section of the White paper is on the needs of the youth and young adults.

Statistics

60. There are nearly 11 million people in South Africa who are between 16 and 30 years of age. They represent 32,5% of the potentially economically active population. Three million are unemployed and large numbers drop out of school. Poverty and social instability have resulted in high teenage parenthood, delinquency, crime and exposure to sexually transmitted diseases and violence.

Marginalisation

61. The term "marginalisation" describes the processes whereby groups or often entire populations are forced beyond or on to the periphery of the social and economic mainstream. Close to 75% of young people of all races are marginalised or at risk of marginalisation⁹.

⁹ Community Agency for Social Enquiry (CASE) research project, 1992.

- (b) Dienste sal so ver moontlik gemeenskapsgebaseerd wees en sal voorsiening maak vir voortgesette onderwys.
- (c) Behandelingsprogramme sal maklik toeganklik en kindervriendelik wees.
- (d) Kwetsbare kinders, soos kinders wie se ouers van alkohol afhanklik is, sal geïdentifiseer word en in 'n vroeë stadium gehelp word.
- (e) Berading, groepwerk en wedersydse hulpprogramme sal maklik beskikbaar en toegankliker vir kinders gemaak word.
- (f) 'n Verandering in die houding en gedrag teenoor dwelminname sal aangemoedig word by wyse van onderwys- en bewusmakingsprogramme wat by die skoolleerplan ingesluit kan word.
- (g) Strenger maatreëls in Suid-Afrika en op sy grense om die verspreiding van dwelms te beheer en te voorkom, sal aangemoedig word.

57. Egskeiding

- (a) Regsmaatreëls behoort aangeneem te word om die beskerming van vroue en kinders in gewoonteverbintenis te verseker.
- (b) Die dienste van die Kantoor van die Gesinsadvokaat behoort vir alle Suid-Afrikaanse kinders toeganklik gemaak te word, insluitende kinders wat uit 'n gewoonteverbintenis gebore is.
- (c) Om toereikende aandag te gee aan die gefragmenteerde kinder- en gesinswelsynsdienste, behoort sowel die maatskaplikewelsynsektor as die geregtelike sektor by die transformasie van hierdie dienste betrek te word.
- (d) Die Departement van Welsyn sal die herondersoek van die egskeidingswette bepleit. Egpere sal aangemoedig word om van bemiddelingsdienste gebruik te maak. Ouers en kinders sal ook aangemoedig word om gebruik te maak van beradings- en onderskragingsdienste, wanneer nodig.

Voedingkundige welstand

58. Departemente van welsyn sal met die Departement van Gesondheid saamwerk ten einde gesamentlike strategieë te ontwikkel om die voedingkundige welstand van die voedingkundige kwetsbaarste groepe te bevorder, soos babas, jong kinders, swanger en borsvoedende vroue, en om hulp aan gesinne in nood te verskaf. Spesiale aandag sal deur die Departement van Welsyn gegee word aan die vroeë-kinderjare-ontwikkelingsprogramme, residensiële fasiliteite vir kinders en straatkinders.

DIE JEUG

SITUASIE-ANALISE

Die jeug en volwassenes

59. Die Suid-Afrikaanse regstelsel was inkonsekwent in sy definisies van kinders en die jeug. Die klem van hierdie afdeling van die Witskrif val op die behoeftes van die jeug en jong volwassenes.

Statistiek

60. Daar is naastebly 11 miljoen mense in Suid-Afrika wat tussen die ouderdom van 16 en 30 jaar is. Hulle verteenwoordig 32,5% van die potensieel ekonomies aktiewe bevolking. Drie miljoen is werkloos en 'n groot getal is voortydige skoolverlaters. Armoede en maatskaplike onstabieliteit het 'n hoë koers van tienerjarige ouerskap, jeugmisdaad, misdaad en blootstelling aan seksueel oordraagbare siektes en geweld tot gevolg gehad.

Marginalisering

61. Die term "marginalisering" beskryf die prosesse waardeur groepe of dikwels hele bevolkings verby of na die buiterand van die maatskaplike en ekonomiese hoofstroom geforseer word. Digby 75% van die jeug van alle rasse is gemarginaliseer of loop die risiko van marginalisering⁹.

⁹ Community Agency for Social Enquiry (CASE)-navorsingsprojek, 1992.

Needs

62. The needs of most young people include the following:

- (a) A secure family life and the recognition of different types of family units;
- (b) protection from violence and abuse;
- (c) opportunities to reach their full educational and human potential;
- (d) opportunities for career guidance;
- (e) opportunities to participate in the economy and to be productive and self-sufficient;
- (f) basic amenities such as water, housing and access to affordable sources of energy;
- (g) a safe environment;
- (h) recreation and leisure;
- (i) meeting the specific life tasks necessary for the development of adolescents and young adults; and
- (j) information and education on reproductive health needs and rights.

APPROACH

63. The approach of the welfare departments will be to develop a strategy for—

- (a) advocating within Government and society a comprehensive youth policy to meet the needs to the youth;
- (b) providing services and development programmes aimed at the youth with special needs, who will be the primary target of the welfare department's programmes. The meeting of the needs to the youth and young adults will be an integral part of the National Programme of Action for Families, Children and Youth;
- (c) making preventative measures available, mainly education, while providing access to appropriate services for young people at risk;
- (d) co-operating with governmental and non-governmental organisations in community-based development initiatives to promote the meeting of the needs of the youth;
- (e) creating opportunities for youth involvement in voluntary programmes for vulnerable and disadvantaged individuals and groups.

GUIDELINES FOR STRATEGIES**Audit of services**

64. An audit of services currently available to young people will be conducted in order to facilitate more effective planning and delivery.

Intersectoral co-operation

65. Interdepartmental and intersectoral co-operation, in particular co-ordination with youth commissions and other stakeholders, will ensure a holistic approach to youth development.

66. The different roles to be played by the three tiers of Government will be identified.

Target

67. Programmes will be aimed at the different categories of youth with special needs and those at risk. Multi-dimensional youth centres will be established for youth at risk.

Behoeftes

62. Die behoeftes van die meeste jong mense sluit die volgende in:

- (a) 'n Veilige gesinslewe en die erkenning van verskillende tipes van gesinseenhede;
- (b) beskerming teen geweld en misbruik;
- (c) geleenthede om hulle volle onderwys- en menslike potensiaal te bereik;
- (d) geleenthede vir beroepsvoorligting;
- (e) geleenthede om deel te neem aan die ekonomie en om produktief en selfvoorsienend te wees;
- (f) basiese geriewe soos water, behuising en toegang tot bekostigbare energiebronne;
- (g) 'n veilige omgewing;
- (h) ontspanning en vrye tyd;
- (i) om die spesifieke lewenstake na te kom wat nodig is vir die ontwikkeling van adolessente en jong volwassenes; en
- (j) inligting en opvoeding oor reprodktiewe gesondheidsbehoeftes en -regte.

BENADERING

63. Die benadering van die welsynsdepartemente sal wees om 'n strategie te ontwikkel vir—

- (a) voorspraak binne in die Staat en die samelewing vir 'n omvattende jeugbeleid om die behoeftes van die jeug te hanteer;
- (b) voorsiening van dienste en ontwikkelingsprogramme gerig op die jeug met spesiale behoeftes wat die primêre teikens van die programme van die welsynsdepartemente sal wees. Die voldoening aan die behoeftes van die jeug en jong volwassenes sal ingeskakel word by die Nasionale Program van aksie vir Gesinne, Kinders en die Jeug;
- (c) beskikbaarstelling van voorkomende maatreëls, hoofsaaklik opvoeding, terwyl toegang tot toepaslike dienste vir die jeug wat 'n risiko loop, voorsien word;
- (d) samewerking met Staats- en nie-regeringsorganisasies in gemeenskapsgebaseerde ontwikkelingsinisiatiewe om voldoening aan die behoeftes van die jeug te bevorder;
- (e) skepping van geleenthede vir jeugbetrokkenheid by vrywilligerprogramme vir kwetsbare en benadeelde individue en groepe.

RIGLYNE VIR STRATEGIEË**Ouditering van dienste**

64. 'n Ouditering van dienste wat tans vir jongmense beskikbaar is, sal onderneem word om doeltreffender beplanning en dienslewering te fasiliteer.

Intersektorale samewerking

65. Interdepartementele en intersektorale samewerking, veral samewerking met jeugkommissies en ander belangegroepes, sal 'n holistiese benadering tot die ontwikkeling van die jeug verseker.

66. Die verskillende rolle wat gespeel moet word deur die drie vlakke van regering, sal geïdentifiseer word.

Mikpunt

67. Programme sal gemik wees op die verskillende kategorieë van die jeug met spesiale behoeftes en diegene wat 'n risiko loop. Multidimensionele jeugsentra sal vir die jeug wat in gevaar verkeer, gevestig word.

Programme development

68. Programmes to meet the special needs and problems of youth and young adults will be integrated into other comprehensive and generic services as far as possible and where such interventions are appropriate. The following categories of youth with special needs and programmes have been identified which will form the basis of further programme development in consultation with stakeholders:

- (a) Youth with disabilities;
- (b) youth involved in substance abuse;
- (c) juvenile offenders;
- (d) gay and lesbian youth;
- (e) young victims and survivors of violence and crime;
- (f) young people who are HIV-positive or have AIDS;
- (g) youth in dysfunctional families;
- (h) young women;
- (i) homeless young adults and those surviving on the streets;
- (j) out-of-school unemployed youth;
- (k) pregnant or teenage mothers;
- (l) life skills programmes, marriage and family preparation, and leadership development; and
- (m) reclaiming young people from gangs and from different forms of militarization.

Refer to the section on Crime Prevention through Development and Restorative Justice: Subsection on Specific Recommendations regarding Child and Youth Offending, for further principles, guidelines and recommendations for social programmes to promote youth justice.

Human resource planning

69. Future human resource planning will acknowledge the need for a generic youth care worker to be employed in both the public and private sectors.

AGEING**SITUATION ANALYSIS****Demographics**

70. The current dispensation on ageing in South Africa does not take demographic realities into account. The white population is significantly older than the rest of the population. Demographic projections indicate that over the next 20 years the proportion of elderly people in the population will increase. The annual increase of older persons will result in a total of 3,4 million aged persons by 2015. The estimated percentage of persons aged 80 years and over is increasing. Persons older than 80 years of age are particularly vulnerable, as well as older women and the disadvantaged.

Cost of care of the elderly

71. There is an unrealistic emphasis on institutional care for older persons in the white community. The average unit cost of between R11 000 and R22 000 per person per annum for institutional care indicates that the current dispensation is unaffordable. There is also an inappropriate emphasis on the Government's responsibility for the care of the aged. There is limited information on services provided by informal service providers.

About 61% of the total national welfare budget is spent on social security and social welfare services for the elderly. An in-depth evaluation of the present situation with regard to ageing has been launched by the Department of Welfare in consultation with all stakeholders.

Refer to Chapter 6 on finance.

Programontwikkeling

68. Programme om die spesiale behoeftes en probleme van die jeug en jong volwassenes te hanteer, sal so ver moontlik by ander omvattende en generiese dienste ingeskakel word en waar sodanige intervensies geskik is. Die volgende kategorieë van die jeug met spesiale behoeftes en programme is geïdentifiseer, wat verdere programontwikkeling sal toelig in oorleg met die belangegroepe:

- (a) Die jeug met gestremdhede;
- (b) die jeug wat betrokke is by dwelmmisbruik;
- (c) jeugoortreders;
- (d) die homoseksuele en lesbiese jeug;
- (e) jong slagoffers en oorlewendes van geweld en misdaad;
- (f) jongmense wat MIV-positief is of wat VIGS het;
- (g) die jeug in wanfunksionele gesinne;
- (h) jong vroue;
- (i) hawelose jong volwassenes en diegene wat op straat oorleef;
- (j) nie-skoolgaande werklose jeugdiges;
- (k) swanger tienerjariges of tienerjarige moeders;
- (l) lewensvaardigheidsprogramme, huweliks- en gesinsvoorbereiding en leierskapontwikkeling; en
- (m) terugreis van die jeug van bendes en van verskillende vorms van militarisasie.

Sien die Afdeling oor Misdaadvoorkoming by wyse van Ontwikkeling en Herstellende geregtigheid: Onderafdeling oor spesifieke aanbevelings betreffende Kinder- en jeugoortreding vir verdere beginsels, riglyne en aanbevelings vir maatskaplike programme om jeuggeregtigheid te bevorder.

Mensehulpbronbeplanning

69. Toekomstige mensehulpbronbeplanning sal die behoefte aan die indiensneming van 'n generiese jeugsorgwerker in sowel die openbare as private sektor erken.

VEROUDERING

SITUASIE-ANALISE

Demografie

70. Die huidige bedeling ten opsigte van veroudering in Suid-Afrika bring nie demografiese realiteite in berekening nie. Die blanke bevolking is aanmerklik ouer as die res van die bevolking. Demografiese projeksies dui aan dat binne die volgende 20 jaar die proporsie van bejaarde persone in die bevolking sal vermeerder. 'n Jaarlikse toename in die getal ouer persone, sal tot gevolg hê dat daar teen 2015 altesaam 3,4 miljoen bejaarde persone sal wees. Die geraamde persentasie van persone in die ouderdomsgroep 80 jaar en ouer neem toe. Persone wat ouer as 80 jaar is, is veral kwetsbaar asook ouer vroue en die benadeeldes.

Koste vir die versorging van die bejaardes

71. Daar bestaan in die blanke gemeenskap 'n onrealistiese beklemtoning van residensiële versorging van ouer persone. Die gemiddelde eenheidskoste van tussen R11 000 en R22 000 per persoon per jaar vir residensiële versorging dui aan dat die huidige bedeling onbekostigbaar is. Daar bestaan ook onvanpaste beklemtoning van die Staat se verantwoordelikheid vir die versorging van bejaardes. Daar is beperkte inligting oor dienste wat deur informele diensverskaffers gelewer word.

Ongeveer 61% van die totale nasionale welsynsbegroting word bestee aan bestaansbeveiliging en maatskaplikewelsynsdienste vir bejaardes. 'n Diepgaande evaluasie van die huidige bedeling ten opsigte van veroudering is deur die Departement van Welsyn in oorleg met alle belanghebbendes van stapel gestuur.

Sien Hoofstuk 6 oor finansies.

Lack of retirement provision

72. Economic conditions in South Africa are unfavourable, and few job opportunities exist. Large numbers of South Africans are unemployed, work in the informal sector or work in low-wage categories and consequently lack the means to save for their retirement. For those who are employed in the formal sector, preparation for retirement is inadequate or completely lacking. There are not enough incentives for financial provision for retirement and old age. It is as a result of these factors that elderly persons are vulnerable and are often in need of social support.

Refer to Chapter 7 on social security.

Disparities and inappropriate services

73. Racial, urban and rural disparities exist in service provision, particularly with respect to old age homes. Old age homes and service centres for the elderly are occupied and used largely by whites. There are backlogs in providing facilities and services for the elderly as well as affordable housing in developing and underdeveloped communities, with an over-supply and underutilisation of other facilities and services in some communities. There is an overemphasis on institutional care and informal care is not fully acknowledged in social programming.

74. Social support systems for the care of black older persons have disintegrated in some communities owing to a number of factors such as violence and displacement. Recreational services for older persons are mostly geographically and financially inaccessible, and are also inadequate in disadvantaged communities. There is a lack of appropriate and affordable accommodation for the elderly.

Nutrition

75. Older people, especially those who are disadvantaged, women and persons over 80 years of age are generally nutritionally vulnerable.

APPROACH**Ageing**

76. There needs to be a shift away from the notion of "care of the aged" to "ageing", which can be defined as a holistic and positive approach, that recognises ageing as a natural phase of life without denying the special needs of older persons. The basic principle underlying ageing is to enable older persons to live active, healthy and independent lives for as long as possible. The family is the core of the support systems for the elderly.

Community-based services

77. Community-based services within the family as the core support system should be the foundation of a new dispensation on ageing.

78. A good balance should be struck between individual, family, community and Government responsibilities for older persons. Social systems to provide the elderly with essential social services should be developed.

Ethics and perceptions

79. A generally acceptable ethical viewpoint which addresses the needs and rights of the aged, is a prerequisite for a just and responsible policy. A social commitment to a holistic approach to addressing the needs of the elderly is needed.

80. Different and changing perceptions of old age and the social status of older persons will affect society's understanding of their welfare needs. There needs to be a good balance between an emphasis on duration of life and quality of life.

Gebrek aan voorsiening vir aftrede

72. Die ekonomiese toestand in Suid-Afrika is ongunstig en daar bestaan min werkseleenthede. Groot getalle Suid-Afrikaners is werkloos, werk in die informele sektor of werk in laag besoldigde kategorieë en gevolglik is daar 'n gebrek aan middele om vir hulle aftrede te spaar. Vir diegene wat in die formele sektor in diens is, is voorbereiding vir aftrede ontoereikend of dit ontbreek geheel en al. Daar bestaan nie voldoende aansporing vir finansiële voorsiening vir aftrede en bejaardheid nie. As gevolg van genoemde faktore is bejaarde persone kwetsbaar en het hulle dikwels 'n behoefte aan maatskaplike onderskraging.

Sien Hoofstuk 7 oor bestaansbeveiliging.

Dispariteite en onvanpaste dienste

73. Daar bestaan rasse-, stedelike en landelike teenstrydighede in dienstevoorsiening, veral ten opsigte van tehuise vir bejaardes. Tehuise vir bejaardes en dienssentra vir bejaardes word hoofsaaklik beset en gebruik deur blankes. Daar bestaan agterstande in die voorsiening van fasiliteite en dienste vir bejaardes asook bekostigbare behuising in ontwikkelende en onderontwikkelde gemeenskappe, terwyl daar oorvoorsiening en onderbenutting van ander fasiliteite en dienste in sekere gemeenskappe is. Daar bestaan 'n oorbeklemtoning van institusionele versorging, en informele sorg word nie ten volle in maatskaplike programmering erken nie.

74. Maatskaplike steunstelsels vir die versorging van swart ouer persone het in sekere gemeenskappe gediskontinueer as gevolg van 'n verskeidenheid van faktore soos geweld en verskuiwing. Ontspanningsdienste vir ouer persone is meestal geografies en finansiële toeganklik en is ook onvoldoende in agtergestelde gemeenskappe. Daar bestaan 'n gebrek aan geskikte en bekostigbare akkommodasie vir bejaardes.

Voeding

75. Ouer persone, veral dié wat minderbevoorreg is, vroue en persone oor die ouderdom van 80 jaar is oor die algemeen voedingsgewys kwetsbaar.

BENADERING

Veroudering

76. Daar behoort 'n verskuiwing te wees weg van die gedagte van "versorging van bejaardes" na "veroudering" wat as 'n holistiese en positiewe benadering gedefinieer kan word, wat veroudering as 'n natuurlike lewensfase erken sonder om die spesiale behoeftes van ouer persone te ontken. Die basiese beginsel onderliggend aan veroudering is om ouer persone daartoe in staat te stel om 'n aktiewe, gesonde en onafhanklike lewe te lei vir solank as moontlik. Die gesin is die kern van die steunstelsels vir bejaardes.

Gemeenskapsgebaseerde dienste

77. Gemeenskapsgebaseerde dienste binne die gesin as die kernsteunstelsel behoort die basis van 'n nuwe bedeling oor veroudering te wees.

78. Daar behoort 'n goeie balans gevind te word tussen individuele, gesins-, gemeenskaps- en Staatsverantwoordelikhede vir ouer persone. Maatskaplike stelsels om bejaardes van noodsaaklike maatskaplike dienste te voorsien, behoort ontwikkel te word.

Etiek en persepsies

79. 'n Algemeen aanvaarde etiese uitgangspunt wat die nood en regte van bejaardes hanteer, is 'n voorvereiste vir 'n regverdigde en verantwoordelike beleid. 'n Maatskaplike verbintenis tot 'n holistiese benadering om die behoeftes van bejaardes te hanteer, is nodig.

80. Verskillende en veranderende persepsies van bejaardheid en die sosiale status van ouer persone sal die samelewing se begrip van hulle welsynsbehoeftes beïnvloed. Daar behoort 'n goeie balans te wees tussen die klem op lewensduur en lewenskwaliteit.

GUIDELINES FOR STRATEGIES

National strategy

81. A national ageing strategy is being developed by the Department of Welfare in conjunction with all stakeholders. The following principles, guidelines and recommendations support the proposed transformation approach above:

- (a) Every individual has the personal responsibility, as far as possible, to provide for his or her retirement and old age.
- (b) All organisations in civil society have the social responsibility to provide and care for their older members who are in need.
- (c) Government has the responsibility to provide for the needs of disadvantaged, destitute and frail older persons who require 24-hour care and who do not have the financial resources to meet their own needs.
- (d) Homes for older persons should provide only for the frail elderly. Provision of frail care should be limited to a maximum of 2% of the number of persons over 65 years. Negotiations will be held with the Department of Health regarding financial support for these facilities.
- (e) All old age homes have a responsibility to provide essential outreach services in the community. Creative options are needed to accommodate elderly persons who are destitute or homeless.
- (f) Appropriate, adaptable and affordable housing for older persons and their families is regarded as a cornerstone of any new dispensation. The Department of Welfare will co-operate with the Department of Housing to develop a strategy to address this need as a matter of priority.
- (g) The Department of Welfare and welfare organisations will advocate increased access of the elderly to affordable primary health care and other basic social services, particularly in rural areas. The welfare sector will also co-operate with the Department of Health to facilitate access to nutritional programmes as these services and programmes are critical to ensuring that older persons remain in the community as long as possible.
- (h) All social policies and programmes pertaining to the people of South Africa will demonstrate a commitment to and promote the concept of integrating the aged into society. That is, a society in which ageing is understood as a natural part of the life cycle.
- (i) Social services to older persons in need will be community-based. Family care will be the baseline of age management programmes. Home-care of elderly people will be encouraged. Appropriate regulations and standards will be established and applied in consultation with stakeholders. Capacity building programmes will be provided to promote home-care, including support programmes for care-givers. Options such as day care, short-stay centres and outreach programmes will be explored. The community development approach will inform community based interventions to meet the needs of the elderly.
- (j) A plan of action will be developed in consultation with stakeholders to terminate all forms of racial discrimination in Government-funded services immediately. Any planning concerning equity of services will be deeply sensitive to people's diverse values and traditions.
- (k) The protection of the rights of older persons requires special attention given the prevalence of age discrimination, abuse and exploitation, particularly with regard to social grants.

Refer to Chapter 7 for recommendations on social security for the elderly.

RIGLYNE VIR STRATEGIEË**Nasionale strategie**

81. 'n Nasionale verouderingstrategie word deur die Departement van Welsyn in samewerking met alle belanghebbendes ontwikkel. Die volgende beginsels, riglyne en aanbevelings ondersteun die voorgestelde transformasiebenadering hierbo beskryf:

- (a) Elke individu het 'n persoonlike verantwoordelikheid om, so ver moontlik self vir sy of haar aftrede en bejaardheid te voorsien.
- (b) Alle instellings in die burgerlike samelewing het die maatskaplike verantwoordelikheid om vir hulle ouer lede wat in nood verkeer, te voorsien en te sorg.
- (c) Die Staat het die verantwoordelikheid om te voorsien in die behoeftes van benadeelde, nooddruf-tige en verswakte ouer persone wat 24-uursorg benodig, en wat nie oor die finansiële hulpbronne beskik om in hul eie behoeftes te voorsien nie.
- (d) Tehuise vir ouer persone behoort slegs vir verswakte bejaardes voorsiening te maak. Voorsiening vir die versorging van verswakte bejaardes behoort beperk te word tot 'n maksimum van 2% van die getal persone wat ouer as 65 jaar is. Onderhandelings sal met die Departement van Gesondheid gevoer word betreffende finansiële ondersteuning vir hierdie fasiliteite.
- (e) Alle tehuise vir bejaardes het 'n verantwoordelikheid om noodsaaklike uitreikdienste in die gemeenskap te voorsien. Kreatiewe oplossings is nodig om bejaarde persone wat nooddruf-tig of dakloos is, te akkommodeer.
- (f) Geskikte, aanpasbare en bekostigbare behuising vir ouer persone en hulle gesinne word beskou as die hoeksteen van die nuwe bedeling. Die Departement van Welsyn sal met die Departement van Behuising saamwerk om 'n strategie te ontwikkel om as 'n prioriteitsaak aan hierdie behoefte aandag te gee.
- (g) Die Departement van Welsyn en welsynsorganisasies sal voorspraak doen dat bejaardes groter toegang het tot bekostigbare primêre gesondheidsorg en ander basiese maatskaplike dienste, veral in landelike gebiede. Die welsynsektor sal ook met die Departement van Gesondheid saamwerk om toeganklikheid tot voedingsprogramme te fasiliteer aangesien hierdie dienste en programme van kritiese belang is om te verseker dat ouer persone so lank as moontlik in die gemeenskap bly.
- (h) Alle maatskaplike beleid en programme met betrekking tot die mense van Suid-Afrika sal 'n verbintenis tot die konsep van die integrering van die bejaarde in die samelewing demonstreer en dit bevorder. Dit beteken 'n samelewing waarbinne veroudering as 'n natuurlike deel van die lewenskringloop gesien word.
- (i) Maatskaplike dienste aan ouer persone in nood sal gemeenskapsgebaseerd wees. Gesinsversorging sal die basislyn van bejaardesorgbestuursprogramme wees. Tuisversorging van bejaarde persone sal aangemoedig word. Geskikte regulasies en standaarde sal gevestig en toegepas word in oorleg met belangegroepe. Kapasiteitsuitbouingsprogramme sal voorsien word om tuisversorging, insluitende onderskragingsprogramme vir versorgers, te bevorder. Opsies soos dagsorg, sentra vir korttermynverblyf- en -uitreikprogramme sal ondersoek word. Die gemeenskapsontwikkelingsbenadering sal gemeenskapsgebaseerde intervensies toelig om in die behoeftes van bejaardes te voorsien.
- (j) 'n Plan van aksie sal in oorleg met belanghebbendes ontwikkel word om alle vorme van rassediskriminasie onmiddellik in alle Staatsgefinansierde dienste te beëindig. Enige beplanning betreffende billikheid van dienste sal uiters sensitief vir die verskillende waardes en tradisies van mense wees.
- (k) Die beskerming van die regte van ouer persone vereis spesiale aandag, gegewe die voorkoms van ouderdomsdiskriminasie, misbruik en uitbuiting, veral met betrekking tot maatskaplike toelaes.

Sien Hoofstuk 7 vir die aanbevelings oor bestaansbeveiliging vir bejaardes.

SECTION 2: WOMEN

SITUATION ANALYSIS

82. Women make up slightly more than half of the South African population. While their experiences are diverse and differ according to race and class, commonalities between them do exist regarding gender inequality. Black women have been severely disadvantaged by the policies of the past. Women in rural areas have been especially disadvantaged. They are isolated and do not have access to social and economic opportunities which could improve their lives.

Poverty

83. Illiteracy and poverty are major obstacles to women's advancement. Female unemployment is higher than male unemployment. Women account for only 45% of those employed in the formal sector. Moreover, women tend to be employed at lower levels than men and therefore earn less than men do. Women are in the majority in informal sector employment where wages are generally lower and there are no social benefits. Research indicates that households headed by women are significantly poorer. Working women are faced with increasing pressures in reconciling parenthood with work responsibilities. Early childhood development programmes to meet the needs of working women are insufficient. Female-headed households are also financially vulnerable as fathers do not always pay for the maintenance of their children. This topic was discussed in the previous section on families and children.

Status of women

84. Customary marriages do not have the same legal status as civil marriages, and this is particularly detrimental to women as regards social benefits, custody and guardianship of children, property, land and inheritance. This is a serious problem for women in urban areas where traditional community systems protecting women have broken down and where women are in danger of losing property and housing when their husbands die. Discrimination against women continues to prevail in all spheres of life and women do not enjoy equal opportunities. The principle of shared responsibility and partnership between men and women is not accepted in society as the basis for achieving equity and equality.

Violence against women

85. Violence against women undermines the psychological and physical health of women and girls. It is estimated that one in six South African women is battered by a male partner. According to the South African Police Services, only 2,8% of rapes are reported to the police. They estimate that approximately 966 000 women were raped in 1993.

Reproductive needs

86. At present women take primary responsibility for contraception. The increase in teenage pregnancies is a growing concern as it could have a negative impact on the development of young women. Teenage mothers are often unable to finish school, unemployable, and locked into unwanted motherhood, poverty and the lack of opportunities to achieve their full potential. Unsafe abortions have severe consequences for women's health and social well-being. There is a lack of adequate management of the consequences of unsafe abortions.

Care-giving roles

87. Women's contribution to development has generally been invisible to social planners and policy makers and has been under-reported in social development studies. In the main, women are the key providers of unacknowledged social care to the sick, the physically and mentally disabled, the young and the elderly. In addition to their roles in the family, women in communities contribute voluntary time to social and development programmes.

AFDELING 2: VROUE

SITUASIE-ANALISE

82. Ietwat meer as die helfte van die Suid-Afrikaanse bevolking is vroue. Hoewel hulle ervaring verskillend is en volgens ras en klas verskil, bestaan daar ooreenkomste betreffende geslagsongelykheid. Swart vroue is ernstig benadeel deur die beleid van die verlede. Veral vroue in landelike gebiede is benadeel. Hulle is afgesonder en het nie toegang tot maatskaplike en ekonomiese geleenthede wat hulle lewens kan verbeter nie.

Armoede

83. Ongeletterdheid en armoede is die grootste struikelblokke vir die vooruitgang van vroue. Vroulike werkloosheid is hoër as manlike werkloosheid. Vroue maak slegs 45% uit van diegene wat in die informele sektor werksaam is. Verder neig vroue om op laer vlakke as mans werksaam te wees met die gevolg dat hulle minder as mans verdien. Vroue is hoofsaaklik werksaam in die formele sektor waar lone oor die algemeen laer is en daar geen maatskaplike voordele bestaan nie. Navorsing dui aan dat huishoudings waar die vrou die hoof is, aansienlik armer is. Werkende vroue word in die gesig gestaar deur toenemende druk om ouerskap met werkverantwoordelikhede te versoen. Vroeëkindersjare-ontwikkelingsprogramme om in die behoeftes van werkende vroue te voorsien, is onvoldoende. Huishoudings met vroue as hoofde is ook finansiële kwetsbaar aangesien vaders nie altyd onderhoud vir hulle kinders betaal nie. Hierdie aangeleentheid is in die vorige afdeling oor gesinne en kinders bespreek.

Status van vroue

84. Aangesien gewoonteverbintenisse nie dieselfde wetlike status as siviele huwelike het nie, word veral vroue benadeel betreffende maatskaplike voordele, toesig en beheer en voogdyskap oor kinders, eiendom, grond en erfporsies. Dit is veral problematies vir vroue in stedelike gebiede waar tradisionele gemeenskapstelsels wat vroue beskerm, verbreek het en waar vroue die risiko loop om eiendom en behuising te verloor wanneer hulle eggenote sterf. Die diskriminasie teen vroue duur voort op alle terreine van die lewe en vroue geniet nie gelyke geleenthede nie. Die beginsel van gedeelde verantwoordelikheid en vennootskap tussen mans en vroue word nie deur die samelewing aanvaar as die basis om billikheid en gelykheid te bereik nie.

Geweld teen vroue

85. Geweld teen vroue ondermyn die psigiese en fisiese gesondheid van vroue en dogters. Na raming word een uit elke ses Suid-Afrikaanse vroue deur hulle manlike metgeselle mishandel. Volgens die Suid-Afrikaanse Polisiediens word slegs 2,8% van verkragtings by die polisie aangemeld. Hulle raam dat ongeveer 966 000 vroue in 1993 verkrag is.

Voortplantingsbehoefte

86. Tans neem vroue hoofsaaklik die verantwoordelikheid vir voorbehoeding. Die toename in tienerjarige swangerskappe is 'n saak van toenemende kommer omdat dit 'n negatiewe impak op die ontwikkeling van jong vroue het. Tienderjarige moeders is dikwels nie daartoe in staat om hulle skoolopleiding te voltooi nie, kan nie in diens geneem word nie, vasgevang in ongewenste moederskap, armoede en die gebrek aan geleenthede om hulle volle potensiaal te bereik. Onveilige abortsies het ernstige nagevolge vir die gesondheid van vroue asook vir hulle maatskaplike welstand. Daar bestaan 'n gebrek aan voldoende beheer oor die nagevolge van onveilige abortsies.

Versorgersrolle

87. Die bydrae van vroue tot ontwikkeling was nie sigbaar vir maatskaplike beplanners en beleidformuleerders nie, en daar is in maatskaplike-ontwikkelingsstudies onvoldoende verslag daaroor gedoen. Vroue is hoofsaaklik die sleutelvoorsiens van nie-erkende maatskaplike sorg aan siekes, fisiese en geestesgestremdes, die jeug en bejaardes. Bykomend by hulle rolle in die gesin, bestee die vroue in gemeenskappe vrywillig tyd aan maatskaplike en ontwikkelingsprogramme.

Developmental needs

88. The Reconstruction and Development Programme (RDP) calls for the meeting of the developmental needs of women and particularly women in rural areas. In addition, the Constitution of the Republic of South Africa, 1993 (Act 200 of 1993), also provides for a variety of formal channels to assist women to access the resources of society and to promote their active participation. Women are, however, faced with difficulties in accessing resources and mechanisms designed to improve their status and address their needs.

Beijing Conference

89. A Global Platform of Action for the future was accepted at the Fourth World Conference on Women which was held in Beijing on 4 to 5 September, 1995. The commitments made by Governments of the world on this occasion to address the needs of women will serve as a guideline to be followed by all countries. These commitments and guidelines will form the basis of future action on the part of the Department of Welfare.

APPROACH

90. Social welfare policies and programmes must make a contribution to the goal of achieving equality and equity between women and men in all spheres of social, economic and civic life. Women's efforts to address their needs and promote their rights will be strengthened through developmental social welfare programmes.

Welfare programmes will advocate the elimination of all forms of violence against women, and the right and ability of women to control their own fertility. The human rights of women and the girl-child are an inalienable, integral and indivisible part of universal human rights, and will also be promoted.

Policies and programmes will also promote the partnership between women and men in domestic, parental and family responsibilities.

GUIDELINES FOR STRATEGY

Violence against women

91. Strategies will be devised to counteract all forms of abuse of and violence against women. The welfare sector in co-operation with other relevant governmental and non-governmental roleplayers will create a national consciousness that abuse of and violence against women are unacceptable.

92. A range of support services will be provided for women who have been battered, raped and sexually abused. Such women will be given assistance in dealing effectively with both the immediate crisis

and the long-term effects of trauma. Programmes will also promote the personal safety of the survivors of violence.

93. Education about women's rights will be provided. Women will also be supported through legal proceedings. Improved policy and legislative and procedural reforms will be advocated to improve the response of the criminal justice system in addressing violence against women.

94. Police officers, magistrates and criminal justice personnel will be trained in the management of violence against women.

Poverty

95. Strategies are needed to address poverty. *Social security measures are addressed in the Chapter 7.* Community development programmes will be encouraged to promote and strengthen capacity-building programmes, micro-enterprises, small business development and co-operative enterprises for women. Access to credit and skills training is also needed.

96. Welfare personnel will advise business and unions on the needs of women and families in order to ensure that the rights of women to job security, health, safety and child care are secured. In addition, the welfare departments will liaise with public works programmes to ensure that such programmes are effectively targeted at women in need.

Ontwikkelingsbehoefte

88. Die Heropbou- en Ontwikkelingsprogram (HOP) doen 'n beroep daarop dat daar in die behoeftes van vroue en veral van vroue in landelike gebiede, voorsien sal word. Daarbenewens voorsien die Grondwet van die Republiek van Suid-Afrika, 1993 (Wet 200 van 1993), ook in 'n verskeidenheid van formele kanale om vroue behulpsaam te wees om toegang te verkry tot die hulpbronne van die samelewing en om die aktiewe deelname van vroue te bevorder. Vroue ervaar egter probleme ten opsigte van toegang tot die hulpbronne en meganismes wat ontwerp is om hulle status te verbeter en hulle behoeftes te hanteer.

Beijing-konferensie

89. 'n Wêreldwye Platform vir Aksie (Global Platform for Action) vir die toekoms is aanvaar by die Vierde Wêreldkonferensie oor Vroue wat van 4 tot 5 September 1995 gehou is in Beijing. Die verbintenisse wat deur regerings van die wêreld aangegaan is by hierdie geleentheid om die behoeftes van vroue te hanteer, sal as 'n riglyn dien wat deur alle lande gevolg sal word. Hierdie verbintenisse en riglyne sal die basis vorm van die toekomstige optrede van die Departement van Welsyn.

BENADERING

90. Maatskaplikewelsynsbeleid en -programme moet 'n bydrae maak tot die doelstelling om gelykheid en billikheid tussen mans en vroue in alle sferes van die sosiale, ekonomiese en burgerlike lewe te bereik. Die pogings van vroue om in hulle behoeftes te voorsien en hulle regte te bevorder sal versterk word deur ontwikkelingsgerigte maatskaplikewelsynsprogramme.

Welsynsprogramme sal die uitskakeling van alle vorme van geweld teen vroue en die reg en vermoë van vroue om hulle eie fertiliteit te beheer, bepleit. Die menseregte van vroue en die dogters is 'n onvervreembare, integrale en onverdeelbare deel van universele menseregte en sal ook bevorder word.

Beleide en programme sal ook die vennootskap bevorder tussen vroue en mans in huislike, ouerlike en gesinsverantwoordelikhede.

RIGLYNE VIR 'N STRATEGIE

Geweld teen vroue

91. Strategieë sal ontwerp word vir die teenwerking van alle vorme van misbruik van en geweld teen vroue. Die welsynsektor in samewerking met ander toepaslike Staats- en nie-regeringsrolspelers sal 'n nasionale bewustheid skep dat geweld en misbruik teen vroue ontoelaatbaar is.

92. 'n Reeks onderskragende dienste sal aan vroue wat mishandel, verkrag en seksueel misbruik is, voorsien word. Sodanige vroue sal gehelp word om sowel die onmiddellike krisis as die langtermyngevolge van trauma doeltreffend te hanteer. Programme sal ook die persoonlike veiligheid van die oorlewendes van die geweld bevorder.

93. Opvoeding oor die regte van die vrou sal voorsien word. Vroue sal ook by wyse van geregtelike verrigtinge gehelp word. Verbeterde polisiëring en wetgewende en prosedurele hervormings sal bepleit word om die reaksie van die strafregtelike stelsel te verbeter om die geweld teen vroue te hanteer.

94. Polisiebeamptes, landdroste en strafregpersoneel sal opgelei word in die hantering van geweld teen vroue.

Armoede

95. Strategieë is nodig om aan armoede aandag te gee. *Bestaansbeveiligingsmaatreëls word in Hoofstuk 7 hanteer.* Gemeenskapsontwikkelingsprogramme sal aangemoedig word om kapasiteitsuitbouingsprogramme, mikro-ondernemings, kleinsake-ontwikkeling en koöperatiewe ondernemings vir vroue te bevorder en te versterk. Toegang tot krediet en vaardighedsopleiding is ook nodig.

96. Welsynspersoneel sal besighede en vakbonde adviseer oor die behoeftes van vroue en gesinne ten einde te verseker dat die regte van vroue met betrekking tot werkversekering, gesondheid, veiligheid en kinderversorging beskerm is. Daarbenewens sal die welsynsdepartemente met openbare werkeprogramme skakel om te verseker dat sulke programme doeltreffend gemik is op vroue in nood.

Women's needs as care-givers

97. Community and home-care programmes will take into account the social and economic needs of women who are most often the primary care-givers of family members who have special needs. Women's contribution in this regard has not previously been acknowledged. Options such as employment opportunities and financial support should be fully explored.

Gender-sensitive welfare services

98. Welfare services will be re-oriented to become more gender-sensitive and to promote the dignity, self-esteem and well-being of women. Welfare programmes must also actively network with other governmental and non-governmental sectors to address the developmental needs of women.

In order to achieve this goal, training of welfare personnel in developmental social work practice and community development with a focus on gender issues will be introduced, especially in the management of violence against women. Research to inform policy formulation and social welfare intervention in the area of women's empowerment is vital.

99. Welfare departments and organisations will ensure that gender issues are integrated into social policies and social welfare programmes.

Capacity-building

100. Capacity-building programmes and organisations addressing the special social problems of women will be strengthened.

Women will be assisted in accessing resources and mechanisms which have been created under the Constitution of the Republic of South Africa, 1993 (Act 200 of 1993), and under the Reconstruction and Development Programme to promote their equal advancement at all levels in society. This is particularly critical for women in rural areas.

Legislative reform

101. A programme of legislative reform will be embarked upon, and all new legislation and subordinate legislation will be monitored for gender sensitivity. Legislative reform will be strongly lobbied for in relation to the legal status of women in customary marriages, inheritances, access to land, and custody and guardianship of children.

SECTION 3: PEOPLE WITH DISABILITIES**SITUATION ANALYSIS**

102. People with disabilities in South Africa face extreme levels of inequality and discrimination. Different social, economic and political factors interact and create underdevelopment, marginalisation, unequal access to resources and lack of service provision for this sector of the population. It is estimated that the number of people with physical and mental disabilities is 8,5% of the total population or approximately 3,4 million people. However, no accurate figures exist.

As indicated in *Chapter 7* on Social Security, 1,6% of the total South African population receives a disability grant. The provinces with the lowest socio-economic indicators have the largest number of beneficiaries of disability grants. These parts of the country also have high unemployment rates coupled with limited facilities for people with disabilities. Provinces such as the Eastern Cape, KwaZulu/Natal and the Northern Province are most affected.

Unemployment

103. Unemployment among people with disabilities who are able to work is high. Very few are employed in the open labour market. For those who are employed, the average income is extremely low.

A significant cause of unemployment is the low level of skills and training among the majority of people with disabilities.

Behoeftes van vroue as versorgers

97. Gemeenskaps- en tuisversorgingsprogramme sal rekening hou met die maatskaplike en ekonomiese behoeftes van vroue, wat heel dikwels die primêre versorgers is van gesinslede wat spesiale behoeftes het. Daar was nie voorheen erkenning gegee aan die bydraes van vroue in hierdie verband nie. Opsies soos werkmoontlikhede en finansiële ondersteuning behoort ten volle ondersoek te word.

Geslagsensitiewe welsynsdienste

98. Welsynsdienste sal reoriënteer word om meer geslags sensitief te word en om die waardigheid, selfrespek en welstand van vroue te bevorder. Welsynsprogramme moet aktiewe netwerkskepping met ander Staats- en nie-regeringsektors onderneem, om die ontwikkelingsbehoefte van vroue te hanteer.

Om hierdie doelstelling te bereik sal welsynspersoneel opgelei word in ontwikkelingsgerigte maatskaplikewerkpraktyk en gemeenskapsontwikkeling met 'n fokus op geslagskwessies, veral in die hantering van geweld teen vroue. Navorsing om beleidsformulering en maatskaplikewelsynsingryping op die gebied van die bemagtiging van vroue toe te lig is van lewensbelang.

99. Welsynsdepartemente en organisasies sal verseker dat geslagskwessies ingeskakel word by die maatskaplike beleid en maatskaplikewelsynsprogramme.

Kapasiteitsuitbouing

100. Kapasiteitsboupprogramme en organisasies wat die spesiale maatskaplike probleme van vroue hanteer, sal versterk word.

Vroue sal gehelp word met toegang tot hulpbronne en meganismes wat daargestel is ingevolge die Grondwet van die Republiek van Suid-Afrika, 1993 (Wet 200 van 1993) en die Heropbou- en Ontwikkelingsprogram om hulle gelyke vordering op alle vlakke in die samelewing te bevorder. Dit is veral noodsaaklik vir vroue in die landelike gebiede.

Wetgewende hervorming

101. 'n Program vir wetgewende hervorming sal van stapel gestuur word, en alle nuwe wetgewing en ondergeskikte wetgewing sal gemoniteer word vir geslags sensitiwiteit. Sterk druk sal uitgeoefen word met betrekking tot die wetgewende hervorming ten opsigte van die wetlike status van vroue in gewoonteverbintenisse, erfporsies, toegang tot grond, en toesig en beheer en voogdyskap oor kinders.

AFDELING 3: MENSE MET GESTREMDHEDE

SITUASIE-ANALISE

102. Mense met gestremdhede in Suid-Afrika staan voor uiterste vlakke van ongelykheid en diskriminasie. Verskillende maatskaplike, ekonomiese en politieke faktore werk in op mekaar en skep onderontwikkeling, marginalisering, ongelyke toegang tot hulpbronne en 'n gebrek aan diensvoorsiening aan hierdie deel van die bevolking. Daar word geraam dat die getal mense met fisiese en geestesgestremdhede 8,5% van die totale bevolking is of nagenoeg 3,4 miljoen mense. Daar bestaan egter geen akkurate syfers nie.

Soos in Hoofstuk 7 oor Bestaansbeveiliging aangedui is, ontvang 1,6% van die totale Suid-Afrikaanse bevolking 'n ongeskiktheidstoelae. Die provinsies met die laagste sosio-ekonomiese aanwysers het die grootste getal begunstigdes vir ongeskiktheidstoelae. Hierdie dele van die land het ook 'n hoë werkloosheidsyfer wat gepaardgaan met beperkte fasiliteite vir mense met gestremdhede. Provinsies soos die Oos-Kaap, KwaZulu/Natal en die Noordelike Provinsie word die meeste geaffekteer.

Werkloosheid

103. Werkloosheid onder mense met gestremdhede wat daartoe in staat is om te werk, is hoog. Baie min is in die ope arbeidsmark werksaam. Vir diegene wat werk, is die gemiddelde inkomste uiters laag.

'n Betekenisvolle oorsaak van werkloosheid is die lae vlakke van vaardighede en opleiding van die meeste mense met gestremdhede.

Education

104. The lack of access to education among persons with disabilities, particularly in rural areas, has contributed to their unemployment. More than half of the children with disabilities are at present not in school. Nationally, there are 92 schools for black children who are disabled. Less than one third of these are secondary schools.

Insufficient educational facilities have resulted in children being cared for at home. The lack of educational facilities prevents mothers from seeking employment, which in turn affects household incomes and increases stress in the family. Such deprivation and stress is especially relevant in cases where people with disabilities cannot live independently and require care, e.g. in the case of mental handicap.

Furthermore, adult illiteracy is high among people with disabilities. Most existing adult education programmes are inaccessible to persons with disabilities.

Isolation

105. A critical problem faced by people with disabilities is the inaccessibility of the outside world. This refers to the buildings, communications intended for deaf and blind people, services such as public transport, and opportunities for social interaction such as sport and recreation.

Especially vulnerable groups

106. There are groups of persons with disabilities who are especially vulnerable: women, children, older persons, people living in rural areas, particularly in the underdeveloped regions, displaced persons and homeless persons. People with certain types of disabilities, such as the deaf, the blind, persons with mental disabilities and those with multiple physical and mental disabilities, are particularly vulnerable and have special needs.

Existing legislation

107. Many laws in our country still deny people with disabilities their fundamental human rights. Often the regulations governing legislation and the ways in which laws are applied affect persons with disabilities most severely.

Negative attitudes

108. Paternalistic attitudes and a piece-meal approach to addressing the needs of people with disabilities have hampered their integration into society. Past approaches have focussed on the limitations and not on the capacities of persons with disabilities.

APPROACH

109. National and provincial departments of welfare will ensure that there are equal opportunities for people with disabilities in all services and programmes, and that such services will enhance the independence and promote the integration of people with disabilities into the mainstream of society.

Like all other citizens people with disabilities have both rights and responsibilities. The departments of welfare will facilitate their active participation in all spheres of social life, as far as this is appropriate, given the nature and extent of the person's disability.

Furthermore, the World Programme of Action Concerning Disabled Persons, the Standard Rules on the Equalisation of Opportunities for People with Disabilities, and the United Nations Charter of Rights for People with Mental Handicap will be endorsed by the Department of Welfare. All organisations working with people with disabilities should endorse these documents. The Department of Welfare will draw, where appropriate, on relevant international policies and programmes to guide strategic planning and implementation.

Onderwys

104. Die gebrek aan toegang tot onderwys onder persone met gestremdhede veral in landelike gebiede, het tot hulle werkloosheid bygedra. Meer as die helfte van die kinders met gestremdhede woon tans nie skool by nie. Nasionaal bestaan daar 92 skole vir swart kinders wat gestremd is. Minder as die helfte van dié skole is sekondêre skole.

Onvoldoende skoolfasiliteite het tot gevolg dat kinders tuis versorg moet word. Die gebrek aan skoolfasiliteite verhoed dat moeders werk soek, wat op sy beurt weer die inkomste van die huishouding affekteer en druk op die gesin verhoog. Sodanige ontbering en druk is veral ter sake in gevalle waar mense met gestremdhede nie onafhanklik kan lewe nie, en dit versorging vereis soos in die geval van geestesgestremdheid.

Voorts is volwassene-ongeletterdheid hoog onder mense met gestremdhede. Die meeste van die bestaande volwassene-onderwysprogramme is ontoeganklik vir persone met gestremdhede.

Afsondering

105. 'n Ernstige probleem waarteenoor mense met gestremdheid te staan kom, is die ontoeganklikheid van die buitewêreld. Dit verwys na die geboue, kommunikasie vir dowe en blinde persone, dienste soos openbare vervoer en geleenthede vir sosiale interaksie soos sport en ontspanning.

Besonder kwetsbare groepe

106. Daar bestaan groepe van persone met gestremdhede wat veral kwetsbaar is: vroue, kinders, ouer persone, mense wat in landelike gebiede woon veral in die onderontwikkelde gebiede, mense wat verskuif is en mense wat dakloos is. Mense met besondere tipes gestremdhede soos dowes, blindes, mense met geestesgestremdhede en diegene met veelvuldige fisiese en geestesgestremdhede is veral kwetsbaar en het spesiale behoeftes.

Bestaande wetgewing

107. Baie wette in ons land ontsê mense met gestremdhede nog steeds hulle fundamentele mense-regte. Die regulasies wat die wetgewing beheer en die wyses waarop wette toegepas word, affekteer dikwels die persone met gestremdhede die ergste.

Negatiewe houdings

108. Paternalistiese houdings en 'n stuksgewyse benadering daartoe om aandag te gee aan die behoeftes van mense met gestremdhede, het die inskakeling van laasgenoemde persone in die samelewing verhinder. Die benaderings van die verlede het gefokus op die beperkings en nie op die vermoëns van persone met gestremdhede nie.

BENADERING

109. Nasionale en provinsiale welsynsdepartemente sal verseker dat daar gelyke geleenthede bestaan vir mense met gestremdhede in alle dienste en programme en dat sodanige dienste die onafhanklikheid sal verhoog en die inskakeling van mense met gestremdhede by die hoofstroom van die samelewing sal bevorder.

Net soos alle ander landsburgers het mense met gestremdhede sowel regte as verantwoordelikhede. Die departemente van welsyn sal hulle aktiewe deelname op alle terreine van die maatskaplike lewe fasiliteer in soverre dit gepas is, gegewe die aard en omvang van die gestremdheid van die persoon.

Verder sal die Wêreldaksieprogram betreffende gestremde persone (World Programme of Action Concerning Disabled Persons), die Standaard reëls oor die gelykmaking van Geleenthede vir mense met gestremdhede (Standard Rules on the Equalisation of Opportunities for People with Disabilities) en die Verenigde Nasies se handves van regte vir mense met geestesgebreke (United Nations Charter of Rights for People with Mental Handicap) deur die Departement van Welsyn ondersteun word. Alle organisasies wat met mense met gestremdhede werk behoort hierdie dokumente te ondersteun. Waar dit doelmatig is, sal die Departement van Welsyn steun op toepaslike internasionale beleid en programme ten einde strategiese beplanning en implementering te rig.

GUIDELINES FOR STRATEGIES

Self-representation

110. People with disabilities have the right to represent themselves in all processes and structures of decision making which affect them. People with mental disabilities have the right to be represented by persons acting on their behalf. The departments of welfare will develop appropriate mechanisms in consultation with stakeholders to facilitate the participation of people with disabilities in policy development, planning and monitoring of service delivery.

Co-ordinated national strategy

111. Social welfare will be one component in a co-ordinated national strategy to facilitate the meeting of the needs and the promotion of the rights of people with disabilities. A shift from a "care-taking" to a social development approach is needed and intersectoral co-operation is critical, particularly in relation to welfare, health, education, labour, transport, housing and recreation. A national co-ordinated disability strategy will equalise opportunities in all spheres of social life, promote social integration and address poverty among people with disabilities. The strategy must be driven by the RDP and will be implemented and monitored across all Government departments.

Guidelines to meet special needs

112. A generic approach to addressing the needs of people with disabilities will be promoted. It is however recognised that people with different disabilities have special needs which may require specific interventions and care. The needs of mentally handicapped persons are also discussed in the section on Mental Health.

Programmes will need to be supported by Government in partnership with non-governmental organisations and the private sector.

Public education programmes

113. Public education will be embarked upon to raise awareness regarding the needs and rights of people with disabilities. Since some disabilities are preventable, public education will form part of a primary prevention strategy. The Department of Welfare will also raise public awareness about the need for improved public communication measures to facilitate the integration of people with particular disabilities (such as people who are deaf and blind) into all spheres of social life.

Human resource development

114. Effective and appropriate training for people providing services to persons with disabilities is a priority. The training of people with disabilities to deliver services themselves will be encouraged. Services will be more user-friendly.

The Department of Welfare will advocate appropriate training for teachers in order to accommodate children with disabilities and special needs in mainstream education. Human resource development and planning must take into account the need for training in appropriate communication with deaf and blind people.

Guidelines for social service programmes

115. A range of appropriate services will be provided by Government and stakeholders. Such services and programmes will include community development strategies, community-based rehabilitation programmes, support services, e.g. personal assistance for those persons cared for in the home, and interpreter services, particularly for blind people, as well as training in sign language. Appropriate services are also needed for people who, because of the severity of their disability, are in need of permanent care.

Community-based support services and facilities will offer the person and his or her family a wide range of opportunities and options to promote independent living and integration into community life. The family is a significant support system in meeting the needs of people with disabilities. Appropriate support must be provided for families involved in care-giving, especially in the case of mentally handicapped persons.

RIGLYNE VIR STRATEGIEË

Selfverteenwoordiging

110. Mense met gestremdhede het die reg om hulleself te verteenwoordig in alle prosesse en strukture van besluitneming wat hulle raak. Mense met geestesgestremdhede het die reg om verteenwoordig te word deur persone wat namens hulle optree. Die departemente van welsyn sal geskikte meganismes ontwikkel in oorleg met belanghebbendes om die deelname van mense met gestremdhede te fasiliteer in beleidsontwikkeling, beplanning en monitering van dienslewering.

Gekoördineerde nasionale strategie

111. Maatskaplike welsyn sal een van die komponente in 'n gekoördineerde nasionale strategie wees om voldoening aan die behoeftes en die bevordering van die regte van mense met gestremdhede, te fasiliteer. 'n Verskuiwing van 'n "versorgings-" na 'n maatskaplike-ontwikkelingsbenadering is nodig en intersektorale samewerking is uiters belangrik, veral met betrekking tot welsyn, gesondheid, onderwys, arbeid, vervoer, behuising en ontspanning. 'n Nasionale koördinerende strategie vir gestremdheid sal geleenthede in alle sferes van die maatskaplike lewe gelykstel, maatskaplike integrasie bevorder en armoede onder mense met gestremdhede hanteer. Hierdie strategie sal aangedryf word deur die HOP en sal uitgevoer en gemoniteer word dwarsdeur alle Staatsdepartemente.

Riglyne om spesiale behoeftes te hanteer

112. 'n Generiese benadering tot die hantering van die behoeftes van mense met gestremdhede sal bevorder word. Daar word egter erken dat mense met verskillende gestremdhede spesiale behoeftes het wat spesifieke intervensies en versorging benodig. Die behoeftes van die verstandelik gestremde persoon word ook in die afdeling oor Geestesgesondheid bespreek.

Dit sal nodig wees dat programme deur die Staat ondersteun moet word in vennootskap met nie-regeringsorganisasies en die private sektor.

Openbare opvoedingsprogramme

113. Daar sal 'n aanvang geneem word met openbare opvoedingsprogramme om bewustheid te kweek betreffende die behoeftes en regte van mense met gestremdhede. Aangesien sommige gestremdhede voorkombaar is, sal openbare opvoedingsprogramme deel vorm van 'n primêre voorkomingstrategie. Die Departement van Welsyn sal ook openbare bewustheid kweek betreffende die behoefte aan verbeterde openbare kommunikasiemaatreëls om die inskakeling van mense met bepaalde gestremdhede (soos mense wat doof en blind is) op alle vlakke van die maatskaplike lewe te fasiliteer.

Mensehulpbronontwikkeling

114. Die doeltreffende en geskikte opleiding van mense wat dienste lewer aan persone met gestremdhede, is 'n prioriteit. Die opleiding van persone met gestremdhede om self dienste te lewer sal aangemoedig word. Dienste sal gebruikersvriendeliker wees.

Die Departement van Welsyn sal pleit vir geskikte opleiding van onderwysers ten einde kinders met gestremdhede en spesiale behoeftes in die hoofstroomonderwys te akkommodeer. Mensehulpbronontwikkeling en -beplanning moet die behoefte aan opleiding in toepaslike kommunikasie met dowes en blindes in berekening bring.

Riglyne vir maatskaplike diensprogramme

115. 'n Reeks van geskikte dienste sal deur die Staat en belanghebbendes voorsien word. Sodanige dienste en programme sal insluit, gemeenskapsontwikkelingstrategieë, gemeenskapsgebaseerde rehabilitasieprogramme, onderskragingsdienste byvoorbeeld persoonlike hulp vir persone wat tuis versorg word, tolkdienste, veral vir blinde mense, asook opleiding in gebaretaal. Toepaslike dienste word ook benodig vir mense wat as gevolg van die ernstigheid van hulle gestremdheid, behoefte aan permanente versorging het.

Gemeenskapsgebaseerde onderskragingsdienste en fasiliteite sal aan die persoon en sy of haar gesin 'n wye verskeidenheid van geleenthede en keuses bied om 'n onafhanklike leefwyse en integrering in die gemeenskapslewe te bevorder. Die gesin is 'n beduidende steunstelsel om in die behoeftes van mense met gestremdhede te voorsien. Toepaslike steun moet aan gesinne gegee word wat betrokke is by versorging, veral in die geval van verstandelik gestremde persone.

Employment programmes

116. Special programmes are needed to foster the individual's full potential. In this regard employment opportunities, such as workshops for the employment of people with disabilities who have no potential for or capacity to work in the open labour market, will be developed and supported.

Protected employment opportunities need to run concurrently with measures designed to remove discrimination and create equal opportunities for people with disabilities in the open labour market. Appropriate capacity-building programmes will be provided in order to facilitate the transition from employment in protective workshops to the open labour market for those person who have the potential to do so. Training and rehabilitation to reintegrate certain categories of people with disabilities into the economy will also be considered.

The responsibilities of the Minister of Welfare and Population Development, the Ministry of Labour and the Public Works Programme must be clarified in respect of employment for people with disabilities. A plan of action will be developed for the articulation of the above initiatives.

The role played by welfare organisations in the provision of workshops which have afforded a number of people with disabilities the opportunity to engage in some form of remunerative work is acknowledged. Efforts by people with disabilities to seek employment in the formal and informal sectors and in self-help employment schemes must be facilitated.

Social security

117. *The social security needs of persons with disabilities are discussed in Chapter 7.*

SECTION 4: SPECIAL NEEDS AND PROBLEMS

MENTAL HEALTH

SITUATION ANALYSIS

Definition

118. Mental health refers to the total well-being of the individual, that is physical and psychological health as well as healthy social functioning.

Lack of data

119. One of the major problems in developing a new social welfare strategy for mental health is the lack of data; an efficient data collection system does not exist.

Statistics

120. It is estimated that the total number of persons with mental handicap is 30 per 1 000; for mild mental handicap it is 25 per 1 000; for moderate to severe mental handicap it is 4 per 1 000; and for profound mental handicap it is 1 per 1 000.¹⁰

In 1993, 20 psychiatric hospitals accommodated 14 388 persons. Statistics for provincial hospitals are not available. A total of 536 satellite clinics serve discharged patients and 17 423 persons were discharged from hospitals in three of the provinces. The available figures give an indication of the number of families who need support and the number of persons who need to be accommodated in community-based rehabilitation programmes once they are discharged.

Service providers

121. Services for profoundly and severely mentally handicapped persons and their families are provided mainly by specialist mental health societies, while mildly mentally handicapped persons form a major part of the caseloads of family welfare organisations. It is important to note that mildly mentally handicapped persons are a high risk group and require preventive interventions.

¹⁰ Figures in this section were supplied by the SA Federation of Mental Health.

Werkverskaffingsprogramme

116. Spesiale programme word benodig om die individu se volle potensiaal te koester. In hierdie geval sal werkgeleenthede ontwikkel en ondersteun word soos werkwinkels vir die indiensneming van mense met gestremdhede wat geen potensiaal of kapasiteit het om in die ope arbeidsmark te werk nie.

Beskermende werkgeleenthede moet gelyktydig plaasvind met maatreëls wat ontwerp is om diskriminasie uit die weg te ruim en om gelyke geleenthede in die ope arbeidsmark te skep vir mense met gestremdhede. Geskikte kapasiteitsuitbouingsprogramme sal voorsien word om die oorgang vanaf werk in beskermde werkwinkels na die ope arbeidsmark te fasiliteer vir diegene wat oor die potensiaal beskik om sodanige skuit te maak. Opleiding en rehabilitasie om sekere kategorieë van mense met gestremdhede weer by die ekonomie in te skakel, sal ook oorweeg word.

Die verantwoordelikhede van die Ministerie vir Welsyn en Bevolkingsontwikkeling, die Ministerie van Arbeid en die Openbarewerkeprogram moet opgeklaar word met betrekking tot werk vir mense met gestremdhede. 'n Plan van aksie sal ontwikkel word om bovermelde inisiatiewe duidelik uiteen te sit.

Daar word erkenning verleen aan die rol wat welsynsorganisasies gespeel het by die voorsiening van werkwinkels wat aan talle mense met gestremdhede die geleentheid gegee het om by 'n sekere vorm van betaalde werk betrokke te wees. Pogings van mense met gestremdhede om werk in die formele en informele sektore te soek asook die selfhelpwerkskemas moet gefasiliteer word.

Bestaansbeveiliging

117. *Die behoeftes van persone met gestremdhede aan bestaansbeveiliging word in Hoofstuk 7 beskryf.*

AFDELING 4: SPESIALE BEHOEFTE EN PROBLEME

GEESTESGESONDHEID

SITUASIE-ANALISE

Definisie

118. Geestesgesondheid verwys na die totale welstand van die individu, dit wil sê fisiese en geestesgesondheid asook gesonde maatskaplike funksionering.

Gebrek aan data

119. Een van die grootste probleme om 'n nuwe maatskaplike welsynstrategie vir geestesgesondheid te ontwikkel, is die gebrek aan data; 'n doeltreffende datainsamelingstelsel bestaan nie.

Statistiek

120. Daar word geraam dat die totale getal persone met verstandelike gestremdheid 30 per 1 000 is; vir verstandelik lig gestremdheid is dit 25 per 1 000; vir verstandelik matig tot ernstige gestremdheid is dit 4 per 1 000 en vir verstandelik uitermatig gestremdheid is dit 1 per 1 000.¹⁰

In 1993 het 20 psigiatrisiese hospitale 14 388 persone geakkommodeer. Statistiek vir provinsiale hospitale is nie beskikbaar nie. Altesaam 536 satellietklinieke bedien ontslane pasiënte en 17 423 persone is uit hospitale in drie van die provinsies ontslaan. Die beskikbare syfers gee 'n aanduiding van die getal gesinne wat steun benodig en die getal persone wat in gemeenskapsgebaseerde rehabilitasieprogramme geakkommodeer moet word nadat hulle ontslaan is.

Diensleweraars

121. Dienste vir verstandelik uitermatig gestremde persone en verstandelik erg gestremde persone en hulle gesinne word hoofsaaklik voorsien deur gespesialiseerde geestesgesondheidsverenigings, terwyl verstandelik lig gestremde persone 'n groot deel van die gevalleladings van gesinsorganisasies uitmaak. Dit is belangrik om daarop te let dat verstandelik lig gestremde persone 'n hoërisikogroep is en voorkomende intervensies benodig.

¹⁰ Syfers in hierdie afdeling is voorsien deur die SA Federasie vir Geestesgesondheid.

A total of 155 social workers and eight social auxiliary workers are employed by mental health societies. These workers provide the full range of specialised mental health services in all nine provinces and are unable to address all the mental health needs which have been identified by communities. The shortage of staff with mental health training is critical.

Mental health societies provide therapeutic and counselling services, group work, home-based training, public education, the administration of grants, social relief, support groups, skills training and a few income-generating projects. A total of 81 residential facilities operate under the auspices of mental health societies serving 6 655 persons while a further 142 non-residential facilities serve 11 223 persons.

APPROACH

Rights

122. The United Nations Charter of Rights for People with Mental Handicap will be adopted as well as other international documents promoting the rights of people with mental health problems.

Comprehensive and integrated approach

123. The promotion of mental well-being is an intersectoral responsibility. A comprehensive integrated mental health strategy will be developed in consultation with the relevant Government departments and with civil society to enhance the well-being of all South Africans.

Participation

124. The participation of consumers in the development of policy, the planning of programmes and in legislative processes will be facilitated.

Social well-being

125. Mental health interventions will enhance the well-being of society as a whole through appropriate mental health promotion programmes and in facilitating an enabling environment. Services will be provided by Government, private institutions and non-governmental providers of services.

Focus of mental health programmes

126. The focus will be on a preventative, restorative and a developmental approach to the delivery of mental health service to—

- (a) high-risk groups in order to prevent the occurrence of mental health problems, mental disorders and mental handicap;
- (b) individuals, families and communities experiencing mental health problems;
- (c) victims of family, social and political violence;
- (d) persons with mental health disorders and their families; and
- (e) persons who are mentally handicapped and their families.

GUIDELINES FOR STRATEGIES

Permanent mental health policy structure

127. A permanent inclusive intersectoral structure on mental health policy will be initiated. All relevant roleplayers in mental health will be encouraged to participate in the appropriate structure, including the departments of welfare and health.

The proposed policy structure should attend to the following:

- * Formulating a comprehensive mental health policy;
- * restructuring the mental health service delivery system;

Altesaam 155 maatskaplike werkers en 8 maatskaplike hulpwerkers is in diens by geestesgesondheidsverenigings. Hierdie werkers voorsien die volle reeks van gespesialiseerde geestesgesondheidsdienste in al nege provinsies en is nie daartoe instaat om aan al die geestesgesondheidsbehoefte aandag te gee wat deur die gemeenskappe geïdentifiseer is nie. Die tekort aan personeel met geestesgesondheidsopleiding is krities.

Geestesgesondheidsverenigings voorsien terapeutiese en beradingsdienste, groepwerk, tuisgebaseerde opleiding, openbare opvoeding, die administrasie van toelaes, maatskaplike noodleniging, ondersteuningsgroepe, vaardigheidsopleiding en enkele inkomstegenererende projekte. Altesaam 81 residensiële fasiliteite funksioneer onder die beheer van geestesgesondheidsverenigings wat 6 655 persone dien, terwyl 'n verdere 142 nie-residensiële fasiliteite 11 223 persone bedien.

BENADERING

Regte

122. Die Verenigde Nasies se Handves van regte vir mense met geestesgebreke (United Nations' Charter of Rights for People with Mental Handicap) sal aanvaar word, sowel as ander internasionale dokumente wat die regte van mense met geestesgesondheidsprobleme bevorder.

'n Omvattende en geïntegreerde benadering

123. Die bevordering van geestesgesondheid is 'n intersektorale verantwoordelikheid. 'n Omvattende, geïntegreerde geestesgesondheidstrategie sal in oorleg met die betrokke Staatsdepartemente en die burgerlike samelewing ontwikkel word om die welstand van alle Suid-Afrikaners te verhoog.

Deelname

124. Die deelname van verbruikers aan die ontwikkeling van beleid, beplanning van programme en aan wetgewende prosedures sal gefasiliteer word.

Maatskaplike welstand

125. Geestesgesondheidsingrypings sal die welstand van die samelewing as geheel verhoog by wyse van geskikte geestesgesondheidsbevorderingsprogramme en in die fasilitering van 'n instaatstellende omgewing. Dienste sal voorsien word deur die Staat, private instansies en nie-regeringsdiensleweraars.

Fokus of geestesgesondheidsprogramme

126. Daar sal gefokus word op 'n voorkomende, herstellende en ontwikkelingsgerigte benadering tot die geestesgesondheidsdienslewering aan —

- (a) hoërisikogroepe om die voorkoms van geestesgesondheidsprobleme, geestesongesteldhede en verstandelike gestremdheid te voorkom;
- (b) individue, gesinne en gemeenskappe wat geestesgesondheidsprobleme ondervind;
- (c) slagoffers van gesins-, maatskaplike en politieke geweld;
- (d) persone met geestesongesteldhede en hulle gesinne; en
- (e) persone wat verstandelik gestremd is en hulle gesinne.

RIGLYNE VIR STRATEGIEË

'n Permanente geestesgesondheidsbeleidstruktuur

127. 'n Permanente inklusiewe intersektorale struktuur oor geestesgesondheidsbeleid sal ingestel word. Alle toepaslike rolspelers in geestesgesondheid sal aangemoedig word om deel te neem aan die doelmatige struktuur, insluitende die departemente van welsyn en gesondheid.

Die voorgestelde beleidstruktuur behoort aan die volgende aandag te gee:

- * Die formulering van 'n omvattende geestesgesondheidsbeleid;
- * die herstrukturering van die geestesgesondheidsdiensleweringstelsel;

- * developing clear guidelines for partnerships and for the restructuring of NGOs providing mental health services to ensure that one-stop multipurpose services evolve to serve communities;
- * capacity-building to increase the knowledge and skills of community mental health workers;
- * an effective data collection system;
- * the training of primary health care workers, generic social workers and other appropriate categories of social welfare personnel in diagnostic and treatment skills;
- * mental health promotion programmes;
- * a review of community services and facilities for the mentally disabled such as protective employment, and day care centres for chronically mentally ill person (this is particularly relevant in relation to intersectoral responsibility between the different Government departments); and
- * a policy review system.

SUBSTANCE ABUSE

SITUATION ANALYSIS

128. Substance abuse is recognised as one of the greatest health and social problems in South Africa. It has wide-ranging consequences, which include physical debilitation, chronic impairment, injuries, marital and family problems, child abuse, violence in families and communities, trauma, depression, crime, traffic accidents, work stress, social misery and economic costs.

129. Alcohol remains the most popularly abused drug, and alcoholic beverages are growing in popularity, especially in informal settlements and rural areas. Over-the-counter medicine and prescription drugs are increasingly used for drug abuse. Regarding other drugs, the South African market is dominated by dagga, Mandrax, cocaine, heroin and LSD. The simultaneous use of dagga and Mandrax is widespread in South Africa. Glue sniffing is also prevalent. The increase in liquor outlets (shebeens in particular) and drug smuggling and selling as a means income, is a grave concern.

130. It is estimated that approximately 5,8% of the South African population over the age of 15 is dependent on alcohol¹¹. High-risk groups include the youth, children, especially street children, homeless adults, people living in townships, informal settlements and rural areas, prisoners and athlete. Although there are indications that the abuse of drugs and illicit substances is increasing, the extent of the abuse has not yet been established.

131. Services in the overcrowded townships, informal settlements and rural areas are grossly inadequate compared with those in urban areas. Detoxification services, at hospitals in particular, are often inadequate. Community-based services as well as treatment programmes and services for high-risk groups are very limited. Insufficient funds and personnel threaten existing services and their further development. After-care services providing for the reintegration of patients into the community are inadequate. Primary prevention programmes are a priority.

132. A network of specialist welfare organisations, together with the departments of welfare, render specific services regarding substance abuse in all the provinces. Other organisations and support groups are visible in most urban areas. A number of bodies exist which provide research services to inform policy and programme development. Guidance classes can serve as a corrective resource but can also be utilised for broader preventative programmes.

APPROACH

Comprehensive and intersectoral

133. The approach to substance abuse should be comprehensive and intersectoral. Combating substance abuse should be done in partnership, through networking and co-operation between all relevant roleplayers at all levels. International networking is very important to combat the substance abuse problem. The reduction of the demand and supply of abusive substances should be addressed simultaneously.

Services must be made accessible to people with disabilities.

¹¹ South African National Council on Alcoholism and Drug Dependence (SANCA), 1993.

- * die ontwikkeling van duidelike riglyne vir vennootskappe en die herstrukturering van die NRO's wat geestesgesondheidsdienste lewer om te verseker dat eenstop-veeldoelige dienste tot stand kom om gemeenskappe te bedien;
- * kapasiteitsuitbouing om die kennis en vaardighede van gemeenskapsgeestesgesondheidswerkers te vermeerder;
- * 'n doeltreffende data-insamelingstelsel;
- * die opleiding van primêregesondheidsorgwerkers, generiese maatskaplike werkers en ander toepaslike kategorieë van maatskaplikewelsynspersoneel in diagnostiese en behandelingsvaardighede;
- * geestesgesondheidsbevorderingsprogramme;
- * 'n hersiening van gemeenskapsdienste en -fasiliteite vir geestesgestremdes soos beskermende werk en dagsorgsentra vir chronies geestesongestelde persone (dit is veral ter sake met betrekking tot intersektorale verantwoordelikheid tussen die verskillende Staatsdepartemente); en
- * 'n beleidshersieningstelsel.

DWELMMISBRUIK

SITUASIE-ANALISE

128. Dwelmmisbruik word erken as een van die grootste gesondheids- en maatskaplike probleme in Suid-Afrika. Dit het 'n wye reeks van nagevolge wat fisiese aftakeling, chroniese aantasting, beserings, huweliks- en gesinsprobleme, kindermishandeling, geweld in gesinne en gemeenskappe, trauma, depressie, misdaad, verkeersongelukke, werkstres, maatskaplike ellende en ekonomiese koste insluit.

129. Alkohol is steeds die populêrste dwelm wat misbruik word en alkoholiese drankie neem toe in populariteit, veral in informele nedersettings en landelike gebiede. Medisyne wat oor die toonbank gekoop word en voorgeskrewe medisyne word in toenemende mate ook populêr. Betreffende ander dwelms word die Suid-Afrikaanse mark gedomineer deur dagga, Mandrax, kokaïne, heroine en LSD. Die gelyktydige gebruik van dagga en Mandrax is wyd verspreid in Suid-Afrika. Gomsnuiewery kom ook algemeen voor. Die toename van alkoholafsetpunte (sjebiens in die besonder) en dwelmsmokkelary en die verkoop daarvan om 'n inkomste te verdien is 'n saak van groot kommer.

130. Daar word geraam dat ongeveer 5,8% van die Suid-Afrikaanse bevolking bo die ouderdom van 15 jaar van alkohol afhanklik is.¹¹ Hoërisikogroepe sluit in, die jeug, kinders, veral straatkinders, daklose volwassenes, mense wat in townships, informele nedersettings en landelike gebiede woon, gevangenis en atlete. Alhoewel daar aanduidings is dat die gebruik van dwelms en onwettige stowwe aan die toeneem is, is die omvang daarvan nog nie bepaal nie.

131. Dienste in die oorbevolkte townships, informele nedersettings en landelike gebiede is erg ontoereikend in vergelyking met die stedelike gebiede. Detoksifikasiedienste, veral by hospitale, is dikwels ontoereikend. Gemeenskapsgebaseerde dienste asook behandelingsprogramme en dienste vir hoërisikogroepe is baie beperk. Die gebrek aan fondse en personeel bedreig die bestaande dienste en die ontwikkeling daarvan. Nasorgdienste wat voorsiening maak vir die herinskakeling van pasiënte by die gemeenskap, is ontoereikend. Primêre voorkomingsprogramme is 'n prioriteit.

132. 'n Netwerk van gespesialiseerde welsynorganisasies lewer tesame met die departemente van welsyn in al die provinsies spesifieke dienste betreffende—dwelmmisbruik. Ander organisasies en ondersteuningsgroepe is sigbaar in die meeste van die stedelike gebiede. 'n Aantal navorsingsinstellings bestaan, wat navorsingsdienste voorsien om beleids en programontwikkeling toe te lig. Voorligtingsklasse kan dien as 'n korrektiewe hulpbrôn maar kan ook vir breë voorkomingsprogramme benut word.

BENADERING

Omvattend en intersektoraal

133. Die benadering tot dwelmmisbruik behoort omvattend en inter-sektoraal te wees. Die bestryding van dwelmmisbruik behoort in vennootskap by wyse van netwerkskepping en samewerking tussen alle tersaaklike rolspelers op alle vlakke, gedoen te word. Internasionale netwerkskepping is baie belangrik vir die bestryding van die probleem van dwelmmisbruik. Die vermindering van die vraag na en aanbod van gewoontevormende stowwe behoort gelyktydig aandag te kry.

Dienste moet vir mense met gestremdhede toeganklik gemaak word.

¹¹ Die Suid-Afrikaanse Nasionale Raad insake Alkoholisme en Dwelmafhanklikheid (SANRA), 1993.

Prevention

134. Communities have the right to information and education about substance abuse and to receive quality care and services. Communities should contribute financially where possible. Programmes should be aimed at all dimensions of human life: physical, psychological, social and spiritual. Prevention programmes will promote a healthy life-style free from substance abuse. Pro-active media campaigns are needed to educate the public.

Co-responsibility

135. The Government is responsible for treatment and prevention programmes. It should focus on vulnerable and high-risk groups and disadvantaged communities. Co-responsibility for the prevention and treatment of substance abuse rests with the individual, the family, civil society, employers and business, religious organisations and the Government.

Community-based treatment

136. Community-based treatment and development will be promoted, particularly in underserved areas. More appropriate community-based structures should be developed, for example day-care centres, out-patient services, mobile clinics and transit houses. Social services should also be available not only to the person abusing substances, but also to the family, especially children.

Capacity building

137. Specialised knowledge in respect of substance abuse should form the basis of generic social welfare services, voluntary service rendering and interventions by other professionals, as well as religious and indigenous care-givers.

Evaluation

138. Planning, policy formulation and legislation should be regularly updated in consultation with the relevant roleplayers. The problems of drug and alcohol abuse will be assessed through ongoing and appropriate research.

GUIDELINES FOR STRATEGIES**Prevention and education programmes**

139. Primary intervention will be aimed at awareness, information and education programmes for the public. These programmes will be targeted at school-going children, youth and parents. The focus of secondary prevention will be on high-risk groups with the aim of providing specific education, making use, among other things, of employee assistance programmes and youth forums. Tertiary prevention will focus on holistic community-based treatment programmes with the aim of preventing the recurrence of abuse. Appropriate information, education, development and prevention programmes will be provided to promote a healthy lifestyle, free of substance abuse. Strategies will also be devised to curb the demand for abusive substances, at the same time linking up with supply reduction strategies. Community development programmes in disadvantaged communities will promote empowerment and self-help strategies.

Re-integration into the community

140. Interprofessional treatment and after-care programmes will ensure the effective reintegration of the dependant into the community.

Expansion of services and facilities

141. Services in underserved communities will be expanded through community-based strategies. Existing residential facilities which are not being fully utilised will need to become more efficient and effective in meeting needs. Residential facilities will only be expanded after rigorous assessment of needs. Consultations will be held with the Department of Health about the provision of detoxification and medical care services at all provincial hospitals.

Voorkoming

134. Gemeenskappe het 'n reg op inligting en opvoeding oor dwelmmisbruik en om kwaliteitsorg en dienste te ontvang. Waar moontlik, behoort gemeenskappe 'n finansiële bydrae te lewer. Programme behoort ingestel te wees op alle dimensies van die menslike lewe: fisies, psigies, maatskaplik en geestelik. Voorkomingsprogramme sal 'n gesonde lewenswyse, wat vry is van dwelmmisbruik, bevorder. Proaktiewe mediaveldtogte word benodig om die publiek op te voed.

Medeverantwoordelikheid

135. Die Staat is verantwoordelik vir behandelings- en voorkomingsprogramme. Dit behoort te fokus op kwetsbare en hoërisikogroepe en benadeelde gemeenskappe. Medeverantwoordelikheid vir die voorkoming en behandeling van dwelmmisbruik berus by die individu, die gesin, die burgerlike samelewing, werkgewers en besighede, godsdienstige organisasies en die Staat.

Gemeenskapsgebaseerde behandeling

136. Gemeenskapsgebaseerde behandeling en ontwikkeling sal bevorder word, veral in die gebiede waar 'n gebrek aan dienste bestaan. Meer geskikte gemeenskapsgebaseerde strukture behoort ontwikkel te word, soos dagsorgsentra, buitepasiëntendienste, mobiele klinieke en deurgangshuise. Maatskaplike dienste behoort ook beskikbaar te wees, nie slegs vir die dwelmmisbruiker nie, maar ook vir die gesin, veral kinders.

Kapasiteitsuitbouing

137. Gespesialiseerde kennis betreffende dwelmmisbruik behoort generiese maatskaplikewerkdienste, vrywillige dienslewering en intervensies deur ander professionele persone sowel as godsdienstige en inheemse versorgers toe te lig.

Evaluasie

138. Beplanning, beleidsformulering en wetgewing behoort gereeld bygewerk te word in oorleg met die betrokke rolspelers. Die probleme van dwelm- en alkoholmisbruik sal by wyse van deurlopende en geskikte navorsing beoordeel word.

RIGLYNE VIR STRATEGIEË

Voorkomings- en opvoedkundige programme

139. Primêre intervensie sal gerig wees op bewusmaking, inligting en opvoedingsprogramme vir die publiek. Hierdie programme sal gemik wees op skoolgaande kinders, die jeug en ouers. Die fokus van sekondêre voorkoming sal op hoërisikogroepe wees met die doel om spesifieke opvoeding te verskaf, insluitende werknemerhulpprogramme en jeugforums. Tersêre voorkoming sal fokus op holistiese gemeenskapsgebaseerde behandelingsprogramme met die doel om die herhaling van misbruik te voorkom. Geskikte inligtings-, opvoedings-, ontwikkelings- en voorkomingsprogramme sal verskaf word om 'n gesonde lewenswyse wat vry is van die misbruik van gewoontevormende stowwe, te bevorder. Strategieë sal ook ontwerp word om die vraag na gewoontevormende stowwe aan bande te lê, wat gekoppel sal word aan strategieë om verskaffing te verminder. Gemeenskapsontwikkelingsprogramme in agtergestelde gemeenskappe sal bemagtigings- en selfhelpstrategieë bevorder.

Herinskakeling by die gemeenskap

140. Interprofessionele behandeling en nasorgprogramme sal verseker dat die afhanklike doelmatig weer by die gemeenskap ingeskakel word.

Uitbreiding van dienste en fasiliteite

141. In gemeenskappe waar daar 'n gebrek aan dienste is, sal dienste uitgebrei word deur middel van gemeenskapsgebaseerde strategieë. Bestaande residensiële fasiliteite wat onderbenut word, sal doeltreffender en doelmatiger moet word om in die behoeftes te voorsien. Residensiële fasiliteite sal slegs uitgebrei word nadat 'n nougesette beoordeling van die behoefte gedoen is. Daar sal met die Departement van Gesondheid oorleg gepleeg word betreffende die voorsiening van detoksifikasie en mediese sorg by alle provinsiale hospitale.

Funding options

142. Funding mechanisms such as medical aid societies and medical insurance will be sought to meet the cost of treatment for substance abuse.

Accredited training

143. Specialised accredited training units will be made available to provide adequate training for allied personnel and volunteers in the field.

Data and research

144. A reliable database on substance abuse will be developed. Appropriate programmes to combat substance abuse will be undergirded by research.

Co-ordinated efforts

145. Substance abuse forums networking at the national, regional and local levels will be encouraged to lobby for the establishment of more effective prevention and treatment services. A strong representative consultative and co-ordinating body is needed which will foster partnerships and ensure the implementation of a national strategic plan for combating substance abuse.

Legislative reform

146. Comprehensive legislation will be introduced to address the fragmentation in present legislation.

CRIME PREVENTION THROUGH DEVELOPMENT AND RESTORATIVE JUSTICE**SITUATION ANALYSIS**

147. Crime in South Africa is a serious impediment to sustained harmonious development. Statistics compiled in 1994 indicate that an average of 7 177 serious offenses are committed annually per 100 000 of the population, with this figure rising, as high as 11 600 in KwaZulu/Natal and 9 200 in Gauteng.

148. The offenders being processed by the courts far outnumber the persons available to provide services to them.

149. Child and youth crime is on the increase. As of 31 January 1995, the Department of Correctional Services reported a total of 675 sentenced children under the age of 18, and 8 619 sentenced youths in the 18 to 21 age group. Unsented children in custody have been released and are being accommodated in alternative accommodation. There is a need for the transformation of the child and youth care system to prevent children getting into trouble with the law.

150. According to the Probation Services Act, 1991 (Act 116 of 1991), probation officers have the task of screening, selecting and assessing persons awaiting trial. Persons to be screened are all those under the age of 18, all first offenders, and all women offenders. Probation officers are also required to prepare and present pre-sentence reports and undertake the supervision of sentenced offenders. In addition, probation officers and social workers are supposed to meet the needs of victims of crime. To date, the needs of victims of crime have been neglected in South Africa.

Very few of these tasks are in fact carried out. Probation services are overloaded and understaffed. There are few fixed posts in the probation services, with most probation officers doubling up on their social work obligations.

APPROACH

151. In order to reduce offences, crime needs to be addressed from a wider social and economic perspective.

Befondsingsopsies

142. Befondsingsmeganismes soos mediesehulpverenigings en mediese versekering sal gevind word om die koste van die behandeling vir dwelmmisbruik te betaal.

Geakkrediteerde opleiding

143. Gespesialiseerde geakkrediteerde opleidingseenhede sal beskikbaar gestel word om toereikende opleiding vir verwante personeel en vrywilligers op hierdie terrein te bied.

Data en navorsings

144. 'n Betroubare databasis oor dwelmmisbruik sal ontwikkel word. Geskikte programme om dwelmmisbruik te bekamp sal deur navorsing toegelig word.

Gekoördineerde pogings

145. Dwelmmisbruikforums wat op nasionale, streeks- en plaaslike vlak skakel, sal aangemoedig word om druk uit te oefen vir die daarstelling van doeltreffender voorkomings- en behandelingsdienste. 'n Sterk verteenwoordigende, oorlegplegende en koördinerende liggaam is nodig wat vennootskappe sal koester en die uitvoering van 'n nasionale strategiese plan vir die bekamping van dwelmmisbruik sal verseker.

Wetgewende hervorming

146. Omvattende wetgewing sal ingestel word om die fragmentering van die huidige wetgewing te hanteer.

MISDAADVOORKOMING DEUR MIDDEL VAN ONTWIKKELING EN HERSTELLEND GERECHTIGHEID**SITUASIE-ANALISE**

147. In Suid-Afrika is misdaad 'n ernstige belemmering vir volgehoue harmonieuse ontwikkeling. Statistiek wat in 1994 saamgestel is, dui aan dat gemiddeld 7 177 ernstige oortredings per 100 000 van die bevolking per jaar gepleeg word, terwyl hierdie syfers tot 11 600 in KwaZulu/Natal en 9 200 in Gauteng is.

148. Die oortreders waarteen geregtelike stappe in die hof gedoen word, is baie meer as die persone wat beskikbaar is om dienste aan hulle te lewer.

149. Misdaad gepleeg deur kinders en jeugdige is aan die toeneem. Op 31 Januarie 1995 het die Departement van Korrektiewe Dienste gerapporteer dat daar altesaam 675 kinders onder die ouderdom van 18 jaar gevonnissen is, terwyl 8 619 jeugdige in die ouderdomsgroep 18 tot 21 jaar gevonnissen is. Ongevonnisde kinders wat in aanhouding was, is vrygelaat en word in alternatiewe akkommodasie gehuisves. Daar bestaan 'n behoefte daaraan om die kinder- en jeugsorgstelsel te herskep om te verhoed dat kinders met die gereg bots.

150. Ingevolge die Wet op Proefdienste, 1991 (Wet 116 van 1991), het proefbeampes die taak van keuring, seleksie en assessering van verhoorafwagende persone. Persone wat gekeur moet word, is almal onder die ouderdom van 18 jaar, alle eerste oortreders en alle vroulike oortreders. Daar word ook van proefbeampes vereis om voorvonnisverslae op te stel en in te handig en om toesig oor die gevonnisde oortreders uit te oefen. Daarbenewens moet proefbeampes en maatskaplike werkers in die behoeftes van die slagoffers van misdaad voorsien. Tot op datum is die behoeftes van die slagoffers van misdaad in Suid-Afrika verwaarloos.

Baie min van bogenoemde take word inderdaad uitgevoer. Proefdienste is oorlaai en daar is te min personeel. Daar bestaan enkele vasgestelde poste in die proefdienste en die meeste proefbeampes moet dubbele werk verrig om hulle maatskaplikewerkverpligtinge na te kom.

BENADERING

151. Ten einde oortredings te verminder moet misdaad hanteer word vanuit 'n wyer maatskaplike en ekonomiese perspektief.

An integrated programme for crime prevention and restorative justice will be developed by the Department of Welfare in collaboration with other Government departments and stakeholders in civil society. These programmes will address the social and economic factors which contribute to crime. Social welfare programmes will focus on the prevention of crime and the reduction of offences through social support services and development programmes. The needs of offenders, victims and their families will be addressed.

152. The Department of Welfare in collaboration with other Government departments and stakeholders is developing a national plan of action to transform the child and youth care system. This plan of action will include youth justice, residential and community care, treatment programmes and human resource development. Integrated, preventative, restorative and developmental programmes are also being developed and will be linked to wider reconstruction and development initiatives.

This plan of action will be implemented in all the provinces. The management and monitoring of the process will be overseen by the national Department of Welfare in collaboration with other Government departments and stakeholders.

153. The United Nations' International guidelines on the prevention of juvenile delinquency and care of offenders and victims of crime will guide policy and programme development.

GUIDELINES FOR STRATEGY

Services to offenders, victims and their families

154. The following general principles, guidelines and recommendations will inform development social welfare programmes for offenders, victims of crime and their families:

- (a) The families of sentenced prisoners will be assisted to preserve family life. Contact between prisoners and their families will also be facilitated. Released prisoners will be helped to become reintegrated into their families and communities. The departments of welfare in collaboration with other stakeholders will facilitate the meeting of the social needs of the families of offenders. Community-based organisations will also be involved to provide services to families.
- (b) All services must aim at restorative justice by taking into account the victims' perspectives and by involving the community in justice processes, thus promoting reintegration and social cohesion. Services to victims will have a dual thrust, that is, they will focus on the needs of the victims on the one hand and stress the rights of victims on the other.

Victims' rights within the judicial system will be carefully balanced with the rights of the offender and will be in line with the civil and political rights of citizens.

- (c) Alleged offenders awaiting trial have special needs. Services must be made available to them and their families. Appropriate community-based alternatives for detained prisoners awaiting trial will also be established. The Department of Welfare will participate with other role-players in the setting of guidelines for the treatment of offenders awaiting trial.
- (d) Employment programmes, skills training and retraining opportunities for ex-offenders will be developed, as well as halfway houses and community-based temporary shelter arrangements.
- (e) Institutionalisation will be a last resort. Only offenders who pose a serious threat to society should be imprisoned. Alternative forms of sentencing will be considered.
- (f) Community sentences should be developed and maintained at a level which will command credibility with the courts as an alternative to imprisonment. Alternative sentencing should be well planned and monitored.

'n Geïntegreerde program vir die voorkoming van misdaad en herstellende geregtigheid sal deur die Departement van Welsyn opgestel word in samewerking met ander Staatsdepartemente en belanghebbendes in die burgerlike samelewing. Hierdie programme sal aandag gee aan die maatskaplike en ekonomiese faktore wat aanleiding gee tot misdaad. Maatskaplikewelsynsprogramme sal fokus op die voorkoming van misdaad en die vermindering van oortredings deur middel van maatskaplikebystandsdienste en ontwikkelingsprogramme. Daar sal aandag gegee word aan die behoeftes van die oortreders, die slagoffers en hulle gesinne.

152. Die Departement van Welsyn, in samewerking met ander Staatsdepartemente en belanghebbendes, is besig om 'n nasionale plan van aksie te ontwikkel om die kinder- en jeugsorgstelsel te herskep. Hierdie plan van aksie sal jeuggeregtigheid, residensiële en gemeenskapsorg, behandelingsprogramme en mensehulpbronontwikkeling insluit. Geïntegreerde, voorkomende, herstellende en ontwikkelingsgerigte programme word ook ontwikkel en sal aan wyer heropbou- en ontwikkelingsinisiatiewe gekoppel word.

Hierdie plan van aksie sal in alle provinsies uitgevoer word. Die bestuur en monitering van die proses sal onder toesig van die nasionale Departement van Welsyn geskied, in samewerking met ander departemente en belanghebbendes.

153. Internasionale riglyne, bepaal deur die Verenigde Nasies, oor die voorkoming van jeugmisdaad en versorging van oortreders en slagoffers van misdaad sal as riglyn dien vir beleids- en programontwikkeling.

RIGLYNE VIR 'N STRATEGIE

Dienste aan oortreders, slagoffers en hulle gesinne

154. Die volgende algemene beginsels, riglyne en aanbevelings sal ontwikkelingsgerigte maatskaplikewelsynsprogramme vir oortreders, slagoffers van misdaad en hulle gesinne toelig:

- (a) Die gesinne van gevonniste gevangenes sal gehelp word om die gesinslewe te behou. Kontak tussen gevangenes en hulle gesinne sal ook gefasiliteer word. Vrygelate gevangenes sal gehelp word om weer in te skakel by hulle gesinne en gemeenskappe. Die departemente van welsyn, in samewerking met ander belanghebbendes, sal voorsiening in die maatskaplike behoeftes van gesinne of oortreders fasiliteer. Gemeenskapsgebaseerde organisasies sal ook betrokke wees by dienslewering aan gesinne.
- (b) Alle dienste moet gemik wees op herstellende geregtigheid deur die slagoffer se perspektiewe in aanmerking te neem en deur die gemeenskap te betrek by die geregtelike prosesse om sodoende herinskakeling en maatskaplike samehorigheid te bevorder. Dienste aan slagoffers sal 'n tweeledige stukrag hê te wete dit sal aan die een kant fokus op die behoeftes van die slagoffers en aan die ander kant sal dit die regte van die slagoffers beklemtoon.
Die regte van die slagoffers binne die strafregtelike stelsel sal noukeurig gebalanseer word met die regte van die oortreder en sal ooreenstem met die burgerlike en politieke regte van die inwoners.
- (c) Beweerde oortreders wat verhoorafwagtend is, het spesiale behoeftes. Dienste moet aan hulle en hulle gesinne beskikbaar gestel word. Geskikte gemeenskapsgebaseerde alternatiewe vir aangehoude gevangenes wat verhoorafwagtend is, sal ook ingestel word. Die Departement van Welsyn sal in samewerking met ander rolspelers deelneem aan die stel van riglyne vir die behandeling van verhoorafwagtende oortreders.
- (d) Werkverskaffingsprogramme, vaardighedsopleiding en heropleidingsgeleenthede vir gewese oortreders sal ontwikkel word, asook reëlins vir deurgangshuise en gemeenskapsgebaseerde tydelike skuldings.
- (e) Institusionalisering sal die laaste uitweg wees. Slegs oortreders wat 'n ernstige bedreiging vir die samelewing inhou, behoort opgesluit te word. Alternatiewe vorms van vonnisoplegging sal oorweeg word.
- (f) Gemeenskapsvonnisse behoort ontwikkel en in stand gehou te word op 'n vlak wat geloofwaardigheid by die houe sal afdwing as 'n alternatief vir gevangenisstraf. Alternatiewe vorms van vonnisoplegging behoort goed beplan en gemoniteer te word.

Probation services

155. A transformation of the probation services is required in order to provide a service that is realistic and achievable, taking into account adequate human and auxiliary resources.

The conversion of a number of posts to permanent probation service posts will be considered as an interim measure, with a longer-term plan to appoint a larger number of probation officers in order to meet the demand. The allocation of financial and human resources to each province, based on their particular developmental needs, will be promoted.

Principles and guidelines

156. The following principles and guidelines pertain to youth justice:

- (a) The best interests of children and juveniles must be paramount in all actions.
- (b) Children and juveniles are always in some way connected to their family or support network, community or culture. These ties will be strengthened, and the capacity of such families and communities to provide support and care will be promoted.
- (c) Every opportunity should be taken to ensure that children and juveniles coming into conflict with the law have access to all available services to avoid recidivism. This is vital and in the long run will lower the overall crime rate.
- (d) Diversion from the legal system should be the preferred way of dealing with child offenders, and effective programmes should be developed.

Prevention targeted at children and juveniles

157. Prevention of crime and recidivism are most effective when targeted at child and juvenile offenders.

- (a) Action to prevent offences will target social risk situations. Prevention programmes will be directed at groups which can be identified as vulnerable to factors associated with the causes of offences by children.
- (b) In the short term, strategies will be developed to deal with immediate needs, based on the following guidelines:
 - * Early, sustained intervention;
 - * community development and involvement;
 - * the identification of children at risk of committing offences or further transgressions, and the provision of individualised prevention services; and
 - * the provision of basic educational skills.
- (c) Long-term programmes will include the following:
 - * Health and psychological care;
 - * the education and empowerment of the child, parents and community;
 - * the supervision and care of infants and children; and
 - * the development of sport and leisure facilities.
- (d) Prevention programmes will include the following:
 - * Advocacy of a system of justice for child and juvenile offenders which takes a comprehensive approach and includes provision for tertiary prevention;
 - * the development of diversion and alternative sentencing programmes with an emphasis on the prevention of re-offending;
 - * the involvement of parents and communities in efforts to prevent the re-commitment of offences; and
 - * early assessment of children and juveniles in conflict with the law.

158. Specific recommendations regarding child and juvenile offenders

- (a) A new child and youth justice system is essential and will be developed in partnership with all stakeholders. Services provided for vulnerable children and juveniles (for example, school dropouts) likely to become involved in crime or delinquency will be comprehensive and will range from prevention at community level to treatment in secure facilities.

Proefdienste

155. 'n Herskepping van die proefdienste word vereis om sodoende 'n diens te lewer wat realisties en bereikbaar is, met inagneming van toereikende menslike en bykomende hulpbronne.

As 'n tussentydse maatreël sal oorweging geskend word aan die omskakeling van 'n getal poste na permanente proefdiensposte, terwyl as 'n langtermynplan oorweging geskenk sal word aan die aanstelling van 'n groter getal proefbeampies ten einde in die vraag te voorsien. Die toewysing van finansiële en menslike hulpbronne aan elke provinsie gebaseer op hulle besondere ontwikkelingsbehoefte sal bevorder word.

Beginnels en riglyne

156. Die volgende beginsels en riglyne het betrekking op geregtigheid vir die jeug:

- (a) Die beste belang van kinders en die jeug moet in alle aksies oorheersend wees.
- (b) Kinders en die jeug is altyd op een of ander wyse verbind aan hulle gesinne of steunnetwerk, gemeenskap of kultuur. Hierdie bande sal versterk word en die kapasiteit van sulke gesinne en gemeenskappe om ondersteuning en sorg te voorsien sal bevorder word.
- (c) Elke geleentheid moet aangegryp word om te verseker dat kinders en die jeug wat in botsing met die gereg kom, toegang het tot alle beskikbare dienste om residivisme te vermy. Dit is noodsaaklik en oor die lang termyn sal dit die misdaadsyfer in alle opsigte verlaag.
- (d) Wegwending uit die regstelsel behoort die gekose manier te wees om met kinderoortreders te handel en doeltreffende programme behoort ontwikkel te word.

Voorkoming gemik op kinders en die jeug

157. Voorkoming van misdaad en residivisme is die doeltreffendste wanneer dit op kinder- en jeugoortreders gerig is.

- (a) Optrede om oortredings te voorkom sal maatskaplikerisikosituasies as mikpunt hê. Voorkomingsprogramme sal gerig wees op groepe wat geïdentifiseer kan word as kwetsbaar vir faktore wat geassosieer word met die oorsake van oortredings deur kinders.
- (b) Oor die kort termyn sal strategieë ontwikkel word om die onmiddellike behoeftes te hanteer, gebaseer op die volgende riglyne:
 - * Vroeë volgehoue intervensie;
 - * gemeenskapsontwikkeling en betrokkenheid;
 - * die identifisering van kinders wat die risiko loop om oortredings te begaan of weer te oortree, en die voorsiening van geïndividualiseerde voorkomingsdienste; en
 - * die voorsiening van basiese onderwysvaardighede.
- (c) Oor die lang termyn sal programme die volgende insluit:
 - * Gesondheid en sielkundige versorging;
 - * die opvoeding en bemaatiging van die kind, die ouers en die gemeenskap;
 - * die toesighouding oor en versorging van die jong kind en kinders; en
 - * die ontwikkeling van sport- en ontspanningsfasiliteite.
- (d) Voorkomingsprogramme sal die volgende insluit:
 - * Bepaling van 'n regstelsel vir kinder- en jeugoortreders wat 'n omvattende benadering sal behels en voorsiening vir tersiêre voorkoming sal insluit;
 - * die ontwikkeling van wegwendings- en alternatiewe vonnisopleggingsprogramme met die nadruk op die voorkoming van heroortreding;
 - * die betrokkenheid van die ouers en gemeenskappe by pogings om heroortreding te voorkom; en
 - * vroeë assessering van kinders en jeugdige wat in botsing met die gereg kom.

158. Spesifieke aanbevelings betreffende kinder- en jeugoortreders

- (a) Die ontwikkeling van 'n nuwe kinder- en jeugregstelsel is noodsaaklik en sal in vennootskap met alle belanghebbendes ontwikkel word. Dienste wat voorsien word aan kwetsbare kinders en jeugdige (byvoorbeeld voortydige skoolverlaters) wat waarskynlik by misdaad of jeugmisdaad betrokke kan raak, sal omvattend wees en sal wissel van voorkoming op gemeenskapsvlak tot behandeling in veilige fasiliteite.

Consideration will be given to the establishment of an operational research unit to undergird the development and evaluation of social programming.

- (b) At the preventative level, family functioning will be enhanced and parents and children will receive social skills training. The emotional bonds between the child, the parent, the school, the community and the religious community, will be strengthened.
- (c) Teachers and other professionals will be sensitised to identify vulnerable children at an early stage. The departments of education will be strongly urged to develop school based developmental social welfare programmes to address the needs of all children, especially those who are vulnerable and at risk of impaired social functioning. Vulnerable children and juveniles will be given assistance in replacing negative support networks (for example, gangs) with positive ones.
- (d) An integrative programme of social upliftment will be introduced in vulnerable communities.
- (e) In the provision of statutory services, the communication, co-ordination and co-operation between all roleplayers will be promoted at a national, provincial, regional and local level, including that between the Departments of Welfare, Justice and Correctional Services, the South African Police Services (SAPS), NGOs, CBOs, community members and parents.
- (f) In line with the Beijing Rules and the Probation Services Act, 1991 (Act 116 of 1991), a dynamic child and juvenile offender prevention and care policy will be developed. The primary intention of this policy will be to keep child and juvenile offenders out of the criminal justice system for as long as possible.
- (g) A management protocol, and mechanisms involving a multidisciplinary team, parents, volunteers and community members, will be developed to deal with children in the pre-trial phase, for example review panels operating on a 24-hour basis, the National Child Line, and community-based supervision programmes.
- (h) A uniform strategy and procedures for the assessment of the needs of child and youth offenders will be developed and the most appropriate treatment options considered. The least restrictive and most empowering management option will be chosen. Children will be kept in custody only if it is absolutely necessary for the protection of society.
- (i) Child and youth offenders and their families will receive counselling and should have access to legal aid if necessary. This will be at the discretion of the courts and should be means-tested. Detained children and juveniles will at all times and under all circumstances be separated from adults.
- (j) A central register of children and juveniles awaiting trial and/or sentenced children and juveniles will be kept by provincial welfare departments in co-operation with the Department of Safety and Security. Children and juveniles kept in secured and open facilities (including schools of industry and reform schools) will be the responsibility of specially trained child and youth-care workers. Special support programmes presented within the therapeutic community model will be available.
- (k) Programmes for offenders will be monitored, evaluated and adapted. Programmes of this nature will be piloted on a small, localised scale before being implemented nationally.
- (l) Legislation and proper management protocols will be developed as a matter of urgency between the Departments of Justice and Welfare and other stakeholders.

Diversion

159. Where possible, children and juveniles will be diverted from the criminal justice system, in keeping with the United Nations Standard Minimum Rules for the Administration of Juvenile Justice (the Beijing Rules).

Working arrangements regarding the development and rendering of diversionary services will be entered into with welfare and other organisations.

The Department of Welfare will support the tabling and enabling legislation in order to make diversion an officially authorised option in all magisterial districts.

Oorweging sal geskenk word aan die daarstelling van 'n operasionele navorsingseenheid om die ontwikkeling en evaluasie van maatskaplike programmering toe te lig.

- (b) Op voorkomende vlak sal gesinsfunksionering verhoog word en ouers en kinders sal opleiding in maatskaplike vaardighede ontvang. Die emosionele bande tussen die kind, die ouer, die skool, die gemeenskap en die godsdienstige gemeenskap, sal verstrekkend word.
- (c) Onderwysers en ander professionele persone sal sensitief gemaak word om kwetsbare kinders in 'n vroeë stadium te identifiseer. Die departement van onderwys sal ernstig aangespoor word om skoolgebaseerde ontwikkelingsgerigte maatskaplikewelsynsprogramme te ontwikkel om die behoeftes van alle kinders te hanteer, veral diegene wat kwetsbaar is en die risiko van benadeelde maatskaplike funksionering loop. Daar sal aan kwetsbare kinders en jeugdige hulp verleen word om negatiewe steunnetwerke (soos bendes) met positiewe netwerke te vervang.
- (d) 'n Volledige program van maatskaplike opheffing sal in die kwetsbare gemeenskappe ingestel word.
- (e) By die voorsiening van statutêre dienste sal kommunikasie, koördinering en samewerking tussen alle rolspelers bevorder word op nasionale, provinsiale, streeks- en plaaslike vlak, insluitende die Departement van Welsyn, Justisie en Korrektiewe Dienste, die Suid-Afrikaanse Polisie (SAPD), NRO's, GGO's, lede van die gemeenskap en ouers.
- (f) Ooreenkomstig die Beijing-reëls en die Wet op Proefdienste, 1991 (Wet 116 van 1991), sal 'n dinamiese voorkomings- en versorgingsbeleid vir kinder- en jeugoortreders ontwikkel word. Die primêre bedoeling met hierdie beleid sal wees om kinder- en jeugoortreders vir so lank as moontlik uit die strafregtelike stelsel te hou.
- (g) 'n Bestuursprotokol en meganismes wat 'n multidissiplinêre span, ouers, vrywilligers en lede van die gemeenskap betrek, sal ontwikkel word om met kinders in die vooronderzoekfase te handel, byvoorbeeld hersieningspanne werksaam op 'n 24-uurbasis, die Nasionale Kinderyn en gemeenskapsgebaseerde toesighoudingsprogramme.
- (h) 'n Eenvormige strategie en prosedures vir die assessering van die behoeftes van kinder- en jeugoortreders sal ontwikkel word en die toepaslike opsies vir behandeling sal oorweeg word. Die minstens beperkende en die mees bemaatigde bestuursopsie sal gekies word. Kinders sal slegs in aanhouding gehou word indien dit absoluut noodsaaklik is vir die beskerming van die samelewing.
- (i) Kinder- en jeugoortreders en hulle gesinne sal berading ontvang en behoort toegang tot regshulp te verkry indien nodig. Dit sal plaasvind op diskresie van die hof en behoort by wyse van 'n middeletoets te geskied. Kinders en jeugdige wat aangehou word, sal te alle tye en onder alle omstandighede van volwasse geskei wees.
- (j) 'n Sentrale register van kinders en jeugdige wat verhoorafwagting en/of gevonnissen is, sal bygehou word deur die provinsiale welsynsdepartement in samewerking met die Departement van Veiligheid en Sekuriteit. Kinders en jeugdige wat in beskermende en oop fasiliteite aangehou word (insluitende nywerheids- en verbeteringskole) sal die verantwoordelijkheid wees van spesiaal opgeleide kinder- en jeugsorgwerkers. Spesiale bystandsprogramme binne die terapeutiese gemeenskapsmodel sal beskikbaar wees.
- (k) Programme vir oortreders sal gemoniteer, geëvalueer en aangepas word. Programme van hierdie aard sal op 'n klein gelokaliseerde skaal van stapel gestuur word voordat dit op nasionale vlak geïmplementeer word.
- (l) Wetgewing en behoorlike bestuursprotokolle sal dringend ontwikkel word tussen die Departement van Justisie en Welsyn en met ander belanghebbendes.

Wegwending

159. Waar moontlik, sal kinders en jeugdige weggewend word van die strafregtelike stelsel, in ooreenstemming met die Verenigde Nasies se Standaard minimum reëls vir jeugdigeregspleging (United Nations Standard Minimum Rules for the Administration of Juvenile Justice, die Beijing-reëls). Funksionele reëlings sal getref word met welsyns- en ander organisasies betreffende die ontwikkeling en die lewering van wegwendingdienste.

Die Departement van Welsyn sal die tertaaflegging van instaatstellende wetgewing steun ten einde wegwending 'n amptelike opsie in alle landdrosdistrikte te maak.

Custody as a last resort

160. Children and juveniles will only be held in custody as a last resort. Wherever possible they should be released into the care of their parents or guardians to await trial in their own homes. Support will be given to families. This will require interdepartmental co-operation. The use of community volunteers for finding families will be encouraged.

Places of safety

161. An adequate number of trained staff for existing places of safety and the development of other community-based placements will continue to be a priority. Secure places of safety are needed. There will be better linkages between places of safety, schools of industry and reform schools and more collaboration in the management of education in these institutions.

The possibility of smaller places of safety for children and youth, with the emphasis on a family-type of environment and individual attention, will also be explored. Temporary foster placements for child and juvenile offenders is another option which will also be explored with the participation of communities.

Community-involvement

162. There should be greater involvement of communities in the supervision of sentenced children and juveniles through the development of special programmes for this purpose.

PEOPLE WITH CHRONIC ILLNESSES**SITUATION ANALYSIS****Definition**

163. A range of chronic diseases has been identified. These chronic diseases could present as a permanent or an acute condition. They could also impact on the individual and family's capacity to function optimally. Cancer and epilepsy are examples of such chronic diseases which could affect the individual's financial, psychosocial and educational development. Persons with chronic illnesses also experience difficulties in obtaining employment.

Tuberculosis (TB) could develop into a chronic illness. It is estimated that the total number of newly-diagnosed cases of TB rose from 55 000 in 1986 to 90 000 in 1993. This increase is largely due to the effect of HIV/AIDS. TB mortality is considered to be 13 000 or more per year.

The prevalence rate of epilepsy is 1% of the population. This means that there are more than 400 000 persons with epilepsy in the country. It is estimated that 20% of persons with epilepsy need intensive and/or ongoing psycho-social support and intervention. A further 20% will need a lesser degree of social intervention.

A total of 48 477 cancer cases were recorded in 1989. Figures are inaccurate as there is considerable underreporting especially in the rural areas.

164. The ability of an individual or family to care for and support a member with a chronic illness depends on the availability and accessibility of certain resources.

- (a) Transport to and from the hospital pose difficulties for many persons with chronic illnesses, especially those living far from a hospital.
- (b) Hospitalisation of chronically ill persons places an increased burden on hospital staff and the availability of beds. Patients are often discharged and need to be cared for at home by family members. Home-based care is often not an option for people who are homeless or whose families do not have the financial and/or psychological capacity to cope with care-giving. There is a lack of physical, material and psychological support for families and individuals caring for the chronically ill person at home.

There is a need for respite care and on-going support for these families. Creative strategies for support services are needed.

- (c) Medical costs are ongoing and are a drain on the individual and family's financial resources.

Aanhouding as 'n laaste uitweg

160. Kinders en jeugdiges sal slegs as 'n laaste uitweg aangehou word. Waar moontlik behoort hulle in die sorg van hulle ouers of voog vrygelaat te word in afwagting van die hofverrigtinge. Ondersteuning sal aan die gesinne gegee word en dit sal interdepartementele samewerking vereis. Die gebruik van vrywilligers uit die gemeenskap om gesinne op te spoor, sal aangemoedig word.

Veiligheidsplekke

161. 'n Toereikende getal opgeleide personeel vir die bestaande veiligheidsplekke en die ontwikkeling van ander gemeenskapsgebaseerde plasings sal steeds 'n prioriteit wees. Streng beveiligde veiligheidsplekke word benodig. Daar sal beter skakeling wees tussen veiligheidsplekke, nywerheidskole en verbeteringskole en groter samewerking in die bestuur van die onderwys in genoemde inrigtings.

Die moontlikheid van kleiner veiligheidsplekke vir kinders en jeugdiges met die klem op 'n gesinstipe van omgewing en individuele aandag sal ondersoek word. Tydelike pleegsorgplasings vir kinder- en jeugoordreders is 'n ander opsie wat in medewerking met die gemeenskappe ondersoek sal word.

Gemeenskapsbetrokkenheid

162. Daar behoort 'n groter betrokkenheid van gemeenskappe te wees by toesig oor gevonniste kinders en jeugdiges deur middel van die ontwikkeling van spesiale programme vir hierdie doel.

MENSE MET CHRONIESE SIEKSTES

SITUASIE-ANALISE

Definisie

163. 'n Verskeidenheid van chroniese siektes is geïdentifiseer. Hierdie chroniese siektes kan of 'n permanente of 'n akute toestand wees. Hulle kan ook impak op die individu en gesin se kapasiteit om optimaal te funksioneer. Kanker en epilepsie is voorbeelde van sodanige chroniese siektes wat die individu se finansiële, psigososiale en opvoedkundige ontwikkeling affekteer. Persone met chroniese siektes ondervind ook probleme om werk te verkry.

Tuberkulose (TB) kan in 'n chroniese siekte ontwikkel. Na raming het die totale getal van nuwe gediagnoseerde gevalle van TB gestyg van 55 000 in 1986 tot 90 000 in 1993. Hierdie toename is hoofsaaklik te wyte aan die uitwerking van MIV/VIGS. Die TB-mortaliteit word gereken op 13 000 of meer per jaar.

Die voorkomsyfer van epilepsie is 1% van die bevolking. Dit beteken dat daar meer as 400 000 persone met epilepsie in die land is. Daar word geraam dat 20% van persone met epilepsie intensiewe en/of deurlopende psigososiale onderskraging en intervensie benodig. 'n Verdere 20% sal 'n verminderde graad van maatskaplike intervensie benodig.

Altesaam 48 477 kanker gevalle is in 1989 aangeteken. Syfers is onakkuraat en daar bestaan aansienlike onderrapportering van gevalle, veral in die landelike gebiede.

164. Die vermoë van 'n individu of gesin om 'n lid van die gesin met 'n chroniese siekte te versorg en te ondersteun hang af van die beskikbaarheid en toeganklikheid van sekere hulpbronne.

- (a) Vervoer na en van die hospitaal gee probleme vir baie persone met chroniese siektes veral diegene wat ver van 'n hospitaal woon.
- (b) Hospitalisasie van chronies siek persone plaas 'n toenemende las op die hospitaalspersoneel en beskikbaarheid van beddens. Pasiënte word dikwels ontslaan en moet tuis deur gesinslede versorg word. Tuisversorging is dikwels nie 'n opsie vir mense wat dakloos is of wie se gesinne nie die finansiële en/of psigiese vermoëns het om die tuisversorging te hanteer nie.
Daar bestaan 'n gebrek aan fisiese, materiële en psilogiese ondersteuning vir gesinne en individue wat die chronies siek persoon tuis versorg.
Daar bestaan 'n behoefte aan verligtingsorg van die chronies siek persoon en aan deurlopende onderskraging van hierdie gesinne. Kreatiewe strategieë vir ondersteuningsdienste is nodig.
- (c) Voortgesette mediese onkoste put die finansiële hulpbronne van die individu en die gesin uit.

- (d) Persons with chronic illnesses often become unemployed as a result of their illness. They also need protection from unfair dismissal. Vocational training and alternative employment options need to be explored together with the employer, family and other support networks.
- (e) There is a lack of assistive devices which are often needed to aid rehabilitation.

165. The needs of chronically ill children are discussed in *Section 1 of this chapter*.

166. People with chronic illnesses are treated within the health system but once they are discharged from hospitals, the departments of welfare, welfare organisations, religious organisations and community networks are called upon to provide social support. Social workers employed by the provincial departments of health also render such social support services and refer patients to appropriate community resources.

APPROACH

167. Appropriate social services are needed to support individuals and their families in the communities who are affected by a chronic illness. Home-based, family-oriented and community care strategies must be developed. One-stop treatment services and comprehensive district health and welfare services must collaborate to provide care, support and rehabilitation.

168. Intersectoral collaboration is critical to address needs such as transport, primary health care services, information systems, vocational training, education for children whose schooling has been interrupted, community-based rehabilitation and the utilisation of volunteers in rendering support services.

GUIDELINES FOR STRATEGIES

169. Social relief will be provided to support individuals and families. Early detection and treatment of chronic illnesses will be made available and accessible to vulnerable communities.

170. An Intersectoral Committee will be established to bring together the Departments of Welfare, Health, Education and Transport, and other formal and informal welfare organisations and non-governmental organisations, to develop a plan of action to address the needs of individuals and families affected by chronic illnesses.

Consideration will also be given to the reorientation of social work services in the health care setting towards a developmental social welfare approach.

171. Training of volunteers and auxiliary workers to increase the capacity of social workers and health workers to meet the needs of patients for social support will be explored.

172. The needs of families caring for the chronically ill at home will also be addressed.

PEOPLE WITH HIV/AIDS

SITUATION ANALYSIS

173. HIV infection rates in South Africa have risen sharply during the nineties, and almost doubling each year. The 1994 antenatal survey indicated that 7,57% of women attending antenatal clinics of the public health services nationally were infected. The national level of HIV infection has increased from 4,25% in 1993 to 7,57% in 1994. Heterosexual transmission of the virus is the most prevalent.

It has been projected that the HIV epidemic in South Africa will grow exponentially. It will probably reach a plateau between the years 2005 and 2010, when between 18% and 27% of the population are likely to be infected.

HIV/AIDS affects all race groups, but is fast becoming a problem of the urban poor. It has been spreading most rapidly amongst black urban heterosexuals. Young adults in the economically active age-categories are most severely affected, which has far-reaching consequences for the family as a whole, as well as for individual family members. Apart from changes in the structure of families, HIV/AIDS also affects access to social and economic resources.

- (d) Persone met chroniese siektes word dikwels werkloos as gevolg daarvan. Hulle het ook beskerming nodig teen onbillike ontslag. Beroepsopleiding en alternatiewe opsies vir werk behoort tesame met die werkgewer, gesin en ander steunnetwerke ondersoek te word.
- (e) Daar bestaan 'n gebrek aan ondersteunende toebehore wat dikwels nodig is om te help met rehabilitasie.

165. Die behoeftes van chronies siek kinders word in *Afdeling 1 van hierdie hoofstuk* behandel.

166. Mense met chroniese siektes word binne die gesondheidstelsel behandel, maar wanneer hulle uit die hospitale ontslaan is, word die departemente van welsyn, welsynsorganisasies, godsdienstige organisasies en gemeenskapsnetwerke gevra om maatskaplike onderskraging te voorsien. Maatskaplike werkers wat by die provinsiale departemente van gesondheid in diens is, lewer ook maatskaplike onderskragingsdienste en verwys pasiënte na gepaste gemeenskapshulpbronne.

BENADERING

167. Geskikte maatskaplike dienste word benodig om individue en hulle gesinne, wat geaffekteer word deur chroniese siekte, in die gemeenskappe te onderskraag. Tuisgebaseerde, gesinsgeoriënteerde en gemeenskapsorgstrategieë behoort ontwikkel te word. Eenstopbehandelingsdienste en omvattende distriksgesondheids- en welsynsdienste moet saamwerk om versorging, onderskraging en rehabilitasie te voorsien.

168. Intersektorale samewerking is van uiterste belang om te voorsien in behoeftes soos vervoer, primêregesondheidsorgdienste, inligtingstelsels, beroepsopleiding, onderwys vir kinders wie se skoolonderrig onderbreek is, gemeenskapsgebaseerde rehabilitasie en die gebruikmaking van vrywilligers in die lewering van onderskragingsdienste.

RIGLYNE VIR STRATEGIEË

169. Maatskaplike noodleniging sal verskaf word om individue en gesinne te ondersteun. Vroeë opsporing van en behandelingsfasiliteite vir chroniese siektes sal beskikbaar gestel en toeganklik gemaak word vir kwetsbare gemeenskappe.

170. 'n Intersektorale komitee sal gestig word om die Departemente van Welsyn, Gesondheid, Onderwys, Vervoer en ander formele en informele welsynsorganisasies en nie-regeringsorganisasies bymekaar te bring om 'n plan van aksie te ontwikkel om in die behoeftes van individue en gesinne te voorsien, wat geaffekteer word deur chroniese siektes.

Oorweging sal ook geskenk word aan die reoriëntering van maatskaplikewerkdienste in die gesondheidsorgstelsel tot 'n ontwikkelingsgerigte maatskaplikewelsynsbenadering.

171. Opleiding van vrywilligers en hulpwerkers sal ondersoek word om die kapasiteit van maatskaplike werkers en gesondheidswerkers te vermeerder en in die behoeftes te voorsien van pasiënte wat 'n behoefte het aan maatskaplike onderskraging.

172. Die behoeftes van gesinne wat tuisversorging vir die chroniese siek persoon onderneem, sal ook aandag geniet.

MENSE MET MIV/VIGS

SITUASIE-ANALISE

173. Gedurende die negentiger jare het die MIV-infeksiëkoers in Suid-Afrika skerp gestyg en het dit elke jaar byna verdubbel. In 1994 het die voorgeboortelike opname aangedui dat 7,57% van vroue wat die voorgeboortelike klinieke van die openbare gesondheidsdienste nasionaal bygewoon het, besmet was. Die nasionale vlak van MIV-infeksie het vermeerder vanaf 4,25% in 1993 na 7,57% in 1994. Heteroseksuele oordraging van die virus is die algemeenste.

Daar word geprojekteer dat die MIV-epidemie in Suid-Afrika eksponensieel sal groei. Dit sal waarskynlik 'n plato bereik tussen die jare 2005 en 2010, wanneer tussen 18% en 27% van die bevolking vermoedelik besmet sal wees.

MIV/VIGS affekteer alle bevolkingsgroepe maar dit is vinnig besig om 'n probleem van stedelike armes te word. Dit het veral vinnig onder swart stedelike heteroseksueles versprei. Jong volwassenes in die ekonomies aktiewe ouderdomsgroepe is die ergste geaffekteer, wat verreikende gevolge vir die gesin as geheel sowel as vir die individuele gesinslede het. Afgesien van veranderings in die gesinstruktuur, affekteer MIV/VIGS ook die toegang tot maatskaplike en ekonomiese hulpbronne.

Vulnerable groups

174. The following groups are vulnerable and at risk: young people, women, migrants, gay men, single parents, orphans, children of parents who are AIDS-ill and dependants in a household, who are also particularly vulnerable (for example the disabled and the frail elderly).

Stigmatisation

175. The combination of material, social and emotional stresses caused by stigmatisation and discrimination make it extremely difficult for people with HIV/AIDS to mobilise effectively what is an already limited set of support mechanisms.

Financial vulnerability

176. HIV/AIDS leads to the financial vulnerability of individuals and families. They often lose their formal sector employment, which can affect entire households if the person is the key breadwinner with dependants in rural areas and neighbouring countries.

Individuals and households affected by HIV/AIDS turn to a number of sources for financial support. Work-based social insurance plays an important role for those who have been previously employed. Informal sector employment, stimulated by NGOs, provides another important source of income. Informal networks such as families, neighbourhood and indigenous helping networks also play a significant role in providing social support and care.

HIV/AIDS creates additional costs which may place households under great financial strain. Households which are indirectly affected by the death or illness of a person with HIV/AIDS also feel this, for example, families who receive orphans or who are involved with care-giving of some sort.

Psychological stress

177. Infected individuals experience considerable psychological stress, which is aggravated by the social stigma and by discrimination. People with HIV/AIDS are particularly vulnerable psychologically on being diagnosed as HIV-positive and when they begin to get ill.

The social impact of HIV/AIDS on the household as a whole is considerable. Apart from the financial stress, children suffer the death of one or both parents and parents lose their adult children. Grandparents and elderly relatives increasingly have to take responsibility for orphans and for caring for sick adult children.

Financial insecurity and the stigmatisation and fears of disclosure of people with HIV/AIDS should be addressed. Such action will play a major part in diminishing the psychological impact of HIV/AIDS.

Social networks

178. People and families with HIV/AIDS draw on a wide range of formal and informal social networks to address their needs. The special networks of gay people who are affected by HIV/AIDS are acknowledged.

Inability of families to provide care without support

179. While many families appear to be *willing* to care for the AIDS-sick and to nurture and socialise orphans, some are not *able* to do so owing to financial strain, poor living conditions or the absence of close relatives to provide the necessary care and support. Families in rural communities are severely affected as welfare and social services in these areas are particularly underdeveloped.

Women

180. Customary marriages can greatly increase the vulnerability of women and children affected by HIV/AIDS. This is especially true in the context of the breakdown of rural networks. Women are also disadvantaged in terms of customary law regarding property, inheritance and access to land. This disadvantage increases the financial vulnerability of the household when the father dies.

Kwetsbare groepe

174. Die volgende groepe is kwetsbaar en loop 'n risiko: die jeug, vroue, rondtrekkendes, homoseksuele mans, enkelouers, weeskinders van ouers wat siek is aan VIGS en afhanklikes in 'n huishouding, wat ook veral kwetsbaar is (byvoorbeeld gestremdes en die verswakte bejaardes).

Stigmatisering

175. Die kombinasie van geldelike, maatskaplike en emosionele stres wat veroorsaak word deur stigmatisering en diskriminasie maak dit uiters moeilik vir mense met MIV/VIGS om dit wat reeds 'n beperkte groep van ondersteuningsmeganismes is, doeltreffend te mobiliseer.

Finansiële kwetsbaarheid

176. MIV/VIGS lei tot die finansiële kwetsbaarheid van individue en gesinne. Hulle verloor dikwels hulle werk in die formele sektor wat die hele huishouding kan affekteer indien die persoon die hoofbroodwinner is met afhanklikes in die landelike gebiede en buurlande.

Individue en huishoudings wat geaffekteer is deur MIV/VIGS wend hulleself vir finansiële hulp na 'n verskeidenheid van hulpbronne. Werkgebaseerde maatskaplike versekering speel 'n belangrike rol vir diegene wat voorheen gewerk het. 'n Ander belangrike bron van inkomste is informele sektorwerk wat gestimuleer word deur die NRO's. Informele netwerke soos gesinne, bure en inheemse hulpnetwerke speel ook 'n beduidende rol in die verskaffing van maatskaplike onderskraging en versorging.

MIV/VIGS veroorsaak addisionele onkoste wat huishoudings onder groot finansiële druk plaas. Huishoudings wat indirek geaffekteer word deur die dood of siekte van 'n persoon met MIV/VIGS, ervaar dit ook, soos byvoorbeeld gesinne wat weeskinders ontvang of wat betrokke is by die versorging van een of ander aard.

Sielkundige stres

177. Geaffekteerde individue ervaar aansienlike sielkundige stres wat versterk word deur maatskaplike stigma en diskriminasie. Mense met MIV/VIGS is veral sielkundig kwetsbaar wanneer hulle as MIV-posetief gediagnoseer word en wanneer hulle begin siek word.

Die maatskaplike impak van MIV/VIGS op die huishouding as 'n geheel is aanmerklik. Afgesien van die finansiële stres, ly kinders onder die afsterwe van een of albei ouers en die ouers verloor hulle volwasse kinders. Grootouers en bejaarde familieledes moet in 'n toenemende mate die verantwoordelikheid neem vir weeskinders en die versorging van siek volwasse kinders.

Finansiële onsekerheid en die stigmatisering en vrese van bekendmaking van mense met MIV/VIGS moet aandag kry. Sodanige optrede sal 'n belangrike rol speel in die vermindering van die sielkundige impak van MIV/VIGS.

Maatskaplike netwerke

178. Mense en gesinne met MIV/VIGS steun op 'n wye reeks van formele en informele maatskaplike netwerke om aandag aan hulle behoeftes te gee. Die spesiale netwerke van homoseksuele mense wat deur MIV/VIGS geaffekteer is, word erken.

Die onvermoë van gesinne om versorging te voorsien sonder onderskraging

179. Terwyl dit wil voorkom asof baie gesinne *bereid* is om vir diegene te sorg wat siek is aan VIGS asook weeskinders te vertroetel en te sosialiseer, is daar baie gesinne wat nie daartoe in staat is om dit te doen nie as gevolg van die finansiële druk, swak woonomstandighede of die afwesigheid van naby familieledes om die nodige sorg en onderhoud te voorsien.

Gesinne in landelike gemeenskappe word ernstig benadeel omdat welsyns- en maatskaplike dienste in daardie gebiede in besonder onderontwikkel is.

Vroue

180. Gewoonteverbintenisse kan die kwetsbaarheid van vroue en kinders wat deur MIV/AIDS geaffekteer is, grootliks verhoog. Dit is veral waar in die verband van die verbod op landelike netwerke. Vroue word ook benadeel ingevolge die gewoontereg betreffende eiendom, erflatings en toegang tot grond. Hierdie benadeling vermeerder die finansiële kwetsbaarheid van die huishouding wanneer die vader sterf.

Underutilisation of personnel and services

181. Social workers and welfare organisations appear to be underutilised in the HIV/AIDS field. Intersectoral co-operation between the social work profession and the health care team is poor.

APPROACH**Attitudes**

182. Attitudes of acceptance and support towards people with HIV/AIDS should be promoted. Employers, trade unions, NGOs and Government AIDS programmes all have responsibilities in this regard.

In the light of the fears and myths surrounding the epidemic, the departments of welfare will adopt a non-discriminatory approach to people living with HIV/AIDS. The departments of welfare are committed to providing all their services in a non-discriminatory fashion.

Rights of people with HIV/AIDS

183. HIV-infected people's rights to continued employment and to the concomitant social benefits need to be protected at all costs. This will serve to protect the economic integrity not only of individuals, but of whole households. Concerted efforts are needed to educate employers about workers' rights, to develop legislation which will protect workers and to monitor employer conduct.

Every effort will be made to protect the rights of people living with HIV/AIDS to confidentiality and privacy surrounding their disease. This will include educating the staff of the departments of welfare regarding the need for confidentiality and reassessing current procedures for the allocation of social grants.

The departments of welfare will develop an internal policy on HIV/AIDS.

Appropriate services

184. Appropriate and innovative education and prevention programmes as well as social services will be promoted in partnership between Government, civil society and the private sector. Home-based, family-oriented and community care strategies are the preferred options for coping with the social consequences of HIV/AIDS and the need for care.

GUIDELINES FOR STRATEGY**Children and other dependants**

185. The departments of welfare will assess, monitor and promote the meeting of the needs of children whose parents are ill as a result of AIDS, children who have already either lost a mother or both parents, and other dependants in the household such as grandparents or a disabled member of the family.

186. The departments of welfare will assess, monitor and enhance the capacity of existing mechanisms to meet the needs of children whose parents have AIDS and children who have been orphaned. These mechanisms are—

- * the extended family
- * family homes (support to women of the community who live with and care for orphaned children)
- * foster care and/or adoption
- * institutional care

Services outside the family

187. For those families who are unable or unwilling to provide support and care for the AIDS-ill and orphans, systems outside the family will be mobilised and supported such as hospices, which will be supported in partnership with stake-holders.

Onderbenutting van personeel en dienste

181. Dit wil voorkom asof maatskaplike werkers en welsynsorganisasies onderbenut is op die MIV/VIGS-terrein. Intersektorale samewerking tussen die maatskaplikewerkberoep en die gesondheidsorgspan is swak.

BENADERING

Houdings

182. Houdings van aanvaarding en onderskraging jeens mense met MIV/VIGS behoort bevorder te word. Werkgewers, vakbonde, NRO's en regeringsvigsprogramme het almal verantwoordelikhede in hierdie verband.

In die lig van die vrese en mites wat hierdie epidemie omhul sal die departemente van welsyn 'n nie-diskriminerende benadering teenoor mense wat met MIV/VIGS lewe aanvaar. Die departemente van welsyn is daartoe verbind om al hulle dienste op 'n nie-diskriminerende wyse te voorsien.

Die regte van mense met MIV/VIGS

183. Die regte van MIV-geïnfekteerde mense tot voortgesette werk en daarmee gepaardgaande maatskaplike voordele moet ten alle koste beskerm word. Dit sal dien om die ekonomiese integriteit te beskerm, nie alleen van individue nie maar ook van huishoudings in die geheel. Doelbewuste pogings is nodig om werkgewers op te lei oor die regte van werkers, om wetgewing te ontwikkel wat die werker sal beskerm, en om die werkgever se gedrag te kontroleer.

Alle pogings sal aangewend word om die reg op vertroulikheid en privaatheid aangaande hulle siekte, van mense wat met MIV/VIGS leef, te beskerm. Dit sal insluit die opleiding van die personeel van die departemente van welsyn oor die behoefte aan vertroulikheid en die herevaluering van die huidige prosedures vir 'n aansoek om maatskaplike toelaes.

Die departemente van welsyn sal 'n interne beleid oor MIV/VIGS ontwikkel.

Geskikte dienste

184. Geskikte en innoverende opvoedings- en voorkomingsprogramme asook maatskaplike dienste sal bevorder word in vennootskap met die Staat, die burgerlike samelewing en die private sektor. Tuisgebaseerde, gesinsgeoriënteerde en gemeenskapsorgstrategieë is die gewenste opsies om die maatskaplike gevolge van MIV/VIGS en die behoefte aan versorging te hanteer.

RIGLYNE VIR 'N STRATEGIE

Kinders en ander afhanklikes

185. Die departemente van welsyn sal die voorsiening in die behoeftes beoordeel, monitor en bevorder ten opsigte van kinders wie se ouers siek is as gevolg van VIGS, kinders wat reeds 'n moeder of albei ouers verloor het en ander afhanklikes in die huishouding soos grootouers of 'n gestremde gesinslid.

186. Die departemente van welsyn sal die kapasiteit van bestaande meganismes om in die behoeftes te voorsien van kinders wie se ouers VIGS het, of kinders wat wees is, beoordeel, monitor en verhoog. Hierdie meganismes is—

- * die uitgebreide gesin.
- * gesinshuise (hulp aan vroue van die gemeenskap wat saamwoon met en sorg vir weeskinders)
- * pleegsorg en/of aanneming
- * institusionele sorg

Dienste buite die gesin

187. Vir gesinne wat nie daartoe in staat is of gewillig is om VIGS-siekes en weeskinders te ondersteun en te versorg nie, sal stelsels buite die gesin gemobiliseer en ondersteun word soos hospitiums wat ondersteun sal word in vennootskap met belanghebbendes.

Legislative reform, education and advocacy

188. Legislative reform, education and advocacy will be initiated urgently to ensure that the rights of people with HIV/AIDS to employment, social security and tolerance are protected and entrenched.

Employment

189. Since people with HIV/AIDS are vulnerable to unemployment and may become too ill to work full-time, the development of informal-sector employment is critical.

Obstacles such as the lack of access to credit and skills will need to be addressed if the development of informal sector employment is to be effective.

Targeted public works programmes designed to assist HIV-infected people who are still able to work and who do not qualify for a disability grant will be encouraged.

Social relief

190. Disadvantaged families who are meeting their needs at an unacceptable social cost will be assisted with social relief and concessions, e.g. nutrition, transport, rent, burial costs and school books.

Empowerment

191. It is crucial that individuals and organisations working with HIV-infected people encourage and assist them to mobilise their support systems themselves as this is an important factor in coping and adjustment.

Accommodation

192. The departments of welfare will advocate affordable and appropriate accommodation, albeit temporary, for people who are HIV-infected but not too ill or disabled of their illness, and who have been rejected by their families and households.

Training

193. The training of social workers in AIDS-related care and support should be instituted at undergraduate and post-graduate levels. The utilisation of different categories of workers and volunteers is crucial in order to increase the capacity of social workers to meet needs, to tap human resources, and to deliver more appropriate developmental social services.

Support for home care-givers

194. Home care-givers will be given emotional support in caring for their family members as well as financial support; training in home nursing and how to access the services of organisations providing complementary services, such as psychosocial and spiritual counselling, transport to hospital and home visits. Consultation will be held with the Department of Health to facilitate the programmes to support home care-givers.

Social security

195. An assessment will be made of the potential impact of HIV/AIDS on the welfare system and on social security programmes in particular. Efforts will be made to enhance efficiency in the social security system in order to meet needs more speedily.

GLOSSARY

- * **Affirmative action:** A set of procedures designed to pro-actively address the disadvantages experienced by sections of the community in the past. Special measures are used to remove obstacles to equality and to overcome past discriminatory practices. These include redressing the imbalances of the past. The equalising of opportunity should not be seen as tokenism.
- * **Appropriate social welfare services and programmes:** Social welfare services and programmes, methods and approaches which are responsive to the needs and problems of the people and which are accessible and responsive to social, cultural, economic and political conditions. This term also refers to indigenous approaches and to the sustainable use of the earth's natural resources.

Wetgewende hervorming, onderwys en voorspraak

188. Wetgewende hervorming, onderwys en voorspraak sal dringend 'n aanvang mee gemaak word om te verseker dat die regte van mense met MIV/VIGS met betrekking tot indiensneming, bestaansbeveiliging en verdraagsaamheid, beskerm en verskans word.

Werkverskaffing

189. Aangesien mense met MIV/VIGS kwetsbaar is betreffende werkloosheid en omdat hulle ook te siek kan word om voltyds te werk, is die ontwikkeling van informele sektorwerk van kritiese belang.

Struikelblokke soos die gebrek aan toegang tot krediet en vaardighede sal aandag aan gegee moet word indien die ontwikkeling van indiensneming in die informele sektor doeltreffend moet wees.

Geïdentifiseerde openbarewerkeprogramme wat ontwerp is om MIV-geïnfekteerde mense wat nog daartoe in staat is om te werk en wat nie vir 'n ongeskiktheidstoelae kwalifiseer nie te ondersteun, sal aangemoedig word.

Maatskaplike noodhulp

190. Nooddriftige gesinne wat in hulle behoeftes voorsien teen 'n onaanvaarbare maatskaplike koste sal gehelp word met maatskaplike noodhulp en toegewings soos voeding, vervoer, huur, begrafniskoste en skoolboeke.

Bemagtiging

191. Dit is deurslaggewend dat individue en organisasies wat met MIV-geïnfekteerde mense werk, hulle moet aanmoedig en help om self hulle steunstelsels te mobiliseer omdat dit 'n belangrike faktor in die hantering daarvan en aanpassing daarby is.

Akkommodasie

192. Die departemente van welsyn sal bekostigbare en gepaste akkommodasie alhoewel tydelik voorstaan, vir mense wat MIV-geïnfekteerd is maar wat nie te ongesteld of gestremd is deur hulle siekte nie, en wat verwerp is deur hulle gesinne en huishoudings.

Opleiding

193. Die opleiding van maatskaplike werkers in VIGS-verwante sorg en onderskraging behoort op voorgaande en nagraadse vlakke ingestel te word. Die aanwending van verskillende kategorieë van werkers en vrywilligers is van kritiese belang ten einde die kapasiteit van maatskaplike werkers te vermeerder om in die behoeftes te voorsien, om menslike hulpbronne te benut en om toepasliker ontwikkelingsgerigte maatskaplike dienste te lewer.

Ondersteuning aan tuisversorgers

194. Emosionele onderskraging sal aan tuisversorgers gegee word by die versorging van hulle gesinslede; asook finansiële ondersteuning; opleiding in tuisverpleging en hoe om toegang te verkry tot die dienste van organisasies wat aanvullende dienste voorsien soos psigososiale en religieuse berading, vervoer na die hospitaal en tuisbesoeke. Onderhandelings sal met die Departement van Gesondheid gevoer word om programme te fasiliteer om tuisversorgers te onderskraag.

Bestaansbeveiliging

195. 'n Beoordeling sal gedoen word van die moontlike impak van MIV/VIGS op die welsynstelsel en bestaansbeveiliging in besonder. Pogings sal aangewend word om doeltreffendheid in die bestaansbeveiligingstelsel te verhoog ten einde gouer in die behoeftes te voorsien.

WOORDELYS

- * **Armoede:** Armoede word gewoonlik gedefinieer in terme van 'n armoedegrens. Dit wil sê indien 'n huishouding se inkomste laer is as die neergelegde grens of armoede-inkomste, word daardie huishouding en sy lede geag in armoede te leef. Die armoedegrens varieer volgens die grootte van die huishouding en sy ouderdomsamestelling. Aan die begin van 1994 was die armoedegrens vir stedelike huishouding met twee volwassenes en drie kinders ongeveer R840 per maand en R740 vir 'n landelike huishouding van twee volwassenes en drie kinders. Sien Whitford, A. en Posel, D. in **A profile of poverty, inequality and human development in South Africa**, Raad vir Geesteswetenskaplike Navorsing, 1995.

- * **Basic needs:** People need to be well fed, properly clothed and adequately housed. They also need satisfying human relationships and access to economic, educational, recreational and spiritual opportunities, all of which are important for physical, mental and spiritual growth and well-being.
- * **Capacity building:** The development of skills for the promotion and building of organisations. There are different levels of capacity building; upgrading of skills; review and improvement of methods used to promote organisational development; planning and organisational evaluation; revision of organisational goals and objectives; and organisational restructuring. Also refers to the development of a learning organisation capable of a continuous self-development process. Generally used to refer to skills development in a wide range of areas, such as specialist knowledge and skills, popular education and training (e.g. life skills) and social competence promotion.
- * **Civil society:** All institutions and organisations outside of Government. In the context of welfare this includes; trade unions, consumer organisations, the formal and informal welfare sectors, non-governmental organisations (NGOs) and community-based organisations (CBOs), religious organisations delivering welfare services, corporate social investment, employee assistance programmes, occupational social work and social workers in private practice.
- * **Child abuse and neglect:**
 - ▶ **Physical abuse:** A physical harmed child is a child who is, not by accident, physically harmed by the person in whose care he or she is. It can refer to severe and repeated non-accidental injuries to a child such as unexplained bruises, burns, broken bones and cuts and repeated accidents.
 - ▶ **Sexual abuse:** Sexual abuse is the involvement of a child, with or without the child's consent, with an adult (or age-appropriate adolescent within or without the family in sexual behaviour designed for the gratification of the adult or other adolescent who has charge of the child, whether heterosexual or homosexual. Rape—when sexual behaviour is coupled with violence, i.e. by force. Incest—within family relationships forbidden by the law. Molestation—any kind of manual, oral, anal, genital, buttock or breast contact or use of objects for sexual penetration, fondling or stimulation.
 - ▶ **Emotional maltreatment:** Symptoms of emotional maltreatment are speech disorders, lags in physical development and failure to thrive, as well as common behavioural symptoms such as aggressiveness and withdrawal, anxiety, fear of parents and adults, constant fatigue and poor relationships with other children.
 - ▶ **Neglect:** A neglected child is one who suffers harm owing to the failure of his parents or caretakers to fulfil his or her basic needs. Physical neglect—voluntary food deprivation, poor hygiene, lack of supervision, unjustified unattended problems or medical needs, delayed medical care, lack of clothing and shelter. Emotional neglect—when he or she suffers a lack of love and nurturing.
 - ▶ **Child prostitution:** The sexual exploitation of a child for remuneration in cash or kind, usually but not always organised by an intermediary (parent, family member, procurer or teacher).
 - ▶ **Child pornography:** The visual or audio depiction of a child for the sexual gratification of the user, and involves the production, distribution and/or use of such material.
- * **Children in difficult circumstances:** The special needs and problems of children identified in Chapter 8 could be referred to as children in difficult circumstances.
- * **Client base:** The beneficiaries of the welfare system.
- * **Community:** A distinction is made between community as locality and community of interest, also referred to as the functional community. The former refers to a community with clear geographical boundaries, whilst the latter refers to groups of people who share a common interest, need or problem.
- * **Community-based development programmes:** The application of the community development philosophy, approach, principles, methods, skills and strategies to engage communities in finding solutions to needs and problems. A range of consensual and advocacy strategies are used within a people-driven process. The active involvement of the people in addressing needs, the building of various structures which grow out of local initiatives and which embrace a transformative agenda for action.

* **Basiese behoeftes:** Mense behoort goed gevoed te wees, na behore geklee te wees en oor toereikende huisvesting te beskik. Hulle het ook 'n behoefte aan bevredigende menslike verhoudings en aan toegang tot ekonomiese, onderwys-, ontspannings- en godsdienstige geleenthede, wat alles belangrik is vir fisiese, verstandelike en godsdienstige groei en welstand.

* **Beheer:** Die reg om deel te hê aan en beslissing te maak oor aangeleenthede van 'n nasie en wat van kritiese belang is vir die demokratisering van die Staat en die samelewing. Eienskappe van goeie beheer sluit die volgende in: Politieke aanspreeklikheid, vryheid van assosiasie en deelname, 'n gesonde geregtelike stelsel, burokratiese aanspraaklikheid, vryheid van inligting en vrye meningsuiting asook kapasiteitsuitbouing. Al bogenoemde aspekte is noodsaaklik vir volhoubare ontwikkeling.

* **Belangegroep (welsynsbelanghebbendes):** Vir die doel van hierdie dokument beteken welsynsbelangegroep al die rolspelers in die welsynsveld, sowel Staat as nie-Staat. Die terme welsynbelangegroep, rolspelers en belanghebbendes word op 'n uitruilbare wyse gebruik.

* **Bemagtiging:** Die proses om persoonlike, interpersoonlike en politieke mag te verhoog om individue of gemeenskappe daartoe in staat te stel om hulle lewensituasie te verbeter. Dit vereis die volle deelname van mense aan die formulering, uitvoering en evaluering van besluite wat bepalend is vir die funksionering en welstand van die samelewing.

* **Bestaansbeveiliging (maatskaplike beskerming):** Beleid wat verseker dat alle mense toereikende ekonomiese en maatskaplike beskerming geniet gedurende werkloosheid, swak gesondheid, swangerskap, kinderopvoeding, weduweeskap, gestremdheid en bejaardheid, by wyse van bydraende en nie-bydraende skemas om in hulle basiese behoeftes te voorsien. Maatskaplike bystand (toelaes) van die Staat sluit die volgende vier kategorieë van voordele in: dié wat geassosieer word met bejaardheid, gestremdheid, kinder- en gesinsorg en armsorg. Die terme bestaansbeveiliging en maatskaplike beskerming word uitruilbaar gebruik. Maatskaplike beskerming verwys na inkomstebeskermsprogramme.

* **Burgerlike samelewing:** Alle inrigtings en organisasies wat nie deel is van die Staat nie. In welsynsverband sluit dit die volgende in: vakbonde, verbruikers-organisasies, die formele en informele welsynsektore, nie-regeringsorganisasies (NRO's) en gemeenskapsgebaseerde organisasies (GGO's), godsdienstige organisasies wat welsynsdienste lewer, korporatiewe maatskaplike belegging, werknemerhulpprogramme, bedryfsmaatskaplike werk en maatskaplike werkers in privaat praktyk.

* **Deomokrasie:** 'n Stelsel van regering deur die hele bevolking, gewoonlik by wyse van gekose verteenwoordigers.

* **Dwelmmisbruik:** Die term sluit in die wangebruik en misbruik van wettige dwelms soos nikotien, alkohol, voorgeskrewe dwelms wat oor die toonbank verkoop word; alkoholbrousel; inheemse plante; oplosmiddels; inhaleermiddels; asook die gebruik van onwettige dwelms.

* **Formele/informele welsynsektor:** Formele welsynsektor verwys na organisasies wat ingevolge die Nasionale Welsynswet, 1978 geregistreer is en na organisasies en dienste wat deur die Staat gefinansier word.

Informele welsynsektor verwys na nie-regeringsorganisasies (NRO's) en gemeenskapsgebaseerde organisasies (GGO's) wat tans nie ingevolge die Nasionale Welsynswet, 1978, geregistreer is nie en wat nie deur die Staat gefinansier word nie. Die formele en informele welsynsektore het ontstaan vanuit verskillende tradisies en maatskaplike verband. Hulle verskil ook in hulle onderskeie benaderings om in behoeftes te voorsien.

* **Geestesgesondheidsbevordering:** Geestesgesondheidsbevordering fokus op die versterking van geestesgesondheid. Dit word voorsien aan individue, groepe of die bevolking in sy geheel om bevoegdheid, eiewaarde en 'n gevoel van welstand te verhoog.

- * **Community development:** The process in which the efforts of the people themselves are united with those of government authorities to improve the economic, social and cultural conditions of their communities. It involves two processes: the participation of the people themselves in efforts to improve their living conditions with as much reliance as possible on their own initiatives; and the provision of technical and other services in ways which encourage initiative, self-help and mutual help and make these more effective (United Nations, 1963).
- * **Constituencies (welfare stakeholders):** For the purpose of this document, welfare constituencies refer to all the roleplayers in the welfare field, both governmental and non-governmental. The terms welfare constituencies, role players and stakeholders are used interchangeably.
- * **Democracy:** A system of government by the whole population, usually through elected representatives.
- * **Developmental social welfare:** This concept was first used by the United Nations in 1989. It refers to social welfare as one of the dimensions of social development and is in line with the approach emerging from the World Summit for Social Development, 6 to 12 March, 1995. Developmental social welfare programmes refer to programmes to implement the national welfare strategy.

The concept is being used more popularly in South Africa to refer to developmental strategies. For the purpose of this document, developmental social welfare refers to the vision, mission, goals, principles and agenda for action set out in Chapter 2 of this document.

Refer also to Midgley, J. (1995)—**Social development: The Developmental Perspective in Social Welfare**, Sage Publications, Inc., and to the definition of social development in the Glossary.

- * **Employee Assistance Programme (EAP):** An employment-based programme which provides assistance to employees with substance abuse problems or any other social problems which are affecting their work performance.
- * **Empowerment:** The process of increasing personal, interpersonal and political power to enable individuals or collectives to improve their life situation. It required the full participation of people in the formulation, implementation and evaluation of decisions determining the functioning and well-being of the society.
- * **Enabling environment:** An economic, political, social, cultural and legal environment which enables people to achieve social development. It also refers to policies, norms and standards and regulations government specific programmes or services.
- * **Family:** Individuals who either by contract or agreement choose to live together intimately and function as a unit in a social and economic system. The family is the primary social unit which ideally provides care, nurturing and socialisation for its members. It seeks to provide them with physical, economic, emotional, social, cultural and spiritual security. The various family structures are acknowledged in this document.
- * **Formal/informal welfare sector:** Formal welfare sector refers to organisations registered in terms of the National Welfare Act, 1978, and to organisations and services which are financed by Government.
 Informal Welfare sectors refers to non-governmental organisations (NGOs) and community-based organisations (CBOs) which are currently not registered in terms of the National Welfare Act, 1978, and which are not financed by Government. The formal and the informal welfare sectors have different traditions and emerged in different social contexts. They also differ in their respective approaches to meeting needs.
- * **Governance:** The right to participate in and make decisions with regard to a nation's affairs, which is critical in democratising the state and society. Characteristics of good governance include: political accountability, freedom of association and participation, a sound judicial system, bureaucratic accountability, freedom of information and expression as well as capacity building. All these aspects are essential to sustainable development.
- * **Household food security:** Access by a household to enough food for active and healthy lives. It is useful to distinguish between acute (transitory and sudden) and chronic (long-term) food insecurity. Chronic food insecurity is the persistent inability to meet nutritional needs, e.g. in cases of chronic illness or disability, or among the social deprived. Acute food insecurity occurs in an emergency situation such as man-made or natural disasters (war, flood, drought, refugees).

- * **Geestesgestremdheid/verstandelike gestremdheid:** Mense met 'n betekenisvolle ondergemiddelde algemene intellektuele funksionering wat gepaardgaan met opvallende beperkings in aanpasbare funksionering op minstens twee van die volgende vaardigheidsterreine: kommunikasie, selfversorging, tuislewe, maatskaplike/interpersoonlike vaardighede, die gebruik van gemeenskaps-hulpbronne, selfgerigtheid, funksionele akademiese vaardighede, werk, ontspanning, gesondheid en veiligheid. Verstandelik lig gestremdheid verwys na 'n IK van 50 tot 60, verstandelik magtig/erg gestremd verwys na 'n IK van 35 tot 40 of 20 tot 34; verstandelik uitermatig gestremdheid verwys na 'n IK van 0 tot 19.
- * **Geestesversteuring:** Klinies betekenisvolle gedrags- of psigologiese sindroom wat in 'n individu voorkom en wat geassosieer word met huidige angs (d.w.s. 'n pynlike simptome) of ongeskiktheid (d.w.s. aantasting in een of meer belangrike areas van funksionering) met 'n betekenisvolle verhoogde risiko om te sterf, pyn te verduur, ongeskiktheid of die belangrike verlies van vryheid te ervaar.
- * **Gemeenskap:** 'n Onderskeid word gemaak tussen die gemeenskap as 'n gebied en 'n gemeenskap van belange wat ook 'n funksionele gemeenskap genoem word. Eersgenoemde verwys na 'n gemeenskap met duidelike geografiese grense, terwyl laasgenoemde verwys na groepe mense wat 'n gemeenskaplike belang, 'n behoefte of 'n probleem deel.
- * **Gemeenskapsgebaseerde ontwikkelingsprogramme:** Die toepassing van die gemeenskapsontwikkelingsfilosofie, -benadering, -beginsels, -metodes, -vaardighede en -strategieë om gemeenskappe te betrek by die opklaring van behoeftes en probleme. 'n Reeks van ooreenkomste en voorspraakstrategieë word gebruik in 'n mensgedrewe proses. Die aktiewe betrokkenheid van die mense om aandag te gee aan behoeftes, die uitbouing van verskillende strukture wat uit plaaslike inisiatiewe ontstaan en wat 'n transformatiewe agenda vir optrede insluit.
- * **Gemeenskapsontwikkeling:** Die proses waarin die pogings van die mense self verenig word met dié van Staatsowerhede vir die verbetering van die ekonomiese, maatskaplike en kulturele omstandighede van hulle gemeenskappe. Dit sluit twee prosesse in: die deelname van die mense self aan die pogings om hulle lewenstandaard te verbeter, deur sover as moontlik op hulle eie inisiatiewe staat te maak; en die voorsiening van tegniese en ander dienste op maniere waardeur inisiatiewe, selfhelp en gesamentlike hulp aangemoedig word asook om dit doeltreffender te maak. (Verenigde Nasies, 1963).
- * **Gesin:** Individue wat of deur 'n kontrak of ooreenkoms verkies om intiem saam te leef en as 'n eenheid in 'n maatskaplike ekonomiese stelsel te funksioneer. Die gesin is die primêre maatskaplike eenheid wat ideaal voorsien in versorging, koestering en sosialisering van sy lede. Die gesin voorsien aan sy lede fisiese, ekonomiese, emosionele, maatskaplike, kulturele en geestelike sekuriteit. Die verskillende gesinstrukture word in hierdie dokument erken.
- * **Geskikte maatskaplike welsynsdienste en programme:** Metodes en benaderings wat reageer op die behoeftes en probleme van mense en wat toeganklik is en wat reageer op die maatskaplike, kulturele, ekonomiese en politieke omstandighede. Hierdie begrip verwys ook na inheemse benaderings en na die ondersteunende gebruikmaking van die aarde se natuurlike hulpbronne.
- * **Gespesialiseerde dienste/intervensies/organisasies:** Maatskaplike werk met 'n spesifieke groep byvoorbeeld bejaardes en mense met gestremdhede, waarvoor spesifieke addisionele kennis, vaardighede en praktykgerigte metodes benodig word.
- * **Huishoudelike voedselsekuriteit:** Toegang van 'n huishouding tot genoeg voedsel vir aktiewe en gesonde lewens. Dit is nuttig om 2 te onderskei tussen akute (kortstondig en skielik), en chroniese (lang termyn) voedselonsekerheid. Chroniese voedselonsekerheid beteken die aanhoudende onvermoë om in voedingsbehoefte te voorsien, soos in gevalle van chroniese siekte, gestremdheid, en maatskaplik nooddrufte mense. Akute voedselonsekerheid om voor in 'n noodsituasie soos mensgemaakte of natuurlike rampe (oorlog, oorstromings, droogte, vlugtelinge).

- * **Human resource development:** The development of human capabilities, abilities, knowledge and know-how to meet people's ever-growing needs for goods and services to improve their standard of living and quality of life. It is a process in which the citizens of a nation acquire and develop the knowledge and skills necessary for occupational tasks and for other social, cultural, intellectual and political roles that form part of a vibrant democratic society.
- * **Institutional development:** The focus of institution building is on creating or strengthening the existing state institutions and organisations of civil society. Implicit in this concept is the recognition that social development is dependent on well-functioning institutions. Strong organisations at all social levels are critical for—
 - (a) promoting cost efficiency;
 - (b) participation of stake holders;
 - (c) mobilisation and regulation of local resources;
 - (d) resolution and management of conflicts;
 - (e) monitoring and evaluation; and
 - (f) translation of Government policies into action.

Institutional development is one route to human capital formation.

* **International Conventions and Rules signed and/or accepted by the South African Government:**

Ageing: South Africa accepted the following: the United Nations' Principles for the Elderly and the United Nations' Eight Global Targets, and they are being used as points of departure for planning policies and service rendering.

Crime-related matters: South Africa accepted the following: the United Nations' Standard Minimum Rules for the Administration of Juvenile Justice (better known as the Beijing Rules); the United Nations' Standard Minimum Rules for Non-custodial Measures (known as the Tokyo Rules); the Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power; the United Nations' Guidelines for the Prevention of Juvenile Delinquency (known as the Riyadh Guidelines). These are being used as points of departure for planning policies and service rendering.

Children: South Africa signed the Convention on the Rights of the Child on 29 January 1993 and used it as a point of departure for planning *inter alia* policies and service rendering. The ratification of this Convention by South Africa is imminent. South Africa supported agreements made at the World Summit for Children, in New York in 1990.

Disability: South Africa accepted the United Nations' Rules on the Equalisation of Opportunities for Persons with Disabilities and is using them as a point of departure for planning *inter alia* policies and service rendering.

Families: South Africa signed the Malta Statement of the World NGO Forum launching the International Year of the Family (IYF) in 1994. The Guiding Principles on the Family is used as a point of departure for developing *inter alia* policies and service rendering. South Africa supported agreements made for the international Year of the Family in 1994.

Population and Development: South Africa participated in the Programme of Action of the United Nations International Conference on Population and Development, Cairo, 1994.

Substance Abuse: South Africa is a member of the United Nations' Commission on Narcotic Drugs. South Africa is participating in the United Nations' Global Programme of Action regarding the combating of drug abuse. South Africa is also in the process of signing the United Nations' 1988 Convention against Illicit Trafficking in Narcotic Drug and Psychotropic Substances.

Instaatstellende omgewing: 'n Ekonomiese, politieke, maatskaplike, kulturele en geregtelike omgewing wat mense daartoe in staat stel om maatskaplike ontwikkeling te bereik. Dit verwys ook na beleid, norme en standaarde en regulasies wat spesifieke programme en dienste beheer.

Institusionele ontwikkeling: Die fokus van institusionele opbouing is op die skep of versterking van bestaande Staatsinstellings en organisasies van burgerlike samelewing. Ingeslote by hierdie begrip is die erkenning van maatskaplike ontwikkeling afhanklik is van instellings wat goed funksioneer. Sterk organisasies op alle maatskaplike vlakke is uiters belangrik vir die volgende:

- (a) Bevordering van kostedoeltreffendheid;
- (b) deelname van belanghebbendes;
- (c) mobilisering en regulering van plaaslike hulpbronne;
- (d) beslegting en die bestuur van konflikte;
- (e) monitering en evaluering; en
- (f) omskakeling van Staatsbeleid in optrede.

Institusionele ontwikkeling is een manier waarop menslike kapitaal gevorm word.

*** Internasionale Konvensies en Reglemente wat deur die Suid-Afrikaanse Regering onderteken en/of aanvaar is:**

Veroudering: Suid-Afrika het die volgende aanvaar: die Verenigde Nasies se Beginsels vir Bejaardes (United Nations' Principles for the Elderly) en die Verenigde Nasies se Agt Wêreldwye Teikens (United Nations' Eight Global Targets) en dit word as vertrekpunte gebruik vir die beplanning van beleid en dienslewering.

Misdaadverwante aangeleenthede: Suid-Afrika het die volgende aanvaar: die Verenigde Nasies se standaard minimum reëls vir jeugdigeregspleging (United Nations' Standard Minimum Rules for the Administration of Juvenile Justice beter bekend as die Beijing-reëls); die Verenigde Nasies se standaard minimum reëls vir nie-aanhoudingsmaatreëls (United Nations' Standard Minimum Rules for Non-custodial Measures bekend as die Tokyo-reëls); die Verklaring van basiese regsbeginsele vir slagoffers van geweld en magmisbruik (Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power); die Verenigde Nasies se riglyne vir die voorkoming van jeugmisdaad (United Nations' Guidelines for the Prevention of Juvenile Delinquency bekend as die Riyadh-riglyne). Die vooraf vermelde word as vertrekpunte gebruik vir die beplanning van beleid en dienslewering.

Kinders: Suid-Afrika het die Konvensie oor die regte van die kind (Convention on the Rights of the Child) op 29 Januarie 1993 onderteken en as 'n vertrekpunt gebruik vir die beplanning van onder meer, beleid en dienslewering. Die bekragtiging van hierdie Konvensie deur Suid-Afrika is ophande. Suid-Afrika het ooreenkomste ondersteun wat aangegaan is by die Wêreldberaad vir kinders (World Summit for Children) in New York in 1990.

Gestremdheid: Suid-Afrika het die Verenigde Nasies se reëls oor die gelykmaking van geleenthede vir mense met gestremdhede (United Nations' Rules on the Equalisation of Opportunities for Persons with Disabilities) aanvaar en gebruik dit as vertrekpunt vir onder andere beleid en dienslewering.

Gesinne: Suid-Afrika het die Maltaverklaring van die wêreld-NRO-forum wat die Internasionale Jaar van die gesin van stapel stuur (Malta Statement of the World NGO Forum-launching the International Year of the Family (IYF), 1994), onderteken. Die riglyne oor die gesin (The Guiding Principles on the Family) word as 'n vertrekpunt gebruik vir die ontwikkeling van onder andere beleid en dienslewering. Suid-Afrika het ooreenkomste ondersteun wat gesluit is vir die Internasionale Jaar van die Gesin in 1994.

Bevolking en Ontwikkeling: Suid-Afrika het deelgeneem aan die Aksieprogram van die Verenigde Nasies se Internasionale Konferensie oor bevolking en ontwikkeling (United Nations' International Conference on Population and Development, Cairo, 1994).

Dwelmmisbruik: Suid-Afrika is 'n lid van die Verenigde Nasies se Kommissie oor dwelmmiddels (United Nations' Commission on Narcotic Drugs). Suid-Afrika neem deel aan die Verenigde Nasies se wêreldwye aksieprogram betreffende die bestryding van dwelmmisbruik (United Nations' Global Programme of Action regarding combating drug abuse). Suid-Afrika is ook in die proses van ondertekening van die Verenigde Nasies se 1988-konvensie teen onwettige handel in dwelmmiddels en psigotropiese stowwe (United Nations' 1988 Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances).

Women: South Africa accepted agreements reached at the following: the World Conference to Review and Appraise the Achievements of the United Nations' Decade for Women: Equality, Development and Peace, Nairobi 1985; and the Fourth World Conference on Women, Beijing.

- * **Inter-sectoral:** Describes interaction between different Government sectors or departments such as health, education, housing, police, recreation, urban and rural development. Inter-sectoral collaboration refers to both governmental and non-governmental action strategies.
- * **Life cycle:** The age-related sequence of changes and stages of development through which the individual passes from birth to death. Each stage is accompanied by life tasks which need to be mastered. Although most people are said to go through similar changes in a fairly predictable order, the life-cycle concept also includes distinctive options.
- * **Life-skills training:** Training in skills that will enhance social, emotional and psychological functioning, e.g. assertiveness training, stress management.
- * **Mental disability/handicap:** People with a significantly sub-average general intellectual functioning that is accompanied by significant limitations in adaptive functioning in at least two of the following skills areas: communication, self-care, home living, social or interpersonal skills, use of community resources, self-direction, functional academic skills, work, leisure, health and safety. Mild mental disability refers to an IQ of 50 to 60; moderate or severe mental disability refers to an IQ of 35 to 40 or 20 to 34; profound mental disability to an IQ of 0 to 19.
- * **Mental health promotion:** Mental health promotion focuses on the enhancement of mental well-being. It is provided to individuals, groups or large populations to enhance competence, self-esteem and a sense of well-being.
- * **Mental disorder:** Clinically significant behavioural or psychological syndrome that occurs in an individual and is associated with present distress (e.g. a painful symptom) or disability (i.e. impairment in one or more important areas of functioning) with a significantly increased risk of suffering death, pain, disability or an important loss of freedom.
- * **Multi-dimensional centres/one stop services:** Centres which offer a range of generic social services with the focus on appropriateness.
- * **Multi-disciplinary:** Collaboration between different professional disciplines.
- * **Multi-sectoral:** Collaboration between a number of sectors.
- * **Non-governmental organisations/community-based organisations (NGOs/CBOs):** NGOs refer to all non-governmental, non-profit organisations which are concerned with the betterment of society or the individual. NGOs are private, self-governing, voluntary organisations operating not for commercial purposes, but in the public interest, for the promotion of social welfare and development, religion, charity, education and research.

NGOs are heterogeneous and include a wide range of organisations such as community-based organisations (CBOs); mass-based organisations (MBOs), e.g. civics women's movements, church, groups, youth organisations, service organisations and private foundations.

Vroue: Suid-Afrika het ooreenkomste aanvaar wat by die volgende konferensies gesluit is: die Wêreldkonferensie om die prestasie van die Verenigde Nasies se Dekade vir vroue: gelykheid, ontwikkeling en vrede te hersien en te beoordeel (World Conference to Review and Appraise the Achievements of the United Nations' Decade for Women: Equality, Development and Peace, Nairobi, 1985); en die Vierde Wêreldkonferensie vir Vroue (Fourth World Conference on Women, Beijing 1995).

- * **Intersektoraal:** Die verskillende Staatsektore of -departemente soos gesondheid, onderwys, behuising, polisie, ontspanning, stedelike en landelike ontwikkeling. Intersektorale samewerking verwys na sowel die Staats- as nie-regerings strategieë vir aksie.
- * **Kapasiteitsuitbouing:** Die ontwikkeling van vaardighede vir die bevordering en uitbouing van organisasies. Daar bestaan verskillende vlakke van kapasiteitsuitbouing: die opgradering van vaardighede; die hersiening en verbetering van metodes wat gebruik is om organisatoriese ontwikkeling te bevorder; beplanning en organisatoriese evaluering; vernuwing van organisatoriese doelstellings en doelwitte en organisatoriese herstrukturering. Dit verwys ook na die ontwikkeling van 'n kundige organisasie wat in staat is tot 'n voortgesette selfontwikkelingsproses. In die algemeen word dit gebruik om te verwys na die ontwikkeling van vaardighede oor 'n wye reeks van terreine soos gespesialiseerde kennis en vaardighede, populêre onderwys en opleiding (byvoorbeeld lewensvaardighede), en die bevordering van maatskaplike bevoegdheid.
- * **Kinders in moeilike omstandighede:** Die spesiale behoeftes en probleme van kinders in Hoofstuk 8 geïdentifiseer kan kinders in moeilike omstandighede genoem word.
- * **Kindermishandeling en verwaarloosing:**
 - ▶ **Fisiese mishandeling:** 'n Kind wat fisies leed aangedoen word, is 'n kind wat nie per ongeluk deur 'n persoon in wie se sorg hy of sy is, fisies benadeel word nie. Dit kan verwys na wrede en herhaaldelike besering aan 'n kind wat nie per ongeluk gebeur het nie, soos onverklaarde kneusings, brandplekke, gebreke bene en snye, herhaaldelike ongelukke.
 - ▶ **Seksuele mishandeling:** Seksuele mishandeling beteken die betrokkenheid van 'n kind, met of sonder die toestemming van die kind, met 'n volwassene (of met 'n ouderdomsgeskikte adolessent) binne of buite die gesin, in seksuele gedrag wat ontwerp is vir die bevrediging van die volwassene of ouer adolessent in wie se sorg die kind is, hetsy heteroseksueel of homoseksueel. Verkragtiging—wanneer seksuele gedrag met geweld gepaardgaan, met ander woorde wanneer dit afgedwing word. Bloedskande—binne gesinsverhoudings wat deur die Wet verbied word. Molestering—enige vorm van kontak of die gebruik van voorwerpe vir seksuele penetrasie, liefkosing of stimulering met die hand, oraal, anaal, geslagsdele, sitvlak of borste.
 - ▶ **Emosionele mishandeling:** Simptome van seksuele mishandeling is spraakafwyings, vertraging in fisiese ontwikkeling en 'n onvermoë om te vorder en algemene gedragssimptome soos aggressiwiteit en teruggetrokkenheid, angstigheid, vrese vir ouers en volwassenes, voortdurende moegheid en swak verhoudings met ander kinders.
 - ▶ **Verwaarloosing:** 'n Verwaarloosde kind is iemand wat leed ervaar as gevolg van die versuim van sy of haar ouers of versorgers om in sy of haar basiese behoeftes te voorsien. Fisiese verwaarloosing—vrywillige ontneming van voedsel, swak higiëne, gebrek aan toesig, of onregverdigde onbeheerde probleme of mediese behoeftes, vertraagde mediese sorg, gebrek aan kleding en skuiling. Emosionele verwaarloosing—wanneer hy of sy 'n gebrek aan liefde en koestering ervaar.
 - ▶ **Kinderprostitusie:** Die seksuele uitbuiting van 'n kind vir betaling in kontant of goedere, gewoonlik, maar nie altyd nie, georganiseer deur 'n tussenganger (ouer, gesinslid, koppelaar of onderwyser).
 - ▶ **Kinderpornografie:** Die visuele of hoorbare uitbeelding van 'n kind vir die seksuele bevrediging van die gebruiker. Dit sluit in die produksie, verspreiding en/of die gebruik van sodanige materiaal.
- * **Klientebasis:** Die begunstigdes van die welsynstelsel.

- * **Nutritionally vulnerable:** People can be nutritionally vulnerable because of the special nutritional needs due to their age or stage of life and if these needs are not met they risk becoming malnourished.
- * **Poverty:** Poverty is usually defined with reference to a poverty line, i.e. if a household earns an income lower than a set amount, that household and its members are deemed to be living in poverty. The poverty line varies according to the size of the household and its age composition. At the beginning of 1994 the poverty line for an urban household with two adults and three children was approximately R840 per month, and R740 for a rural household of two adults and three children. See Whitford A. and Posel, D. in **A profile of poverty, inequality and human development in South Africa**, Human Sciences Research Council, 1995.
- * **Prevention:**
 - ▶ **Primary prevention** refers to early intervention that enables households to avoid problems or dysfunctioning. It is directed at large groups of people (communities) who do not currently manifest problems.
 - ▶ **Secondary prevention** is aimed at the identification of problems and early intervention into the lives of individuals, families and groups who are at risk of developing social problems before the situation becomes critical.
 - ▶ **Tertiary prevention** is aimed at individuals and families that present with critical problems or dysfunction. The focus is on intervention and the prevention of further problems.
- * **Private practitioners:** Social workers and psychologists are the private practitioners in the human services sector. They provide services for a fee.
- * **Research (operational):** Research which is conducted for the purpose of shaping policy development and social programmes, such as needs analyses, programme evaluations and advocacy. The research could utilise both qualitative and quantitative research designs and could be participatory.
- * **Residential facilities:** Residential facilities refers to institutions which provide full boarding and lodging for residents such as old age homes and children's homes. Non-residential facilities are crèches and employment workshops for disabled persons.
- * **Self-help/mutual aid:** Formal or informal associations of persons who share certain problems and may meet regularly in small groups to provide one another with advice, emotional support, information and other help. Social workers often encourage and facilitate such efforts amongst client groups, e.g. parents helping parents.
- * **Social development:** The ultimate objective of social development is to bring about sustained improvement in the well-being of the individual, family, community and society at large. The reduction or eradication of mass poverty, inequality and conditions of underdevelopment are widely accepted indicators of social progress. The dimensions of social development are: social welfare; health; education; housing; urban and rural development; and land reform.

Social development is defined by Midgley, J. in "Defining social development: historical trends and conceptual formulations", **Social Development Issues**, Vol 16(3), 1994, as a process of planned social change designed to promote people's welfare in conjunction with a comprehensive process of economic development.

* **Lewenskringloop:** Die ouderdomsverwante opeenvolging van veranderings en stadia van ontwikkeling waardeur die individu gaan vanaf geboorte tot die dood. Elke stadium gaan gepaard met lewenstake wat bemeester moet word. Alhoewel die meeste mense, so word beweer, deur gelyksoortige veranderings in 'n betreklike voorspelbare orde gaan, sluit die lewenskringloop begrip ook eiesoortige opsies in.

* **Lewensvaardighedsopleiding:** Opleiding in vaardighede wat maatskaplike, emosionele en psigologiese funksionering sal verstrekk, dit wil sê opleiding vir selfgelding; hantering van stres.

* **Maatskaplike beleid:** Aanvaarde riglyne vir die verandering, instandhouding of skepping van lewensomstandighede wat bevorderlik is vir menslike welsyn.

* **Maatskaplike beplanning:** Die ontwerp van 'n rigtinggewende program vir aksie om in maatskaplike en menslike behoeftes te voorsien.

* **Maatskaplike inskakeling:** Beleid en programme wat stabiele, veilige en regverdigde samelewings koester en agterblewe, kwetsbare groepe en mense met spesiale behoeftes beskerm. Voorbeelde van programme om maatskaplike inskakeling te bevorder word in Hoofstuk 8 uiteengesit.

* **Maatskaplike noodleniging:** Maatreëls wat getref word deur welsynsorganisasies om tydelike materiële bystand te verleen aan individue of gesinne wat in 'n krisis verkeer totdat hulle hul onafhanklikheid herwin het.

* **Maatskaplike ontwikkeling:** Die uiteindelijke doelwit van maatskaplike ontwikkeling is om volgehoue verbetering in die welstand van die individu, die gesin, die gemeenskap en die samelewing in die algemeen teweeg te bring. Die vermindering of uitroeiing van massa-armoede, ongelykheid en toestande van onderontwikkeling word algemeen aanvaar as aanwysers van maatskaplike vooruitgang. Die dimensies van maatskaplike ontwikkeling is: maatskaplike welsyn; gesondheid; onderwys; behuising; stedelike en landelike ontwikkeling; en grondontwikkeling.

Maatskaplike ontwikkeling word deur Midgley, J. in "Defining Social Development: Historical trends and conceptual formulations", **Social Development Issues**, Vol 16(3), 1994, gedefinieer as 'n proses van beplande maatskaplike verandering wat ontwerp is om die welsyn van mense, in samewerking met 'n omvattende proses van ekonomiese ontwikkeling, te bevorder.

* **Maatskaplike-ontwikkelingswerkers en ander kategorieë van personeel:** Dit verwys na verskillende kategorieë van maatskaplike welsyns- en ander personeel insluitende maatskaplike werkers, maatskaplike hulpwerkers, gemeenskaps-ontwikkelingswerkers, kinder- en jeugsorgwerkers en ander kategorieë wat nog gedefinieer kan word (sien maatskaplike ontwikkeling hierbo). Maatskaplike ontwikkelingswerkers kan ontplooi word om spesialisierende, algemene en ontwikkelingsrolle te vervul en hulle kan formele en informele opleiding ontvang, en kan in sekere gevalle geakkrediteer word deur 'n goedgekeurde owerheid.

* **Maatskaplike probleem:** Verwys na aangetaste maatskaplike funksionering van individue/groepe/gemeenskappe wat hulle kapasiteit om in hulle behoeftes te voorsien, hulle waardes te realiseer en hulle rolle in die samelewing te vervul raak.

* **Maatskaplike programme (ontwikkelingsgerigte maatskaplike welsynsprogramme):** Hierdie programme word ontwerp om 'n impak te hê op substantiewe maatskaplike probleme. Maatskaplike programme is gebaseer op behoefte-analises en bevat bepaalde doelstellings, doelwitte, mikpunte, strategieë, begrotings evalueringsmeganismes. Maatskaplike programme het 'n wyer maatskaplike impak en kan intersektoraal en multidissiplinêr wees. Die term maatskaplike programme is 'n sambreelbegrip wat alle tipes van dienste, fasiliteite, maatskaplike voordele en gemeenskapsgebaseerde ontwikkelingstrategieë insluit.

* **Maatskaplike prosesse:** Voortgesette en geleidelike verandering in die maatskaplike struktuur wat plaasvind as gevolg van die interaksie en verhouding tussen individue en groepe.

* **Maatskaplike geregtigheid:** Ideale toestand waarin alle lede van 'n samelewing dieselfde basiese regte, sekuriteit, geleenthede, verpligtinge en maatskaplike voordele het.

* **Maatskaplike toelae:** 'n Bedrag geld wat maandeliks uit openbare fondse betaalbaar is, vir die onderhoud van 'n persoon of sy of haar afhanklikes wat ingevolge wetgewing kwalifiseer.

* **Maatskaplike instellings:** Strukture in die samelewing wat gerig is op die uitvoering van noodsaaklike funksies met die oog op beskerming, onderhoud en verbetering van groeps- en gemeenskapslewe en die maatskaplike orde. Voorbeelde is politieke en ekonomiese instellings asook die kerk en die gesin.

- * **Social development workers and other categories of personnel:** This refers to different categories of social welfare and other personnel including social workers, social auxiliary workers, community development workers, child and youth care workers and other categories that may still be defined (see social development above). Social development workers may be deployed to perform both specialist, generalist and developmental roles, may receive either formal or informal training, and may in some cases be accredited by an approved authority.
- * **Social grant:** Monthly amount payable from public funds for the maintenance of a person or his or her dependants who qualify in accordance with legislation.
- * **Social institutions:** Structures in society aimed at carrying out essential functions with a view to the protection, maintenance and improvement of group and community life and the social order. Examples are political and economic institutions, as well as the church and the family.
- * **Social integration:** Policies and programmes which foster stable, safe and just societies and protect disadvantaged, vulnerable groups and people with special needs. Examples of programmes to promote social integration are given in Chapter 8.
- * **Socialisation:** Process whereby the individual learns to conform to the moral standards, codes of conduct, role expectations and role performances in a specific society.
- * **Social justice:** Ideal condition in which all members of a society have the same basic rights, security, opportunities, obligations and social benefits.
- * **Social legislation:** Laws aimed at promoting the social functioning of individuals and groups and at protecting their rights.
- * **Social planning:** Drafting of a programme of action directed at meeting social and human needs.
- * **Social policy:** Accepted guidelines for the changing, maintenance or creation of living conditions that are conducive to human welfare.
- * **Social problem:** Refers to impaired social functioning of individuals/groups/communities which affects their capacity to meet their needs or realise their values and to perform their function in society.
- * **Social process:** Continuous and gradual change in the social structure which takes place as a result of the interaction of and relationships between individuals and groups.
- * **Social programmes (developmental social welfare programmes):** These are designed to impact on substantive social problems. Social programmes are based on needs analysis and contain defined goals, objectives, targets, strategies, budgets and evaluation mechanisms. Social programmes have a wider social impact and may be intersectoral and multi-disciplinary. The term social programme is an umbrella concept which includes all types of services, facilities, social benefits and community-based development strategies.
- * **Social relief:** Measures taken by welfare agencies for rendering temporary material assistance to individuals or families in crisis until they regain their independence.
- * **Social security (social protection):** Policies which ensure that all people have adequate economic and social protection during unemployment, ill health, maternity, child rearing, widowhood, disability and old age, by means of contributory and noncontributory schemes for providing for their basic needs. State social assistance (grants) includes the following four categories of benefits: those associated with old age, disability, child and family care, and poor relief. The terms social security and social protection are used interchangeably. Social protection refers to income protection programmes.

* **Maatskaplikewelsynspersoneel:** Dit verwys na alle kategorieë van personeel in die welsynsveld soos maatskaplike werkers, bestaansbeveiligingspersoneel, administratiewe en ondersteunende personeel, versorgingsbeamptes, gemeenskapsontwikkelpersoneel, personeel in die bevolkingsontwikkelveld, maatskaplike hulpwerkers, inheemse werkers, maatskaplike-ontwikkelpersoneel, kinder- en jeugsorgwerkers en vrywilligers.

* **Maatskaplike werk:** Professionele dienste deur 'n maatskaplike werker gerig op die bevordering van die maatskaplike funksionering van individue, gesinne, groepe en gemeenskappe.

* **Maatskaplike wetgewing:** Wette wat gemik is op die bevordering van die maatskaplike funksionering van individue en groepe en wat hulle regte beskerm.

* **Mensehulpbronontwikkeling:** Die ontwikkeling van menslike bekwaamhede, vermoëns, kennis en kundigheid om te voorsien in mense se steeds groeiende behoeftes aan goedere en dienste om hulle lewenstandaard en lewenskwaliteit te verbeter. Dit is 'n proses waarin die burgers van 'n nasie kennis en vaardighede verwerf en ontwikkel vir beroepstake en ander maatskaplike, kulturele, intellektuele en politieke rolle wat deel is van 'n lewendige demokratiese samelewing.

* **Multidimensionele sentra/eenstopdienste:** Sentra wat 'n verskeidenheid van generiese maatskaplike dienste aanbied met die klem op geskiktheid.

* **Multidissiplinêr:** Samewerking tussen verskillende professionele dissiplines.

* **Multisektoraal:** Samewerking tussen 'n aantal sektore.

* **Navorsing (operasioneel):** Navorsing wat onderneem word met die doel om beleidsontwikkeling en maatskaplike programme te vorm soos behoefte-analises, programmevaluerings en voorpraak. Hierdie navorsing kan sowel kwalitatiewe as kwantitatiewe navorsingsontwerpe gebruik en kan deelnemend wees.

* **Nie-regeringsorganisasies/gemeenskapsgebaseerde organisasies (NRO's/GGO's):** NRO's verwys na alle nie-regerings, nie-winsgewende organisasies, wat gemoeid is met die verbetering van die samelewing of die individu. NRO's is private, selfbesturende, vrywillige organisasies wat nie vir kommersiële gewin nie maar in openbare belang werkzaam is, vir die bevordering van maatskaplike welsyn en ontwikkeling, godsdiens, liefdadigheid, onderwys en navorsing.

NRO's is heterogenies en sluit in 'n wye verskeidenheid van organisasies soos gemeenskapsgebaseerde organisasies (GGO's); massagebaseerde organisasies (MGO's) soos die civics, vroue bewegings, kerkgroepe, jeugorganisasies, diensorganisasies en private stigtings.

* **Ondergeskikte wetgewing:** Regulasies en proklamasies.

* **Ontwikkelingsgerigte maatskaplike welsyn:** Hierdie begrip is vir die eerste keer in 1989 deur die Verenigde Nasies gebruik. Dit verwys na maatskaplike welsyn as een van die dimensies van maatskaplike ontwikkeling in ooreenstemming met die benadering voortspruitend uit die Wêreldberaad vir maatskaplike ontwikkeling (World Summit for Social Development), 6 tot 12 Maart 1995. Ontwikkelingsgerigte maatskaplike-welsynsprogramme verwys na programme om die nasionale welsynstrategie uit te voer. Die begrip word meer algemeen in Suid-Afrika gebruik om na ontwikkelingstrategieë te verwys. Vir die doeleindes van hierdie dokument verwys ontwikkelingsgerigte maatskaplike welsyn na die visie, missie, doelstellings, beginsels en 'n agenda vir aksie soos uiteengesit in Hoofstuk 2 van hierdie dokument. Sien ook Midgley, J (1995) **Social Development: The Developmental Perspective in Social Welfare**, Sage Publications, Inc., en die definisie van maatskaplike ontwikkeling in die Woordelys.

* **Privaat praktisyns:** Maatskaplike werkers en sielkundiges is die privaat praktisyns in die menslikediensektor. Hulle voorsien dienste teen betaling.

* **Regstellende aksie:** 'n Stel prosedures wat ontwerp is om die nadele wat deur sekere dele van die gemeenskap in die verlede ervaar is, proaktief te hanteer. Spesiale maatreëls word gebruik om die hindernisse in die pad van gelykheid te verwyder en om diskriminerende praktyke van die verlede te oorkom. Dit sluit in die herstel van die wanbalanse van die verlede. Die gelykstelling van 'n geleentheid behoort nie as 'n tokenisme beskou te word nie.

* **Residensiële fasiliteite:** Residensiële fasiliteite verwys na inrigtings wat volle verblyf aan inwoners gee soos tehuise vir bejaardes en kindertehuise. Nie-residensiële fasiliteite is versorgingsoorde, beskutte arbeid of beskermingswerkplekke vir gestremde persone.

- * **Social welfare personnel:** This refers to all categories of personnel in the welfare field, such as social workers, social security personnel, administrative and support staff, care officers, community development workers, personnel in the population development field, social auxiliary workers, indigenous workers, social development workers, child and youth care workers, and volunteers.
- * **Social work:** Professional services of a social worker aimed at the promotion of the social functioning of individuals, families, groups and communities.
- * **Specialised services/interventions/organisations:** Social work with a specific group, for example the aged or people with disabilities, for which specific additional knowledge, skills and practice methods are necessary.
- * **Street (homeless) children:** In this document reference is made to "street children" rather than "homeless children". The opinion is that "street children" is more appropriate and it should be noted that not all street children are homeless. No consensus was reached as to the most appropriate term in the consultative process which preceded this White Paper.
- * **Structural poverty:** Poverty which emanates from the economic, political and social organisation of society.
- * **Substance abuse:** The term includes the misuse and abuse of legal substances such as nicotine; alcohol; over-the-counter and prescribed drugs; alcoholic concoctions; indigenous plants; solvents; inhalants; as well as the use of illicit drugs.
- * **Subordinate legislation:** Regulations and proclamations.
- * **Sustainable development:** A process in which basic needs are met immediately whilst at the same time increasing the ability of future generations to meet their own needs.
- * **Sustainability:** The term refers to that which is affordable, financially viable, efficient and effective. It is acknowledged that certain welfare programmes will require full Government support as these are targeted at the poor and those persons needing protective services in view of their special needs.

ANNEXURE: LEGISLATION PERTAINING TO SOCIAL WELFARE SERVICES

RSA ACTS

1. National Welfare Act, 1978 (Act 100 of 1978)
2. Fund-raising Act, 1978 (Act 107 of 1978)
3. Social Work Act, 1978 (Act 110 of 1978)
4. Child Care Act, 1983 (Act 74 of 1983)
5. Children's Act, 1960 (Act 33 of 1960)
6. Aged Persons' Act, 1967 (Act 81 of 1967)
7. Blind Persons' Act, 1968 (Act 26 of 1968)
8. Probation Services Act, 1991 (Act 116 of 1991)
9. Prevention and Treatment of Drug Dependency Act, 1992 (Act 20 of 1992)
10. Social Pensions Act, 1973 (Act 37 of 1973)*

- * **Selfhelp/gemeenskaplike hulp:** Formele of informele verenigings van mense wat sekere gemeenskaplike probleme het en wat gereeld in klein groepe saamkom om mekaar van advies, emosionele onderskraging, inligting en ander hulp te voorsien.

Maatskaplike werkers moedig dikwels sodanige pogings aan en fasiliteer sodanige pogings tussen kliëntegroepe, byvoorbeeld ouers wat ouers help.

- * **Sosialisering:** 'n Proses waardeur die individu leer om hom aan te pas by die morele standarde, gedragskodes, rolverwagtings en rolvervullings in 'n spesifieke samelewing.
- * **Straat(daklose)kinders:** In hierdie dokument word eerder verwys na "straatkinders" as na "daklose kinders". Die mening word gehuldig dat "straatkinders" toepasliker is en daar moet op gelet word dat nie alle straatkinders sonder huise is nie. Geen konsensus kon bereik word, in die konsultatiewe proses wat hierdie Witskrif voorafgegaan het, oor die gepaste term nie.
- * **Strukturele armoede:** Armoede wat voortvloei uit die ekononiese, politieke en maatskaplike organisasie van die samelewing.
- * **Voedingkundige kwetsbaar:** Mense kan voedingkundig kwetsbaar wees as gevolg van spesiale voedingkundige behoeftes weens ouderdom of lewensfase en indien daar nie in hierdie behoeftes voorsien word nie, kan hulle die risiko loop om ondervoed te wees.
- * **Volgehoue ontwikkeling:** 'n Proses waardeur daar onmiddellik in die basiese behoeftes voorsien word, terwyl die vermoë van toekomstige geslagte om in hulle eie behoeftes te voorsien terselfdertyd vermeerder word.
- * **Volhoubaarheid:** Die term verwys na dit wat bekostigbaar, finansieel lewensvatbaar en doeltreffend is. Erkenning word verleen aan die feit dat sekere welsynsprogramme volle Staatsondersteuning sal vereis aangesien dit gerig is op die armes en persone wat beskermende dienste benodig in die lig van hulle spesiale behoeftes.
- * **Voorkoming:**
 - ▶ **Primêre voorkoming** verwys na vroeë intervensie wat huishoudings daartoe in staat stel om probleme of wanfunksionering te vermy. Dit is gerig op groot groepe mense (gemeenskappe) wat tans nie probleme openbaar nie.
 - ▶ **Sekondêre voorkoming** is gerig op die identifisering van probleme en vroeë intervensie in die lewens van individue, gesinne en groepe wat die risiko loop om maatskaplike probleme te ontwikkel, voordat die situasie krities van aard word.
 - ▶ **Tersiêre voorkoming** is gemik op individue en gesinne wat kritiese probleme of wanfunksionering openbaar. Die fokus is op intervensie en die voorkoming van verdere probleme.
- * **Werknemershulpprogram (WHP):** 'n Werkgebaseerde program wat hulp verleen aan werknemers wat dwelmmisbruikprobleme of enige ander maatskaplike probleem ervaar wat 'n invloed op hulle werkverrigting het.

BYLAE: WETGEWING WAT BETREKKING HET OP MAATSKAPLIKE WELSYNSDIENSTE

RSA-WETTE

1. Nasionale Welsynswet, 1978 (Wet 100 van 1978)
2. Wet op Fondsinsameling, 1978 (Wet 107 van 1978)
3. Wet op Maatskaplike Werk, 1978 (Wet 110 van 1978)
4. Wet op Kindersorg, 1983 (Wet 74 van 1983)
5. Kinderwet, 1960 (Wet 33 van 1960)
6. Wet op Bejaarde Persone, 1967 (Wet 81 van 1967)
7. Wet op Blindes, 1968 (Wet 26 van 1968)
8. Wet op Proefdienste, 1991 (Wet 116 van 1991)
9. Wet op die Voorkoming en Behandeling van Dwelmafhanglikheid, 1992 (Wet 20 van 1992)
10. Wet op Maatskaplike Pensioene, 1973 (Wet 37 van 1973)*

11. Social Assistance Act, 1992 (Act 59 of 1992)*
12. War Veterans' Pension Act, 1968 (Act 25 of 1968)*
13. Disability Grants Act, 1968 (Act 27 of 1968)*

ACTS PROMULGATED BY THE FORMER OWN AFFAIRS DEPARTMENTS

1. Community Welfare Act (House of Representatives), 1987 (Act 104 of 1987)
2. Social Aid Act (House of Assembly), 1989 (Act 37 of 1989)*

ACTS PROMULGATED BY THE FORMER INDEPENDENT STATES

1. Lebowa Social Pensions Act, 1978 (Act 11 of 1978)*
2. Ciskeian Social Pensions Act, 1976*
3. Venda Social Pensions Act*
4. Gazankulu Social Pensions Act, 1976 (Act 7 of 1976)*
5. Children's Act, 1985 (Ciskei) (Act 18 of 1985)
6. National Welfare Act, 1987 (Ciskei) (Act 18 of 1987)
7. Venda National Welfare Act, 1981 (Act 9 of 1981)

* *Will be repealed with the promulgation of Social Assistance Act, 1992.*

LEGISLATION PERTAINING TO WELFARE FUNCTIONS BUT ADMINISTERED BY OTHER MINISTRIES

1. Mediation in Certain Divorce Matters Act, 1987 (Act 24 of 1987) as amended by—
 - (a) Mediation in Certain Divorce Matters Act, 1991 (Act 121 of 1991)
2. Criminal Procedure Act, 1977 (Act 51 of 1977) as amended by—
 - (a) Correctional Services and Supervision Matters Amendment Act, 1991 (Act 122 of 1991)
 - (b) Criminal Law Amendment Act, 1991 (Act 135 of 1991)
3. Corrective Services Act, 1959 (Act 8 of 1959) as amended by—
 - (a) Correctional Services and Supervision Matters Act, 1991 (Act 122 of 1991)
4. Mental Health Act, 1973 (Act 18 of 1973)

RELATED LEGISLATION THAT ALSO NEEDS TO BE SCRUTINISED REGARDING ITS IMPACT ON SOCIAL FUNCTIONING AND SOCIAL WELFARE SERVICES

1. Health Act, 1977 (Act 63 of 1977)
2. Mental Health Act, 1973 (Act 18 of 1973)
3. Abortion and Sterilization Act, 1975 (Act 2 of 1975)
4. Human Tissue Act, 1983 (Act 65 of 1983)
5. Children's Status Act, 1987 (Act 82 of 1987)
6. Prevention of Family Violence Act, 1993 (Act 133 of 1993)
7. Sexual Offences Act, 1957 (Act 23 of 1957)
8. Marriage Act, 1961 (Act 25 of 1961)
9. Matrimonial Property Act, 1984 (Act 88 of 1984)

11. Wet op Maatskaplike Bystand, 1992 (Wet 59 van 1992)*
12. Wet op Oudstryderspensioene, 1968 (Wet 25 van 1968)*
13. Wet op Ongeskiktheidstoelaes, 1968 (Wet 27 van 1968)*

WETTE UITGEVAARDIG DEUR DIE VOORMALIGE EIE SAKE-ADMINISTRASIES

1. Gemeenskapswelsynswet (Raad van Verteenwoordigers), 1987 (Wet 104 van 1987)
2. Wet op Maatskaplike Bystand (Volksraad), 1989 (Wet 37 van 1989)

WETTE UITGEVAARDIG DEUR DIE VOORMALIGE ONAFHANKLIKE STATE

1. Lebowa Social Pensions Act, 1978 (Wet 11 van 1978)*
2. Ciskeian Social Pensions Act, 1976*
3. Venda Social Pensions Act*
4. Gazankulu Social Pensions Act, 1976 (Act 7 of 1976)*
5. Children's Act, 1985 (Ciskei) (Act 18 of 1985)
6. National Welfare Act, 1987 (Ciskei) (Act 18 of 1987)
7. Venda National Welfare Act, 1981 (Act 9 of 1981)

* *Sal herroep word met die promulgering van die Wet op Maatskaplike Bystand, 1992.*

WETGEWING WAT BETREKKING HET OP WELSYNSFUNKSIES MAAR WAT DEUR ANDER MINISTERIES GEADMINISTREER WORD

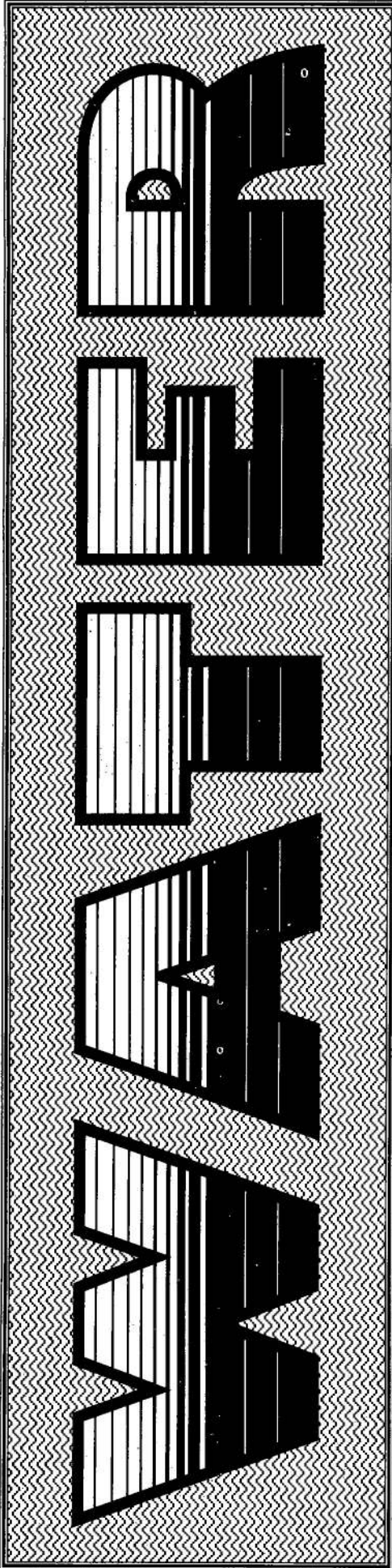
1. Wet op Bemiddeling in Sekere Egskeidingsaangeleenthede, 1987 (Wet 24 van 1987) soos gewysig deur—
 - (a) Wysigingswet op Bemiddeling in Sekere Egskeidingsaangeleenthede, 1991 (Wet 121 van 1991)
2. Strafproseswet, 1977 (Wet 51 van 1977) soos gewysig deur—
 - (a) Wysigingswet op Aangeleenthede rakende Korrektiewe Dienste en Toesig, 1991 (Wet 122 van 1991)
 - (b) Strafrekwysigingswet, 1991 (Wet 135 van 1991)
3. Wet op Korrektiewe Dienste, 1959 (Wet 8 van 1959), soos gewysig deur—
 - (a) Wysigingswet op aangeleenthede rakende Korrektiewe Dienste en Toesig, 1991 (Wet 122 van 1991)
4. Wet op Geestesgesondheid, 1973 (Wet 18 van 1973)

VERWANTE WETGEWING WAT OOK NOUKEURIG ONDERSOEK MOET WORD BETREFFENDE DIE IMPAK WAT DIT HET OP MAATSKAPLIKE FUNKSIONERING EN MAATSKAPLIKE-WELSYNSDIENSTE

1. Wet op Gesondheid, 1977 (Wet 63 van 1977)
2. Wet op Geestesgesondheid, 1973 (Wet 18 van 1973)
3. Wet op Vrugaafdrywing en Sterilisasie, 1975 (Wet 2 van 1975)
4. Wet op Menslike Weefsel, 1983 (Wet 65 van 1983)
5. Wet op die Status van Kinders, 1987 (Wet 82 van 1987)
6. Wet op Voorkoming van Gesinsgeweld, 1993 (Wet 133 van 1993)
7. Wet op Seksuele Misdrywe, 1957 (Wet 23 van 1957)
8. Huwelikswet, 1961 (Wet 25 van 1961)
9. Wet op Huweliksgoedere, 1984 (Wet 88 van 1984)

10. Maintenance of Surviving Spouses Act, 1990 (Act 27 of 1990)
 11. Matrimonial Affairs Act, 1953 (Act 37 of 1953)
 12. Divorce Act, 1979 (Act 70 of 1979)
 13. Divorce Amendment Act, 1988 (Act 3 of 1988)
 14. Maintenance Act, 1963 (Act 23 of 1963)
 15. Reciprocal Enforcement of Maintenance Orders Act, 1963 (Act 80 of 1963)
 16. Births and Deaths Registration Act, 1992 (Act 51 of 1992)
 17. Age of Majority Act, 1972 (Act 57 of 1972)
 18. Legal Aid Act, 1969 (Act 22 of 1969)
 19. Law of Evidence Amendment Act, 1988 (Act 45 of 1988)
 20. Occupational Diseases in Mines and Works Act, 1973 (Act 78 of 1973)
 21. Unemployment Insurance Act, 1966 (Act 30 of 1966)
 22. Workmen's Compensation Act, 1941 (Act 30 of 1941)
 23. Compensation for Occupational Injuries and Diseases Act, 1993 (Act 130 of 1993)
 24. Basic Conditions of Employment Act, 1983 (Act 3 of 1983)
 25. Friendly Societies Act, 1956 (Act 25 of 1956)
 26. Prisons Amendment Act, 1990 (Act 92 of 1990)
 27. Drugs and Drug Trafficking Act, 1992 (Act 140 of 1992)
 28. Gambling Act, 1965 (Act 51 of 1965)
 29. Lotteries and Gambling Board Act, 1993 (Act 210 of 1993)
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10. Wet op Onderhoud van Langslewende Gades, 1990 (Wet 27 van 1990)
 11. Wet op Huweliksaangeleenthede, 1953 (Wet 37 van 1953)
 12. Wet op Egskeiding, 1979 (Wet 70 van 1979)
 13. Wysigingswet op Huweliks- en Huweliksgoederereg, 1988 (Wet 3 van 1988)
 14. Wet op Onderhoud, 1963 (Wet 23 van 1963)
 15. Wet op Wederkerige Afdwinging van Onderhoudsbevele, 1963 (Wet 80 van 1963)
 16. Wet op die Registrasie van Geboortes en Sterftes, 1992 (Wet 51 van 1992)
 17. Wet op die Meerderjarigheidsouderdom, 1972 (Wet 57 van 1972)
 18. Wet op Regshulp, 1969 (Wet 22 van 1969)
 19. Wysigingswet op die Bewysreg, 1988 (Wet 45 van 1988)
 20. Wet op Bedryfsiektes in Myne en Bedrywe, 1973 (Wet 78 van 1973)
 21. Werkloosheidversekeringswet, 1966 (Wet 30 van 1966)
 22. Ongevallewet, 1941 (Wet 30 van 1941)
 23. Wet op Vergoeding vir Beroepsbeserings en -siektes, 1993 (Wet 130 van 1993)
 24. Wet op Basiese Diensvoorwaardes, 1983 (Wet 3 van 1983)
 25. Wet op Onderlinge Hulpverenigings, 1956 (Wet 25 van 1956)
 26. Wysigingswet op Gevangenis, 1990 (Wet 92 van 1990)
 27. Wet op Dwelmmiddels en Dwelmsmokkelary, 1992 (Wet 140 van 1992)
 28. Wet op Dobbeldary, 1965 (Wet 51 van 1965)
 29. Wet op die Raad op Loterye en Dobbeldary, 1993 (Wet 210 van 1993)
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CONTENTS**INHOUD**

No.	Page No.	Gazette No.	No.	Bladsy No.	Koerant No.
GENERAL NOTICE			ALGEMENE KENNISGEWING		
Welfare, Department of			Welsyn, Departement van		
<i>General Notice</i>			<i>Algemene Kennisgewing</i>		
57			57		
Draft White Paper for Social Welfare: For			Konsepwitskrif vir Maatskaplike Welsyn:		
comments	1	16943	Vir kommentaar	1	16943