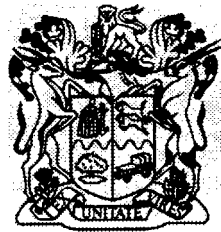


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## GENERAL NOTICE

### DEPARTMENT OF WELFARE

NOTICE 463 OF 1999

### FINANCING POLICY

### Developmental Social Welfare Services

Department of Welfare

Private Bag X901

Pretoria

0001

Republic of South Africa

# **FINANCING POLICY**

## **DEVELOPMENTAL SOCIAL WELFARE SERVICES**

**MARCH 1999**



## INTRODUCTION

The need to transform social welfare delivery is stated clearly in the White Paper for Social Welfare. This Financing Policy is one of the most important policy instruments for the fundamental transformation of both service delivery and the financing thereof. It elaborates on and develops one of the key aspects of the White Paper with the objective of promoting universal access to welfare services for all citizens.

The aim of the policy is to rationalise welfare funding, to target beneficiaries and distribute benefits equitably, to ensure resources are used **efficiently** and effectively, and thereby to **correct** injustices and imbalances brought about by the present skewed allocation of resources.

The phasing in of this policy will commence in April 1999 and is linked to government's Medium Term Expenditure Framework (**MTEF**). It is expected to be fully operational by the financial year 2003/2004.

While a few aspects of the White Paper for Social Welfare will be revisited here, it is recommended that the policy be read in conjunction with the White Paper, and the interim policy guidelines for the Child and Youth Care System (**CYCS**).

## CHAPTER 1

### DEVELOPMENTAL SOCIAL WELFARE

#### *"The New Deal"*

#### 1. REVISITING THE WHITE PAPER FOR SOCIAL WELFARE

##### 1.1 VISION

The White Paper expresses government's vision for a new welfare system as "A welfare system which facilitates the development of human capacity and self-reliance within a caring and enabling socio-economic environment. "

##### 1.2 MISSION

The mission of the White Paper is "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-centered and developmental."

##### 1.3 SOCIAL WELFARE AND SOCIAL DEVELOPMENT

The White Paper on Social Welfare defines social welfare as "an integrated and comprehensive system of social services, facilities, programmed and social security to promote social development, social justice and the social functioning of people."

The objective of social welfare is to promote the wellbeing of individuals, families and communities. Welfare services are part of a broad menu of social services which aim to enhance the quality of life of South Africans and which provide an enabling environment for women, youth, children, families and the aged to achieve their aspirations. Social welfare services and programmed are amongst a range of measures to achieve social development (including health services, nutrition programmed, education, housing, job creation programmed, recreation, rural and urban development projects and land reform). In the context of a social development paradigm, citizens, government and service providers are co-responsible for building a better quality of life for all.

##### 1.4 SCOPE OF APPLICABILITY

This policy and the direction for transformation, norms and standards referred to, and the developmental quality assurance approach applies to all welfare services including the government and non-governmental sectors.

## 1.5 CURRENT SITUATION

Government and the non-governmental welfare sector provide a wide range of **services** to children, youth, women, families and the aged. The budget for government institutions is **R582m**, while transfers of **R827m** per annum are made to non-governmental institutions.

### 1.5.1 Government sector

The Constitution stipulates that social welfare is a shared responsibility between the national and provincial spheres of government. Previously welfare functions were combined with health or were split across various government departments leading to the fragmentation of welfare functions.

Since 1994, 14 administrations have been amalgamated into nine provincial welfare departments, with effective structures and corporate identity not yet in place in all provinces. In four of the provinces health and welfare functions are located in one department. Whilst this provides opportunities for collaboration on joint programmed, shared financial management, administration and human resource provision, it works against the efficient **delivery** of welfare and social security services.

In addition "other government departments such as Correctional Services, Health, Justice, Education, Labour, Public Works, Housing, Sport and Recreation and Safety and Security are partners in social welfare service delivery. Some government departments provide financing for community-based organisations (CBOs) whose functions are closely aligned with the Department of Welfare.

Duplication and fragmentation both within and between government departments is due to a lack of role clarification and overlapping responsibilities. In "addition mechanisms for intersectoral and collaborative policy development, planning and financing are lacking, although initiatives are afoot to remedy this.

Welfare **service** delivery and developmental welfare strategies at local government level have received very little attention up to now.

### 1.5.2 Civil society

In addition to government institutions, the welfare sector has a large institutional infrastructure rooted in civil society. South Africa has a **rich** tradition of civil society involvement in welfare service provision and a significant non-governmental resource base has been built up over several decades.

It is estimated that there are up to 10000 organisations in civil society with a welfare and development focus. They are based in either the formal welfare sector receiving government financing or what is popularly referred to as the informal

welfare sector, and are currently not government subsidised. In addition informal social networks exist which provide resources and social support through networks of family, friends, neighbors and indigenous helping systems such as self-help groups and spiritual and customary networks.

#### The formal welfare sector

There are approximately 5500 organisations which are registered in terms of the Fund Raising Act (1978) and the Non-Profit Organisations Act (1997). Approximately 50 percent of these 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 substantive portions of their budgets themselves. Welfare organisations provide direct social services for particular target groups, often in a highly stratified and specialised manner, resulting in the duplication and fragmentation of welfare services.

This sector has a well-developed infrastructure, skills and resources, which have evolved over many years. Most 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 opportunities they offer, or the fact that they are women's organisations. Duplicate structures have been developed at provincial level over the past four years and these are partly subsidised by the state.

A wide range of social services, public facilities and development programmed are offered by religious groups. About 40 percent of these religious organisations are registered as welfare organisations. These organisations also receive government subsidies for some of their programmed.

#### The informal welfare sector

A substantial number of organisations have developed in South Africa with their roots in the anti-apartheid movement. These organisations pioneered people-centred development approaches, identified gaps in the delivery system which they attempted to fill and lobbied for policies to effect fundamental social, economic and political change. These NGOs and CBOs have been funded almost exclusively by foreign donors. Their future has become increasingly uncertain as international donors move to invest in large government programmed.

The trend over the past four years has been to initiate new partnerships with these CBOs as many work within the 'developmental welfare' paradigm espoused by the White Paper. However the rigid regulatory framework prohibits the financing of new programmes which do not fit the framework of the old subsidy system.

### 1.5.3 Problems in the existing partnership

Welfare financing at present is based on a subsidy system in which government is considered to be a **funder** of services and not a purchaser of services. The current financing system is based on transfers to organisations who provide services to a particular client group (eg organisations dealing with substance abuse or providing services to older people) and is not aligned with new priorities to - inter alia - provide a wide range of **services** from a single point.

Problems and challenges for welfare partnerships include fragmentation, the **duplication** of services (and resulting inefficiencies), a lack of human resource capacity and physical infrastructure (which contributes to an inability to meet the range of society's needs), and weak **inter-sectoral** communication and collaboration. In some instances there has been inadequate financial accountability and discipline.

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

## 1.6 TRANSFORMATION OF SOCIAL WELFARE SERVICES

### 1.6.1 Policy Framework

In August 1998, a process was set in motion to bring about transformation of social welfare services in line with the strategic directions of government, the White Paper, and the already established Transformation of the Child & Youth Care System (TCYCS).

A holistic integrated policy framework is to be established for Developmental Social Welfare Services and this financing policy is a key component of such a policy framework. Two other major components will be the "Norms and Standards" and the "Developmental Quality Assurance" instrument.

### 1.6.2 Vision for Developmental Social Welfare Services

In the process of implementing the objectives of the White Paper, the vision for developmental welfare services is defined as "Children, youth, women, families and older persons are competent, experience well-being and contribute to an enabling and eating society."

### 1.6.3 Principles for Developmental Social Welfare Services

The principles in the White Paper for **Social Welfare**, together with the following principles, provide the foundation upon which transformation is to take place:

**Accountability**

Everyone who intervenes with children, youth, families, women and older persons should be held accountable for the delivery of an appropriate and quality service.

**Empowerment**

The resourcefulness of each child, youth, family, woman, and older person should be promoted by providing opportunities to use and build their own capacity and support networks and to act on their own choices and sense of responsibility.

**Participation**

Children, youth, families, women, and older persons should be actively involved in all the stages of the intervention process.

**Family -Centred**

**Services** should be contextualised within the family, the extended family and the community, and support and capacity building to families should be provided through regular developmental assessment and programmed which strengthen the family's development over time.

**Community -Centred**

Services should be contextualised within the community environment, and support and capacity building to communities should be provided through regular developmental assessment and programmed which strengthen the community's development over time.

**Continuum of Care and Development**

Children, youth, women, families and older persons should have access to a range of differentiated and integrated services on a continuum of care and development, ensuring access to the least restrictive, least intrusive and most empowering environment and/or programmes appropriate to their individual developmental and therapeutic needs.

**Integration**

Services to children, youth, families, women and older persons should be holistic, inter-sectoral and delivered by an appropriate multi-disciplinary team wherever possible.



**Continuity of Care and Development**

The changing social, emotional, physical, cognitive and cultural needs of the child, youth, family, woman, or older person should be recognised and addressed throughout the intervention process. Links with continuing support networks and resources, when necessary, should be encouraged after disengagement from the system.

**Normalisation**

Children, youth, families, women and older persons should be exposed to normative challenges, activities and opportunities, which promote participation and development.

**Effectiveness and Efficiency**

Services to children, youth, families, women and older persons should be delivered in the most effective and efficient way possible.

**Person-centred**

Positive developmental experiences, support and capacity building should be ensured through regular developmental assessment and programmed which strengthen the child's, youth's, family's, woman's, or the older person's development over time.

**Rights**

The rights of children, youth, families, women and older persons as established in the South African Constitution and the various international conventions ratified by South Africa, shall be protected.

**Restorative Justice**

The approach to children, youth, women and older persons in trouble with the law should focus on restoring societal harmony and putting wrongs right rather than punishment. The person should be held accountable for his or her actions and where possible make amends to the victim.

**Appropriateness**

All services to children, youth, families, women and older persons should be the most appropriate for the individual, the family and the community.

**Family Preservation**

All services should prioritise the goal to have children, youth, women, and older persons remain within the family and /or community context wherever possible. When a young person, woman or older person is placed in alternative care, services should aim to retain and support communication and relationships between the person and their family (unless proven not to be in their best interests), and maximise the time which the person spends in the care of his/her family.

### Permanency Planning

Every young person within the Continuum of Care and Development should be provided with the opportunity to build and maintain lifetime relationships within a family and/or community context within the shortest time possible.

### African Renaissance

As South Africans and Africans, all services to children, youth, families, women, and older persons should reflect an understanding of the African context in which they are based and should consciously support the African Renaissance.

#### 1.6.4 Paradigm shifts within Social Welfare Service

The financing of welfare services should create an environment in which the paradigm shift towards a developmental approach can be made and should ensure that transformational shifts are consciously supported and encouraged through the financing policy and mechanisms.

**Table 1: Paradigm Shifts in social Welfare Service delivery**

Shift #1	From a pathology and specialisation focus	To a development focus and <b>service methodology</b>
Shift #2	From too few resources (human and financial) allocated to and focussed on prevention and early intervention strategies	<b>To an emphasis on prevention and early intervention strategies, even when services are located at level 4 of the system<sup>2</sup></b>
Shift #3	From most services located at level 4, yet poorly resourced and generally ineffective	To least services at this level, but well <b>resourced</b> and highly effective
Shift #4	From fragmented services across specialised areas and various sectors	To integrated services, including special development areas (such as disability, HIV/AIDS, and substance abuse) and across sectors
Shift #5	Dislocation or isolation from social assistance,	To linkages and <b>where possible integration with social assistance components</b> (such as combining child support grant with a range of integrated services)
Shift #6	From inequality	<b>To conscious targeting of inequality together with a strong anti-poverty focus throughout all services</b>
Shift #7	From viewing residential care as	To <b>re-framing</b> and transforming

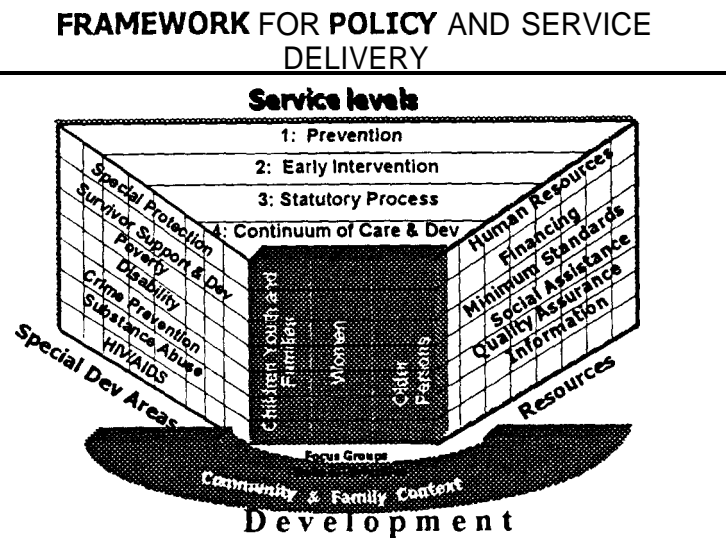
	institutions	them into “one-stop” services
Shift #8	From services directed at addressing a particular pathology or problem area	To services addressing the <b>needs of children, youth and families, and/or women and older persons</b>

The shifts in the orientation of welfare services indicated below are directly linked to the transformational shifts in welfare financing.

**1.6.5 Policy and Delivery Framework:**

The framework has four levels of service delivery, with all levels functioning as a continuum. The continuum across the four levels and within level 4 itself is from the least restrictive, least intrusive and most empowering; to the most intrusive, most restrictive and most empowering for the particular individual(s). The basis for decision-making with regard to delivery of service is a developmental assessment of the person.

**Diagram 1.1: Framework for Developmental Social Welfare Services**



**The four service delivery levels are:**

Level 1                      Prevention:

These services include any strategies and programmed which strengthen and build the capacity and self-reliance of families, communities, children, youth, women and older persons.

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Level 2      Early Intervention:

These services target children, youth, families, women, older persons and communities identified (through a developmental risk assessment) as being vulnerable or at risk and ensure, through strengths-based developmental and therapeutic programmed, that they do not have to experience statutory intervention of any kind. Early intervention services at level 3 and 4 are aimed at ensuring that no further deterioration takes place, that no further statutory intervention will be necessary, and that individuals, families and communities are restored and/or reunified within the shortest time frame possible.

Level 3      Statutory Process:

At this level the individual has become involved in some form of court case and will be "in statutory process" until the court proceedings have been finalised. This would include for example, anyone who is being placed away from home in alternative care on the basis of a committal order, a family going through divorce, anyone in trouble with the law who has not been diverted, and those who are survivors of criminal acts against them. Services at this level are aimed at supporting and strengthening communities, families, children, youth, women and older persons and are based on a strong recognition that this is a period of crisis, transition and uncertainty and that a specific range of services needs to be available. -

Level 4      Continuum of Care and Developmental Services:

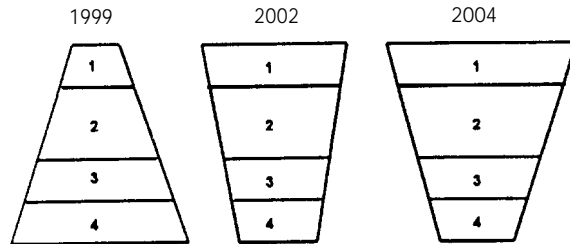
These services range from community based care such as day care, foster care, probation supervision, and home-visitors; to shelters, day treatment **centres**, weekend care **centres**; to restricted environments such as prisons, secure care for young people, rehabilitation **centres** and various forms of residential care. Services on the continuum should be highly effective, delivered from a perspective of prevention and early intervention to ensure no further deterioration, should maximise development and well-being, and should integrate the individual within a family and community context in the shortest time possible.

While services at this level of the system may tend to be (and may need to be) more specialised in some respects, the methodology of delivery remains a developmental one. The service should thus focus on the person (and their family) holistically and ensure that all **necessary** service components are integrated and delivered as far as possible in the form of a "one-stop" service.

Diagram 1.2 below reflects the shift in service delivery after a five year period.

### Diagram 1.2: Shift in Service Delivery

#### TRANSFORMATION AND TRANSITION



#### Integration of special developmental areas, and re-framing of services:

The framework integrates special development areas such as HIV/AIDS, poverty alleviation, crime prevention, substance abuse, survivor support and development and disability within each level and across the focus groups of children, youth, families, women and older persons.

Any service to children, youth, families, women or older persons could be at one or more of the **service** levels (early intervention and the continuum of care and development) and should ensure that special development areas are integrated where they are relevant to the service participants.

No residential care facility, or welfare service organisation should be structured around or focus exclusively on any one of the special development areas. Organisations could however be structured around and provide services to one or more of the focus groups.

Every service organisation will be required to reflect all the principles (unless irrelevant) within their service delivery.

National and provincial organisations (including the national and provincial departments of welfare) which function as networks, coordinating bodies, or ‘(umbrella bodies’ would be required to make the same paradigm shift away from special development areas (or pathologies) to integrated and holistic service delivery to one or more of the focus groups. This may mean that one or more of these organisations would need to **consider** creating an integrated structure with other ‘specialised’ organisations.

## CHAPTER 2

### POLICY AND PRACTICE

#### ***“A BREAK FROM THE PAST”***

#### 2.1 POST WHITE PAPER

A number of initiatives towards implementing the recommendations of the White Paper for Social Welfare have taken place over the past couple of years:

- . The Welfare Reprioritisation Committee was set up as an interim structure from November 1995- March 1996, prior to the commencement of work on a new approach to financing developmental social welfare services. A report with interim recommendations was implemented in April 1996.
- . A Work Group was established during October 1996 to develop and draft the new financing policy for developmental social welfare services. A draft document was presented in May 1998.

#### 2.2. CURRENT DEVELOPMENTS

Budgetary reform in government became a reality with the introduction of the Medium Term Expenditure Framework (MTEF) in 1996. The MTEF is an operational plan to give substance to the government's reconstruction and development endeavors for spending plans through a three year budgetary cycle.

#### 2.3 THE NEW FINANCING APPROACH

##### 2.3.1 Budgeting

**Within this broader process of budgetary reform developmental welfare services will be delivered according to a new framework for financing services. Budgeting for service delivery will be output- and outcomes-based and will enable the analysis and allocation of resources according to stated purpose and results.**

##### 2.3.2 Aims

The financing policy aims to:

- . Meet government's agenda to address and eliminate the current imbalances in services to citizens

- Include service organisations previously excluded from receiving financial assistance from the state
- . Target financing to the highest strategic priorities
- Promote equitable distribution of finances, services and infrastructure
- . Include flexible and varied financing options
- Facilitate the emergence of a network of accessible services for all in need
- Promote the capacity and sustainability of organisations

### 2.3.3 Financing Principles

The financing policy is based on the following principles:

- applicability to all service providers both government and the non-governmental sector
- maximizing the potential for services at prevention and early intervention levels
- maximizing human resource development throughout the system as well as ensuring sufficient human capacity
- promoting effective and efficient service delivery
- supporting differentiated programmed
- complementarily with other resource mechanisms
- promoting an holistic approach to service provision
- allocation of resources sensitive to the transition phase of transformation and/or development
- promoting differentiated financing models.
- redistributive, taking into account historical imbalances in terms of demography and the urban-rural divide
- aimed at alleviating poverty and promoting the quality of life of people
- recognition and support for the constitutional and UNCRC responsibility of the state for children placed in out-of-home care on a court order.

### 2.3.4 Financing Shifts

**Shift #1:** From a narrow focus on quantitative services to a focus both on qualitative and quantitative services

The emphasis will not be purely on how many persons have been attended to, but also on how effective the services are in meeting the needs and ensuring the well-being of children, youth, women and older persons within the context of families and communities. While present financing is based on, for example, a per capita amount for a child in a residential care facility, this shift aims to attain a balance between quality and quantity.

**Shift #2:** From per capita financing to **programme** financing

The present system of financing is based on a per capita subsidy or financing of posts for welfare service organisations. This places the focus on keeping beds or posts filled, with no emphasis on the quality or appropriateness of the service delivered. It is currently possible that an old age home could continue to receive financing each month, regardless of whether the service is relevant to the residents and has their best interests at heart. This shift will be towards the financing of holistic service programmed.

**Shift #3:** From a focus on financing specialist organisations and services to financing of holistic services with specialist components integrated.

Financing will be given to services at one or more of the service **levels** (from early intervention to the continuum of care and development) which ensure that special development areas are integrated where relevant or appropriate.

**Shift #4:** From supporting racially-based structures and practices to supporting those services that promote social integration, diversity and equity.

Many organisations receiving financing have a strong racial bias in their governance structures, staffing and services. This shift will be towards financing services that demonstrate social integration of race and gender, a strong respect for diversity and that provide services to all South Africans in need on the basis of equity.

**Shift #5:** From financing on the basis of "entitlement", to financing on the basis of necessary and effective services.

During the course of the implementation process, government will move from financing decisions based purely on historical reasons for funding a particular **programme** to financing on the basis of the value of the particular service to the beneficiary community. Financing decisions will be based on the compatibility of policies and plans with identified needs (as based on a developmental assessment of provinces and communities); and the provision of an effective service that meets minimum standards.

**Shift #6:** From a skewed allocation of resources to prioritizing services and ensuring a more balanced resource allocation

Both between and within provinces there is an unequal distribution of social welfare services and the resources that go with these services. The new system will require that programmed and resources are **re-prioritised** towards needs which are identified as being of high **local** importance and significance. Services need to be provided **and** resources shared on a more equitable basis across the length and breadth of the country, particularly where services are concentrated in



certain urban areas and completely lacking in rural areas.

**Shift #7:** From financing of organisations and services that disregard indigenous rights and cultural practices, to financing of organisations that respect diversity and indigenous rights and cultures.

Organisations tend to be unaware of indigenous rights and cultural practices. Many institutions have not yet set up their staff structures to ensure a staff complement that can understand and respond to the spectrum of human diversity. Financing will, in future, support those services that are **re-organising** their operational environment to respond to the diversity of South African rights, culture and language, thereby linking with the **concept** and direction of the African Renaissance.

**Shift #8:** From financing based on arbitrary, "thumbsuck" criteria, to financing based on principles, value-based **criteria** and an **output/outcomes** orientation

Services are presently financed on the basis of numbers, rather than on an analysis of the outputs that are required for a particular service, the outcomes required in terms of a social development perspective and the inputs needed to effect the identified outputs/outcomes. This shift will ensure that services reflect, in policy and practice, the principles and values of the new developmental social welfare service system. Specific financing criteria, linked to minimum standards and principles will be the basis of financing decision-making.

**Shift #9:** From an individualist bias in financing to recognition of collective approaches.

Financing will support individual organisations as well as "collectives". Similarly financing may go to a network of organisations rather than an individual organisation, or to a community rather than individual persons or groups in the community. The **interlinkages** between social assistance and financing of welfare services will also be reviewed to promote greater synergy between the two and greater value addition.

**Shift #10:** From financing of fragmented, specialised, or isolated services to financing of "[one-stop" integrated services.

This shift requires that integrated holistic services be provided to individuals, families and communities and that these be financed as one holistic service. For example residential care facilities to children and youth would be expected to provide a service that includes reunification and family preservation, as well as covering special development areas such as HIV/AIDS, disability and crime prevention.

**Shift #11:** From social assistance separated from social services, to financing social services which is linked to social assistance.

This shift expresses the concept of “a grant plus services” and seldom a grant in isolation. Social assistance such as the provision of foster care grants and the child support grant is presently dealt with in isolation from developmental social welfare service delivery. Financing will encourage social services to factor in social assistance and vice versa.

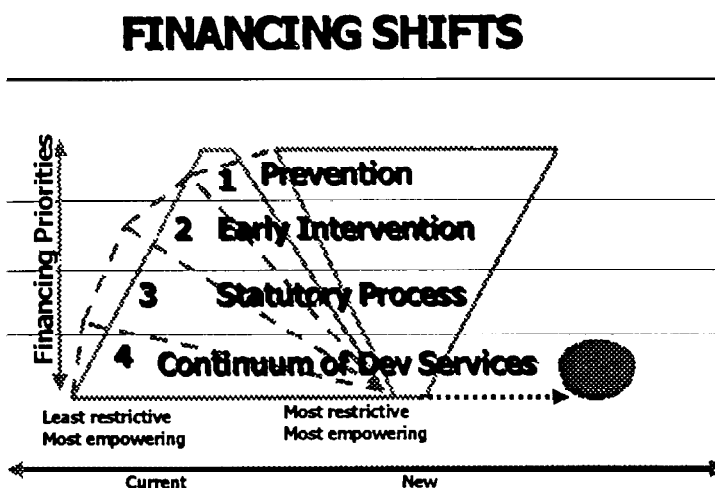
In this arrangement, no child support grant should be delivered in isolation of services to the family and no foster care grant should be given without services to the foster family, the child and his or her family.

**Shift #12:** Shift from top-down delivery to a participatory approach.

Currently, provinces and organisations decide on whether a service is needed or will be provided without the participation of those for whom the service is intended. Using a developmental assessment process, full participation of families, communities and individuals should take place.

Services which consciously and appropriately involve communities, families, children, youth, women or older persons in assessing the service need and designing the service programme will be supported through welfare finances. This approach is already being used in the *Make a Difference* and *Flagship Programme* models.

**Diagram 2.1: FINANCING SHIFTS**



## 2.4 CATEGORIES OF SERVICE DELIVERY AND FINANCING

Three categories of service **delivery** will be financed in terms of the new policy. Each **category** will be delivered according to the vision, framework, principles/values of the policy and within a “service **basket**”. Each **category** will have generic plus special financing criteria and minimum standards applied to it. Each **category** will be subject to service level agreements and Developmental Quality Assurance (**DQA**) assessments.

These categories of **services** could be offered in combination within a single organisation, or by an organisation **focussed specifically** on a particular category. If more than one **category** is offered then compliance with each set of criteria and minimum standards would be **necessary**.

**TYPES OF SERVICES**

CATEGORY	DEFINITION	AIM	MISSION
<p><b>A: DIRECT SERVICES</b></p>	<p>These services would involve holistic and effective direct services to children, youth and families, women and/or older persons at one or more of the service delivery levels, with integration of special development areas into the service. Such services would be delivered by NGO's, CBO's, local and provincial governments.</p>	<p>The broad aim would be to maximise the development and wellbeing of individuals, families and communities.</p>	<p>Each service organisation offering direct services would have a particular mission directed at achieving the vision for developmental social welfare services as well as the service objectives. Strategies, programmes and projects would be the main vehicle for achieving the mission and would be specific to the service.</p>
<p><b>B: POLICY, MANAGEMENT, CO- ORDINATION AND MONITORING OF SERVICES (SUPPORT SERVICES)</b></p>	<p>These would be support services to organisations and departments providing services to children, youth and families, women and/or older persons at one or more of the service delivery levels. Such services would be delivered by the national and provincial head offices of the Department of Welfare and by NGO's (including consortia, councils and networks) or by a partnership between government and non-governmental organisations. At the national level these services would be directed at provincial departments and provincial NGO's. At the provincial level these services would be directed at regional and local department offices, NGO's and CBO's.</p>	<p>The broad aim would be to maximise and monitor the transformation, development, effectiveness and efficiency of social welfare service departments and organisations affiliated to the national or provincial structure and/or receiving financial support from the provincial or national structure.</p>	<p>Each service organisation offering category B services would design a mission directed at achieving the vision for developmental social welfare services as well as the broad aim for services in this category. Strategies, programmes or projects could be designed for this purpose.</p>

<p><b>C:</b>  <b>CAPACITY BUILDING, RESEARCH ADVOCACY SERVICES (BUILDING ENABLING ENVIRONMENT)</b></p>	<p>These support services would be directed at welfare service organisations (including the Department of Welfare) and social service personnel across the broad range of disciplines. Such services would be delivered by national and provincial Departments of Welfare and national or provincial NGO's.</p>	<p>to support the emergence of new organisations, the transformation of existing organisations, and effectiveness and efficiency and good organisational governance, through, inter alia, providing research and information on trends, needs and policy directions as required by the sector. Advocacy for rights and new directions will also be</p>	<p>category C services would have a particular mission directed at achieving the vision for developmental social welfare services as well as the broad aim for services in this category. Strategies, programmes or projects could be designed for this purpose.</p>
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**2.4.1 FUNDABLE ACTIVITIES**

These are the activities which government will expect to see included in the "service basket" to be financed and which will be monitored using the DQA instrument. These criteria apply to both government and the NGO sector. The service basket activities are generally similar for category A and B and slightly differentiated for category C. Each "service basket" would differ with regard to the core activities (ie strategies, programmes and projects that service providers offer to children, youth and families, women and older persons) and particular support services offered to organisations.

CATEGORY	ACTIVITIES	COST DRIVERS
<p><b>A: DIRECT SERVICES</b></p>	<ul style="list-style-type: none"> <li>• Service delivery strategies, projects and programmes in line with the organisation's vision, mission and the stated policy principles.</li> <li>• Developmental assessment as relevant to the mission of the organisation</li> </ul>	<p><b>For all categories:</b></p> <ul style="list-style-type: none"> <li>➤ Cost of strategies, programmes and projects to be delivered, including:</li> <li>➤ Personnel costs for multi-disciplinary team;</li> <li>➤ Stationery, fax, telephones;</li> <li>➤ Transport and travel;</li> <li>➤ Staff development;</li> <li>➤ Equipment; and</li> <li>➤ Percentage of fixed assets</li> </ul>
<p><b>B: POLICY, MANAGEMENT, CO-ORDINATION AND MONITORING OF SERVICES (SUPPORT)</b></p>	<ul style="list-style-type: none"> <li>• Policy, monitoring and advisory services to organisations</li> </ul>	
<p><b>C: CAPACITY BUILDING AND/OR RESEARCH</b></p>	<ul style="list-style-type: none"> <li>• Research strategies, programmes, and projects including:</li> </ul>	

SERVICES AND/OR ADVOCACY (ENABLING)	Assessments at community or regional level
	<ul style="list-style-type: none"> <li>• Data mining</li> <li>• Information analysis</li> <li>• Documentation</li> <li>• Developmental assessment as relevant to the mission of the organisation</li> <li>• Bench-marking</li> <li>• International comparative research</li> </ul>
	<ul style="list-style-type: none"> <li>• Capacity building, mentoring and training strategies, programmes and projects</li> <li>• Publications which focus on capacity building/education</li> <li>• Developmental assessment as relevant to the mission of the organisation</li> </ul>
	<ul style="list-style-type: none"> <li>• Advocacy, monitoring and education related to rights in the welfare sector.</li> </ul>

Generic activities to be funded will include:

- Team and teamwork development (multi-disciplinary team)
- Staff development
  - \* Networking and partnerships
- Organisational and financial management
  - \* Administration, record keeping and reporting
  - \* Policy and procedures for the organisation
- Internal DQA

### 2.4.3 SERVICE BASKET COSTING:

The method of costing the service basket would be the same for the three with the three categories of service would be costed as follows:

- **Strategies, programmes and projects** (delivery) including:
  - Staffing/salaries (multi-disciplinary team)
  - Stationery, fax and telephones
  - Transport and travel
  - Staff development
  - Equipment
  - Percentage of fixed assets

gries. The "service basket" associated



## 2.5 FINANCING OPTIONS

The following financing options will be applied in combination or on their own:

- **Financing of differentiated services**

This applies to financing of differentiated services that an organisation offers and may be applicable to residential facilities rendering their own family reunification.

- **Financing in phases**

A particular phase or component of a projector programme could be financed.

- **Financing to support early development of a programme or project**

In instances where a service is in the early stages of development and is not yet able to qualify for financing according to the set criteria, grant financing may be considered. This will also be applicable to projects that only need seed money and that will ultimately become self-sustainable.

- **Project financing**

In instances where specific short-term projects form part of a broader service, financing linked to specific project objectives maybe considered.

- **Transfer of lump sum**

Consideration will be given to the transfer of substantial funds where projects have proven credibility and are subject to a contract. This will enable the service to utilize the interest as additional income.

- **Linking social assistance**

Social assistance i.e. foster care grants could be linked to service delivery by making a cluster grant payment available to a community caring for children at risk.

- **Outsourcing**

In instances where needs for services are identified, government may outsource the service by means of a tender process.

- **Venture financing**

In instances where service providers wish to start new innovative services, venture financing may be considered.

- **Service purchasing**

Where applicable, government may also procure services from service providers.

## CHAPTER 3

### INSTITUTIONAL ARRANGEMENTS

#### ***“MEETING THE CHALLENGE TOGETHER”***

#### 3.1 CURRENT SITUATION

A number of legislative amendments and ratification of UN Conventions and commitments regarding women, children and the aged have been made by the government over the last few years. These include:

- The Aged Persons Amendment Bill was introduced in Parliament to do away with racial discrimination regarding the provision of welfare services and to ensure the protection of older persons.
- The Child Care Amendment Act 96 was passed in November 1996. Provisions in the Child Care Act were amended to remove discrimination based on race and religion. Further amendments regarding secure care and commercial sexual exploitation are presently before Parliament
- The Child Care Support Grant was introduced in April 1998 to replace the State Maintenance Grant that will be phased out over a period of **three years**. Historically, the State Maintenance Grant targeted White, Coloured and Indian households in urban areas. The Child Support Grant is a re-distributive grant that targets poor children up to the age of seven years irrespective of race or geographical area.
- The Social Work Amendment Act of 1995 abolished the South African Council for Social Work that was viewed as non-representative and upholding outdated Government policies. The Act provided for the establishment of an Interim Council during the transition period from the old to the new arrangements. At the end of 1998 the Act that establishes a new social services council was passed in Parliament.
- The Non-profit Organisation Act was passed by Parliament in December 1997 and came into operation in July 1998. This Act replaces **parts** of the Fund Raising Act of 1978 and aims to create an environment within which non-profit organisations can flourish. In terms of this legislation, registration as a fund-raising organisation is voluntary.

- The South African Law Commission is presently drafting a comprehensive Child Care Act.
- The Social Assistance Act of 1992 was amended through the Welfare Laws Amendment Act of 1997 to extend subsidies to non-registered welfare organisations and to those providing services to disadvantaged communities.
- A White Paper on Population Policy was gazetted in March 1998. The goal of this policy is to bring about changes in the determinants of the country's population trends so that these trends are consistent with the achievement of sustainable human development.
- An Amendment Bill on the Probation Services Act is presently before Parliament.

Two main Acts authorise the financing of social welfare services delivered by organisations of civil society:

- *The National Welfare Act, 1978: Section 20 of this Act provides for the financing of national services by the national department.*
- *The Social Assistance Act, 1992: Section 5 of this Act provides for the financing of not-for-profit organisations by provincial departments.*

The logical step following these amendments is the packaging of services in such a way that the allocation of resources enables government to live up to constitutional **commitments**, that is, ensuring that resources are allocated to meet basic needs as well as redress **historical** racial and geographical imbalances. To facilitate and ensure compliance with the legislation, there is a need to review existing institutional arrangements.

### 3.2 PARTNERSHIPS

The need for partnerships between government and the non-governmental welfare sector, as well as within that sector, is based on the reality that government alone cannot deliver welfare services. The need to broaden the scope of partnership to include the currently 'unfunded' welfare sector, located in areas where historical imbalances still exist, has to be addressed.

Partnership refers to a "mutual commitment and reciprocal relationships to advance a common vision". The partnership-based approach is founded on the assumption that no single organisation or institution has the full resources, **competencies** and **capacity** to provide efficient and sustainable social services and programmed (NICC Report). The reality is that government and the social welfare sector need "smart partnerships" if effective and efficient service delivery is to be ensured and sustained.

While historical partnerships are a basis for future relationships, that alone is not a **sufficient** foundation for future development. The partnerships **necessary** to take the sector into the new paradigm have to be characterised not only by a shared vision, but also by a shared commitment to policies and plans.

The Constitution prescribes that the local government sphere should provide facilities for the delivery of welfare **services**. **With** improved infrastructure and capacity building, local government will be in a position to fulfill this prescription.

The Welfare Sector believes that local government “is well placed to deliver services at the most decentralised grassroots levels of society and can provide valuable opportunities for citizen participation in development.

A partnership approach has to be underpinned by a principle undertaking from both government and non-government sectors along the following lines:

Government undertakes to:

- recognise the independence of the sector;
- have clear transparent frameworks on financing;
- develop policy and consult on issues that affect the sector;
- promote effective working relationships, consistency in approach and good practice (better government); and
- create an enabling environment for service **delivery** (the regulatory and operational standards frameworks).

The non-governmental welfare sector undertakes to:

- ensure that service users, volunteers, members and supporters are informed and consulted, where appropriate, about services, policy positions being presented to government, responses to government consultations and to communicate these views accurately;
- respect confidentiality of government information if it is provided on that basis;
- promote effective working relations with government at all spheres and with other agencies both within and outside the sector;
- involve users, wherever possible, in the development and management of activities and services;
- put in place policies and procedures for promoting best practice, equality of opportunity, employment equity, involvement of volunteers in service provision; and
- maintain high standards of governance and conduct, meet **reporting** and accountability obligations to **funders** and users.

### 3.3 CONTEXT FOR DECISION-MAKING

3.3.1 The allocation of resources against clear and consistent criteria, including value for money, within the identified **service** categories;

- 3.3.2 Financing policies which take account of the objectives of voluntary and community organisations, their developmental stage and the need to operate efficiently and effectively;
- 3.3.3 The value of long-term, multi-year financing, where appropriate, to assist longer term planning, stability and sustainability;
- 3.3.4 Recognition of the importance of infrastructure to the voluntary and community sector; and
- 3.3.5 The value of volunteering and the need, where appropriate, to support its development at national, provincial and local level.

#### 3.4 ADMINISTRATIVE PROCESS:

The essential step in formulating new mechanisms for financing welfare services is to ensure that efficiency of resource use is maximised and that the principle of transparency with regard to the nature of required services and the expected outcomes is maintained.

Steps to be followed:

- 3.4.1 Government sets priorities in line with identified national goals and mandates. This includes identifying categories of services needed with geographic and demographic spread clearly outlined.
- 3.4.2 Information will be disseminated to service providers at both national and provincial levels with regard to strategic focus areas (priorities).
- 3.4.3 In line with the **MTEF** budget cycle, resources earmarked for such **services** will be projected over a three-year period and confirmed at appropriate times through the budget presentations at both the national parliament and provincial legislatures.
- 3.4.4 Partners and potential partners will be required to prepare and submit service plans within the defined priority areas. At the same time government will ensure that assessments of developmental needs (baseline studies) for communities are compiled. Information so gathered will inform the monitoring and evaluation process and the measurement of the impact of any interventions that are financed.
- 3.4.5 An assessment team will review the proposed service plans. This team will ensure that:
  - . financing criteria are met;
  - principles are adequately encompassed;

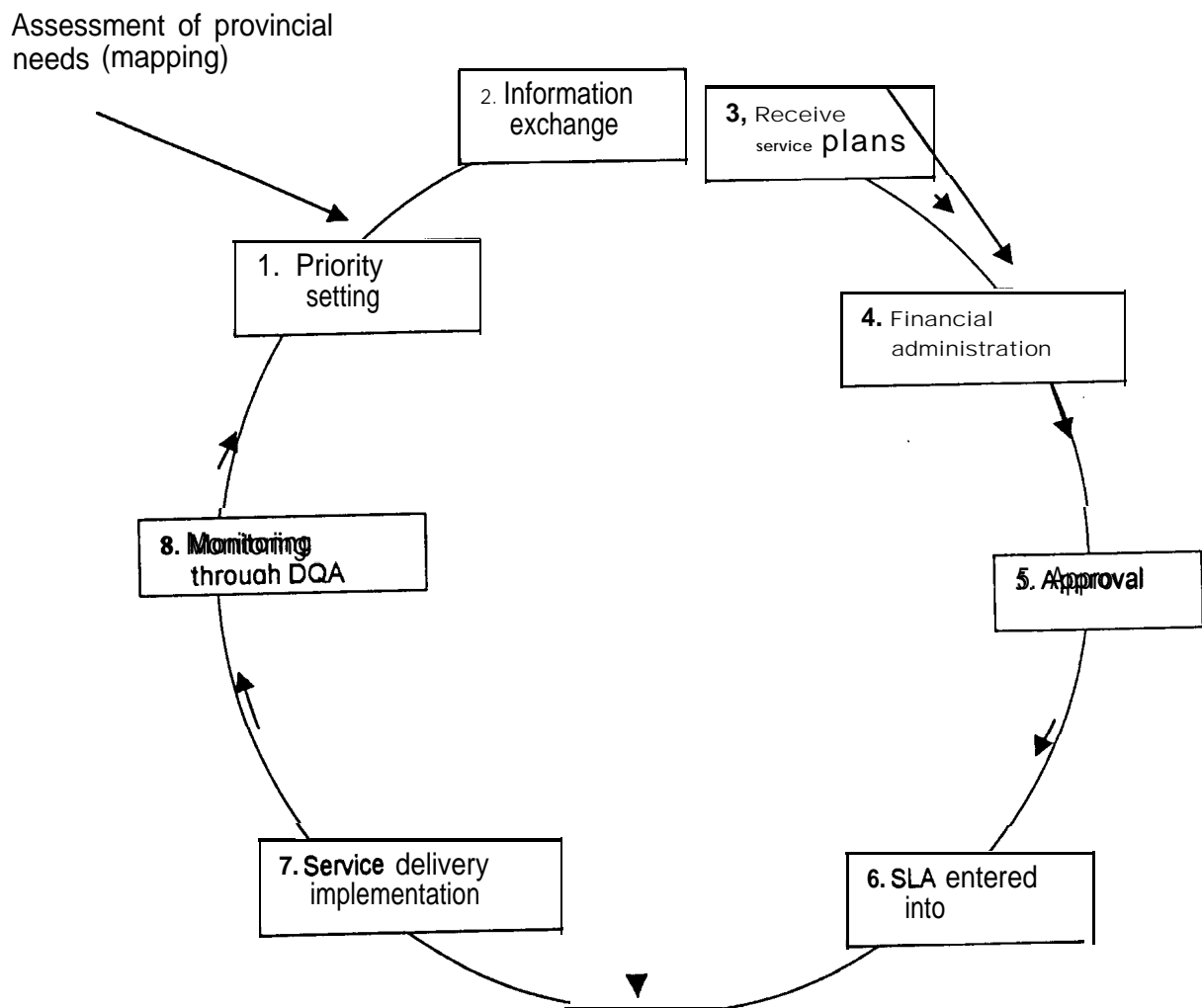
- . the framework for **delivery is developmental**;
- . the capacity for service delivery and accountability is assessed;
- the plans are aligned with the budget; and
- recommendations to finance are based on priorities set.

3.4.6 Where financing is approved, a Service Level Agreement (SLA) will be entered into between the state and its partners; alternatively, Where the service plans do not meet all the requirements, discussions will be held with the potential partner to address areas of concern and to build capacity for future partnerships.

3.4.7 A publication identifying services and partnerships will be released to inform communities and other **stakeholders**. This measure is intended to enhance the accountability of both the state and its partners to the general public.

**FLOW OF ADMINISTRATIVE PROCESS**

1. Receive service plans
2. Assess submission in line with criteria and priority service areas
3. Costing: alignment to service baskets and cost drivers
4. Check budget
5. Indicate possibilities for transformation
6. Recommend financing elements
7. Outline DQA elements



### 3.5 DECISION-MAKERS INSTRUMENTS:

The following measures have been identified to inform financing decisions:

- costing of service baskets
- financing criteria
- service plans
- Service Level Agreements
- developmental quality assurance reports
- mapping of priority services
- medium-term budgeting
- regular narrative and financial reporting

### 3.6 CAPACITY BUILDING NEEDS

It is believed that all partners will require support in, inter alia, the following areas:

- The transformation of welfare services - understanding the new policy and paradigm, designing plans and management of service delivery;
- Developmental quality assurance - assessment of service specific plans according to priorities, norms and standards
- Human resource development for transformation
- Developmental Assessment - mapping service priorities
- Change management and organisational development
- Drafting of service plans, etc.

### 3.7 ACCOUNTABILITY MECHANISMS

Current government financing regulations do not accommodate the new paradigm and as such in the short and medium term, alternative mechanisms including special Treasury approval will be utilized.

Service Legal Agreements will be entered into between the department and each partner. The SLA will explicitly indicate expectations on:

- The service to be delivered
- The target community (service level categories 1, 2 or 3 or combinations thereof)
- Acceptable service standards
- Outcomes expected
- Time-frames
- Reporting mechanisms
- Developmental Quality Assurance and
- An undertaking by each partner to ensure compliance with statutory requirements where relevant



In the medium to long term, holistic and comprehensive legislation will be developed to provide the necessary regulatory framework. This process will, *inter alia*, take the following into consideration:

- a) the relationship between the welfare sector and other sectors with whom welfare interfaces;
- b) the range of human needs and the need to invest in human potential;
- c) the spectrum of measures required to develop affordable and sustainable optimum social functioning;
- d) relations with other government departments especially the social sector cluster and
- e) the need to facilitate inter-sectoral financing for holistic service delivery.

Accountability and control mechanisms will be aligned with the requirements of the Department of State Expenditure, the Exchequer Act and any other relevant legislation.

## CHAPTER 4

### DEVELOPMENTAL QUALITY ASSURANCE (DQA)

#### *"Growth and well-being"*

#### 4.1 FINANCING OF WELFARE SERVICES IN THE CONTEXT OF A DQA MODEL

The DQA is the core developmental monitoring tool for ensuring both effective service delivery and delivery in line with the transformation vision and goals. The DQA is also the core tool for ensuring that the annual welfare service budget is spent wisely, efficiently and effectively and that those who receive services derive the maximum benefit from government financing.

Financing policy and practice is one of three cornerstones in the DQA process. Once financing of an organisation is agreed to and a service level agreement has been signed, the DQA cycle will commence for that organisation. The application of this tool, once initiated with an organisation, is an ongoing process until the service no longer requires financing.

The national and provincial departments of welfare are subject to DQA in the same manner as any of the national, provincial or local NGO's, CBO's, or projects which are financed.

The DQA will replace any form of monitoring and inspections currently used by the national and provincial department with regard to social welfare service delivery.

#### 4.2 THE DQA MODEL

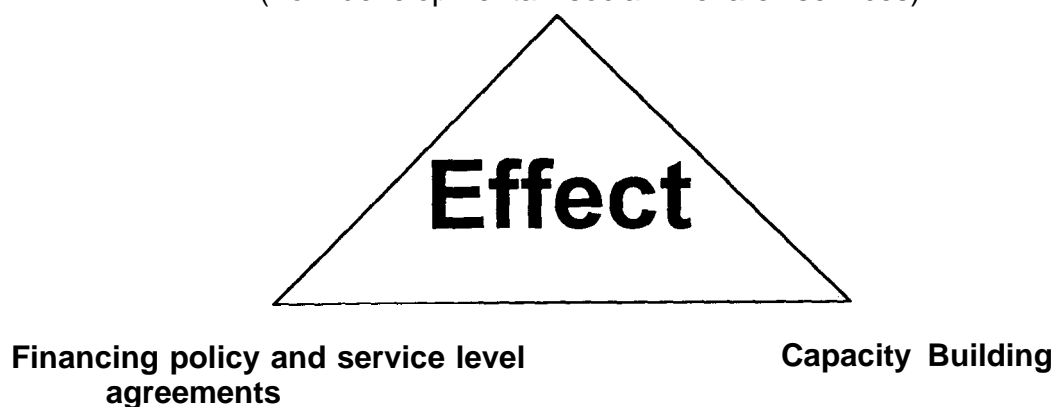
The model has three core components or cornerstones - (a) policy principles and minimum standards, (b) financing policy and procedure, and (c) capacity building (human and organisational development). The three components of the model work "in concert" to produce quality service delivery and within a DQA process all three are given simultaneous attention.

The DQA cannot take place effectively without the existence of developmental minimum standards. Once in place, the principles and minimum standards form the developmental assessment framework for social welfare service organisations and programmed. The DQA process is essentially one of assessing the developmental needs of the organisation plus the monitoring of minimum standards and human rights practices. The process and procedure results in an

organisational development plan (ODP) which is then facilitated and monitored between DQA assessments or reviews by a competent mentor from either the Department of Welfare or an appointed NGO.

***Policy Principles and Minimum standards***

(For developmental social welfare services)



**4.3 THE DQA PROCESS & PROCEDURE**

A number of elements exist within the process and all elements are consistently part of the process and procedure.

**4.3.1 An internal DQA**

This is a self-evaluation procedure based on a framework developed from the principles and minimum standards and is conducted by the manager(s) and service team(s) of the department or organisation or project concerned. The internal DQA is a major contribution to the full DQA and is implemented in preparation for the external DQA assessment.

**4.3.2 An external DQA Assessment**

The visit of between 2-6 days duration is carried out by no fewer than 2 persons and preferably a team of 3-4 persons depending on the size and complexity of the organisation or project. This procedure is also based on a developmental framework drawn from the principles and minimum standards and particularly focuses on the individuals and families to whom services have been provided, the service providers themselves, and the manager(s) of the programme. The visit culminates in at least 2 developmental assessment meetings in which staff, management, service recipients (including children), community representatives, and the DQA team draft an Organisational Developmental Plan (ODP) with the organisation/project.

The **DQA team** then refines the plan and submits it to both the delivery organisation and the monitoring organisation (provincial or national Department of Welfare or national **NGO**) within a 4-week period.

#### 4.3.3 Reporting of rights violations

The **DQA** involves an assessment of whether constitutional rights are appropriately protected and whether the organisation is complying with and implementing the Constitution and the relevant international instruments supported by South Africa.

A Social Welfare Human Rights Team is to be set up at a national level to receive complaints, keep a register of reports on abuse, facilitate actions as required by the relevant legislation, the Minister and Director-General, and monitor that corrective actions are carried out effectively.

Where serious rights violations are discovered, these will be reported in writing by the **DQA** team to the Human Rights Team within 48 hours of the assessment. The Human Rights team will **notify** and give a draft action plan to the national Minister for Welfare & Population Development and the national Director-General for Welfare - with a copy to the provincial **MEC** and HOD.

The organisation concerned will be notified at the assessment that such violations have been observed and will be reported. Where immediate protection measures for children are indicated, the **DQA** team will take such immediate actions as deemed necessary after consultation with the Human Rights Team and/or the Minister for Welfare and/or Director-General for Welfare.

#### 4.3.4 Capacity building and mentoring programme

A member of the **DQA** team will be assigned to mentor and support the organisation as it implements the agreed Organisational Development Plan. This developmental work will include regular reviews of the **ODP**, under the guidance of the mentor, at least every 6 months after the **DQA** site visit. Unless serious problems are indicated the full **DQA** is repeated again within a 2-year period from the initial **DQA** visit.

Capacity building will, in the context of a mutually supportive relationship, include mentoring per phone as well as through on site support and guidance, linking managers and staff to appropriate training and resources, and being available to support in a crisis situation. The actual **DQA** on site assessments will also serve as capacity building exercises for the organisation and the provincial departments of welfare. At the heart of the **DQA** is a commitment to **supportive** development and capacity building by government, complemented by a commitment to effective service delivery by the organisation or service provider.

#### 4.4 OBJECTIVES OF A **DQA** PROCEDURE AND PROCESS

The following objectives have been defined for the developmental quality assessment process:

- (a) To ensure that welfare financing is effectively and efficiently used to bring about transformation of welfare services and to sustain those programmed that uphold human and constitutional rights and that comply with financing policy principles and minimum standards
- (b) To develop the **capacity** of the national and provincial departments of welfare and **NGO's** with respect to **DQA** and quality service delivery
- (c) To ensure that individuals, families and communities receiving services are receiving an effective and efficient service and are satisfied with the quality of **service** they receive
- (d) To ensure that the South African Constitution and international instruments ratified by South Africa, such as the United Nations Convention on the Rights of the Child, are upheld and reflected within practices at all levels of the developmental social welfare service system
- (e) To ensure that the appropriate legislation and regulations with regard to children, youth, families, women and older persons are upheld within the developmental social welfare service system
- (f) To enable departments, organisations, or projects to strive towards meeting policy and minimum standard requirements through **supped**, **mentoring** and **capacity building**
- (g) To record, monitor and report to the Minister and MEC's for Welfare, any staff member, department, organisation and/or project which permits the violation of human rights; directly abuses children, youth, women or older persons through emotional, physical or sexual acts; or fails to report the abuse of children or women as required by the relevant legislation
- (h) To make recommendations to the national Minister for Welfare and the national Director General with regard to legislation, policy and minimum standards on developmental social welfare services.

#### 4.5 CONSEQUENCES OF THE **DQA**

##### 4.5.1 **Developmental programme.**

One of the outcomes of the **DQA** process is an Organisation Development Plan that is designed to bring the organisation in line with at least the minimum

standards applicable for that particular service. The goal of the ODP would depend on the developmental phase of the organisation at the time of the DQA visit. The programme will be supported and monitored by a competent mentor. The extent and depth of mentoring and training required will depend on the organisation's developmental phase and capacity for growth and change. The programme will continue until the next review, which should take place every 6-12 months.

The developmental programme should assist organisations with strategic thinking and planning and thus facilitate that they regularly update their service plan, which is submitted for financing.

#### 4.5.2 Financial Sanctions

The application of financial sanctions means that financing may be reduced **terminated** with immediate effect (3 months notice), or **not renewed** in the next financial year. A reduction in financing is the first level of sanctions and should be complemented by a carefully monitored and very specific developmental programme within a DQA cycle.

The decision with regard to sanctions is made on the basis of a DQA process. However, with respect to serious rights violations, the report of the DQA visit may result in more severe sanctions and may not be followed by the full DQA process.

Once finances are terminated, or have not been renewed, they would be restored only upon recentering the application process and on the basis of a new service plan and service level agreement.

Sanctions will be applied to organisations that, inter alia, do not:

- (a) Reflect the relevant policy principles in their service delivery programmed **[Finances reduced for a defined period and later restored, or not renewed]**
- (b) Comply with and maintain the relevant principles and minimum standards once a DQA has indicated that they have the resources and capacity to do so **[Reduced for a defined period and then, if no progress, not renewed]**
- © Show advances in transformation shifts, implementation of relevant principles throughout service delivery and movement towards functioning at minimum standard level within a 6-month period following the initiation of the Organisation Development Plan. **[Reduced for a definite period and then, if no progress, not renewed]**

- (d) Comply with the SA Constitution, all relevant legislation and regulations, and all relevant international instruments.  
[Reduced for a definite period and then restored **or not renewed**]
- (e) Report violations of rights or the abuse of children, women, or older persons; or that neglect to deal effectively within any social service personnel who fail to report abuse or who participate in rights violations or abuse  
[Not renewed, or terminated]
- (f) Deliver the service level agreement outcomes  
[Reduced, or not renewed]
- (g) Knowingly permit, support or perpetuate activities which are physically, emotionally, or sexually abusive of service recipients or staff, or which violate rights of service recipients as indicated in the SA Constitution and the various international instruments.  
[Terminated]

## CHAPTER 5

### IMPLEMENTATION

#### *“Putting our shoulders to the wheel”*

The Welfare budget, in the medium and long term will never be sufficient to address all the services that should be delivered. Therefore it is imperative that the implementation of this policy results in optimal utilisation of financial and infrastructural resources to achieve maximum results.

The implementation of the financing policy will be characterised by the application of a combination of financing choices and options, as it will encompass new partners in service delivery, while at the same time facilitating changes in existing practice. Throughout the transition, the following activities will be in place:

- on-going (annual) review and commitment to focus areas will be determined by government;
- on-going reprioritisation to enable the partnership to confirm whether the resource allocations are aligned with the service framework;
- incremental phasing in of appropriate programme “service baskets” financed according to the new criteria accompanied by a commensurate phasing out of the present financing approach;
- capacity building and reorientation of personnel and organisations.

In line with government’s fiscal planning policies and processes, the financing policy will be implemented within the Medium Term Expenditure Framework (MTEF) with the aim of achieving full implementation over two successive MTEF cycles.

It is envisaged that the transition to implementation mode will take a maximum of twelve months. Treasury approval will be obtained to operationalise this policy in the immediate and medium term. Provinces will be expected to use existing resources to manage the transition period,



## **5.1 PHASED IN APPROACH**

### **5.1.1 New applications**

All new applications received after 1 April 1999 will be financed according to the new policy. Treasury approval for deviation will have to be obtained. This means that the introduction of this policy for new services takes place immediately.

### **5.1.2 Existing Services**

A percentage of services that have specific plans for transformation of services, or organisations that have demonstrated the ability to fast-track transformation processes, will be considered for piloting of new financing options during the 1999/2000 financial year. The present budgets allocated to these organisations will be converted into programme financing.

From the 1st April 2000, every service provider will have to reapply for financing and will have to sign service level agreements. Thus, application and award of funding will become an annual process.

## **5.2 TRANSFORMATION MANAGEMENT TEAM**

A transformation management team (TMT) will be established at the national and provincial levels of government to manage the transformation of social welfare services. The transformation of welfare financing will be an important component of this change management process.

### **5.2.1 Role of the TMT**

The team will consist of a group of persons specifically dedicated to managing and facilitating transition and transformation through such activities as the following:

- . Design, plan and facilitate, through supportive strategies, the Period of transition
- . Provide leadership and strategic thinking on transformation
- Facilitate the phasing in of the new system on the basis of a plan and priorities
- Drive and where necessary provide the capacity building, support and guidance for both government and its service partners
- Facilitate and maximise the voluntary commitment of organisations, departments and individuals to transformation through involvement in change processes, sharing of information, and capacity building
- Assist in monitoring the policy implementation and transformation through DQA procedures and processes

- . Ensure that financing is targeted and provided appropriately, in line with policy and minimum standards
- . Facilitate implementation of inter-sectoral collaboration and financing
- Provide progress reports and information on the features and lessons of the transformation process to the Minister, the management of the national department, the MEC's and management of the provincial departments, and the broader welfare sector.

### 5.2.2 Inter-sectoral task group

An inter-sectoral task group will be established to support the Transformation Management Team through the following activities:

- To build an extensive data-bank on all welfare services and facilities and their costing
- To provide organisations/provinces with guidelines on
  - a. achieving equitable and cost effective standards specifically with respect to staffing and service rendering; and
  - b. the effective utilisation of facilities
  - c. to reassess all relevant legislation
  - d. to initiate research in accordance with identified needs
  - e. to advise government on proposed new policy initiatives
  - f. to ensure effective dissemination of information to all stakeholders
  - g. to build a comprehensive cross-departmental directory of available financial resources for financing social welfare and development programmed

### 5.2.3 Monitoring and Communication

The need to closely monitor and share information on the developments during the transition period cannot be over-emphasized. Government will ensure that mechanisms for effective communication are put in place. These will include:

- Face to face communication at strategic points in the transformation process. The current range of provincial communication and interfacing processes will be enhanced. These include monthly/bimonthly or quarterly forums.
- The Welfare Update publication distributed to over 6000 stakeholders will be used to provide information on policy developments and or changes, and a forum for sharing ideas within the welfare sector regarding issues of mutual concern.

The effective use of electronic and print media, especially community radio and community newspapers, will be supported.

- Circulars will be used to communicate policy matters at various stages of the implementation process

- Information technology is widely becoming the popular option for communication and, where available, this option will also be used
- The non-governmental sector will be encouraged to network much more effectively to share information, resources and to form partnerships or consortiums in service delivery
- Occasional focus groups to brainstorm on pertinent issues, will also be used
- Cross-cutting measures to be built in at all levels of implementation will include a strong focus on capacity building through training, orientation and re-orientation, exchange programmed, secondment and so forth.

#### **5.2.4 CONCLUSION**

The financing policy is a critical transformative instrument that brings the welfare sector closer to achieving the vision as set out in the White Paper for Social Welfare and the Reconstruction and Development Programme.

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## CONTENTS

No.	<i>Page Gazette</i> No.      No.
GENERAL NOTICE	
<b>Welfare, Department of</b>	
<i>General Notice</i>	
463 Developmental Social Welfare Services Financing Policy .....	1      19888

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