

# Department of Social Services and Poverty Alleviation



## DRAFT

### TRANSFORMATION PLAN FOR CONSULTATION

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## A. FOREWORD BY MINISTER

Since my appointment as Minister of Social Services and Poverty Alleviation I have consulted with a broad range of social service providers and communities in the province. These interactions as well as the department's own review processes have highlighted the need for a guiding document on transformation of the social sector in the Western Cape Province. Whilst I acknowledge the progress that has been made, transformation has not yet moved at a desirable pace, hence the need for an interventionist approach to fast-track transformation. This transformation process aims to redress past imbalances, ensure equitable distribution of resources and foster social cohesion.

An interventionist approach, which lies at the heart of a developmental state, requires of us to facilitate access of the poor to opportunities and resources and to strengthen networks around the poor, the vulnerable and those with special needs. This is the essence of social capital formation.

This approach requires of government and all its service providers to acknowledge the strengths, resources and knowledge bases of service beneficiaries and include them in development initiatives. Partners should therefore understand that development is the responsibility of each and every citizen of this province and include this strengths-based approach in their strategies to support government's vision of "A Home for All".

It is for this reason that I mandated a departmental task team to design this transformation plan. The plan excludes social security as it is now an independent agency, although we recognize that social security beneficiaries are largely also the clients served by us and our service providers. It is understood that the implementation of the transformation plan will lead to a better understanding of what is required to make transformed social service delivery a reality in this province.

Ms Koleka Mqulwana

MINISTER OF SOCIAL SERVICES AND POVERTY ALLEVIATION

## B. INTRODUCTION AND PURPOSE

The process of transforming the social service sector and the department must be parallel and simultaneous and must be guided by the mission of the department which is “to ensure the provision of a comprehensive network of social development services through social capital formation that enables and empower the poor, the vulnerable, and those with special needs”.

The following transformation imperatives that are found in numerous policies and legislation guided our transformation plan. These are:

- ◆ A shift from over-resourced areas to areas of greatest need and highest priority.
- ◆ A shift from supporting organisations and programmes on the basis of entitlement, race, gender and geographic location to services that promotes iKapa elihlumayo, equity, redress, diversity and social integration (community participation).
- ◆ Shifting resources and services to promote greater equity between urban and rural areas.
- ◆ Shifting from funding based on input to funding based on the intended outcomes.
- ◆ Shifting from lack of accountability to accountability for public funds
- ◆ The approval of funding based on alignment with the transformation imperatives listed above rather than funding according to traditional trends.

The purpose of this document is:

- ◆ to increase the understanding of government's transformation agenda and social development expectations
- ◆ to communicate implementation processes in support of that transformation agenda
- ◆ introduce timeframes and targets for implementation which will be monitored and evaluated
- ◆ facilitate smarter use and the equitable distribution of limited resources

## C. SITUATION ANALYSIS

There is consensus within the province that the developmental challenges include the following:

**POVERTY AND UNEMPLOYMENT:** The department's focus on poverty to date has been too narrowly confined to poverty alleviation and must shift to poverty reduction, in line with government's commitment to social development. The following statistics in the Western Cape province supports this view. It is the second least poor province in South Africa but it is also the province where inequality is highest. Unemployment is currently standing at 26%. This figure hides dramatic racial differences. For example, 41,52% of economically active Africans and 22,37% of economically active Coloureds are unemployed compared to 6,89% of Whites. These patterns are likely to remain in place since only 3 out of 100 Africans who enter the labour market find a job compared to 92 out of every 100 Whites. 42.38% of households in the province have an annual household income of less than R19 200. It is important to note for the purposes of proper targeting of services that 80% of the unemployed constitutes the youth. Data from assessments suggests that there are few interventions to meet the needs of youth in the province.

LACK OF INTEGRATION: Government and service providers are not as yet working in an integrated fashion and are not equally supporting social service delivery. Programme planning is not yet inclusive of all stakeholders nor aligned to government's priorities. This leads to fragmentation, duplication, and social exclusion.

INEQUITABLE DISTRIBUTION OF AND ACCESS TO RESOURCES: The inequitable spread and racial bias of resources and services remain a major challenge to be redressed as a matter of urgency. The reality is that most of the service providers are located in urban areas and also within the main centres of urban areas. Even in rural areas, resources and services are located in more established towns with only an ad hoc and limited service provisioning in outlying areas. Beyond the challenge of ensuring an equitable distribution in the Province, working agreements between service providers will have to be revised in a further attempt to ensure accessibility of social services in areas of greatest need and highest priority. A general inability to serve customers in their mother tongue as well as complex procedures also limits access to services.

With regard to the challenge of ensuring the equitable distribution of resources in the Province, the following picture emerges:

**TABLE 1: PROPORTION OF SOCIAL WORKERS, PER DISTRICT, EMPLOYED BY AND FUNDED BY THE DEPARTMENT**

*Population data sourced from Statistics South Africa: Census 2001*

*The total number of social workers includes community-based service providers, funded posts, Departmental posts, unfunded posts and excludes social workers at facilities and within private practice.*

DISTRICT OFFICE	POPULATION	TOTAL NUMBER OF SOCIAL WORKERS	POPULATION NUMBER PER SOCIAL WORKER
ATHLONE	277 975	37	7 513
ATLANTIS	261 537	36	7 265

DISTRICT OFFICE	POPULATION	TOTAL NUMBER OF SOCIAL WORKERS	POPULATION NUMBER PER SOCIAL WORKER
BEAUFORT WEST	60 478	18	3 360
BELLVILLE	642 859	61	10 539
CALEDON	203 534	36	5 654
CAPE TOWN	201 187	39	5 159
EERSTERIVER	407 990	45	9 066
GEORGE	331 669	62	5 350
GUGULETHU	170 539	27	6 316
KHAYELITSHA	329 009	19	17 316
MITCHELL'S PLAIN	398 638	28	14 237
OUDTSHOORN	123 262	25	4 930
PAARL	312 119	42	7 431
VREDENDAL	93 791	20	4 690
WORCESTER	317 373	54	5 877
WYNBERG	391 047	99	3 950
Urban		70	
Provincial		130	
<b>TOTAL</b>	<b>4 523 007</b>	<b>848</b>	<b>5 334</b>

The inequities in terms of the above are clear: the ratio of social worker to the population within vulnerable geographic areas like Khayelitsha and Mitchell's Plain is more than double than in less vulnerable ones like Cape Town. Even in districts where the ratio is closely reflective of the norm, there are still geographic pockets where services are seriously lacking, for example in Ceres, Murraysburg and Laingsburg, as well as informal settlements. This historical under-provisioning is further exacerbated by social workers seeking employment opportunities in other countries.

In addition to inequalities in human resource provisioning, the spread of funding further entrenches inequalities as reflected in Table 2.

**TABLE 2: CURRENT DISTRIBUTION OF FUNDING ALLOCATION: 2004/05 FINANCIAL YEAR**

DISTRICT OFFICE	FUNDING PER DISTRICT OFFICE	% TOTAL FUNDING
ATHLONE	R14 508 887	4.92%
ATLANTIS	R13 368 006	4.53%
BELLVILLE	R24 825 495	8.42%
BEAUFORT WEST	R6 957 013	2.36%
CALEDON	R12 572 967	4.26%
CAPE TOWN	R16 898 881	5.73%
EERSTE RIVER	R18 552 467	6.29%
GEORGE	R22 710 807	7.70%
GUGULETHU	R7 770 744	2.63%
KHAYELITSHA	R7 853 108	2.66%
MITCHELL'S PLAIN	R5 496 215	1.86%
OUDTSHOORN	R11 834 943	4.01%
PAARL	R16 582 015	5.62%
VREDENDAL	R8 309 769	2.82%
WORCESTER	R26 641 149	9.03%
WYNBERG	R23 537 114	7.98%
GREATER METROPOLITAN	R20 738 853	7.03%
PROV. PROGRAMMES	R32 030 220	10.86%
SPECIAL PROGRAMMES	R3 800 000	1.29%
<b>GRAND TOTAL</b>	<b>R294 988 653</b>	<b>100%</b>

The same picture in terms of the inequitable distribution of resources emerges: Worcester receives 9.03% of the Provincial allocation while Beaufort West (a rural



Presidential nodal area) receives 2,36% of the Provincial allocation. Similar funding allocation for Khayelitsha and Mitchell's Plain further supports the analysis of inequalities in terms of impoverished communities.

**HIGH CRIME RATE AND GANGSTERISM:** There are approximately 47 gangs operating in crime hotspot areas such as Mitchell's Plain, Khayelitsha, Gugulethu, Nyanga and Oudtshoorn. The arrest rate of children is currently standing at 2 223 youth per month. Although there has been an overall decrease in the number of arrests, the areas of concern where arrest rates have increased are the Southern Cape and Boland. Of concern is that younger children are getting involved in crime and are committing more serious crimes.

**CHILDREN, FAMILIES AND VULNERABLE GROUPS:** In terms of early childhood development, there are 561 416 children under age of 5 in the province and of these only 22% are currently accommodated in early childhood development facilities. Infrastructure needs of early childhood development facilities are great, as is the need to improve quality of educational interventions, particularly in marginalized areas. More needs to be done to ensure that children are Grade R ready when they leave these facilities. The geographical location and spread of these centres also need to be reviewed to ensure that they are located in areas of greatest need and highest priority.

There is a high provincial early school-leaving rate. This is evident in the high drop-out rate of learners in grades 10-12 which is close to 50%.

Disintegration of family units is reflected, amongst others, through the prevalence of street children and high divorce rates. It is estimated that there are 780 street children of whom 290 are in the Cape Town Central Business District. There are also more than 2 000 children in children's homes.

Child abuse has risen by 62% since 2002. Of these cases, 51% fall into the category of sexual abuse and child trafficking.

Older persons constitute approximately 350 000 (age 60 and older) of the total provincial population. There are currently 10 440 older persons in the Western Cape Province who are accommodated in 134 old age homes. In addition, 12 527 older persons are receiving services at 171 service centres. Only three old age homes are located in African communities. According to 2004 statistics, the racial distribution in old age homes was as follows; 11,1% are African; Coloureds reflect 43,9%; Indians reflect 0,9% and Whites constitute 44,2%. This appears to reflect a continued bias in terms of admission criteria that do not as yet broaden access as it remains exclusionary in nature. This is contrary to the provincial vision of creating "A Home for All". There is still a bias towards residential care in terms of funding as opposed to community-based care.

**SUBSTANCE ABUSE:** There is a high level of substance abuse, dependency and trafficking. Recent statistics indicate that approximately 25% of youth under the age of 20 are involved in substance abuse. Cape Town has been identified as the area of highest growth in the abuse of Methamphetamine (Tik) countrywide with a reported increase of 9% within a twelve-month period.

**HIV/AIDS:** The provincial prevalence rate is estimated at 12.4% with the age group 25-29 years being most affected. However the general prevalence rate across age groups in Khayelitsha is approximately 27%. One of the consequences is the increase in the number of child headed households and grandparents having to take on caring functions.

GOVERNANCE: Good corporate governance that promotes transparency and accountability is the responsibility of both government and service providers, yet is lacking in many areas. Financial controls and systems are not adequately developed or in some instances not even in place. Budget information and expenditure are not always transparent.

The current organizational structure and staff establishment does not fit the new mission and approach of the department. In addition, the department's district offices are not organizationally aligned with that of the head office, which hampers integration in terms of service delivery and performance excellence. Within the department many of the key functions are still centralized at Head Office. This hampers accountability, decision-making and service delivery at district office and community level.

Representivity within the social sector also appears to be a challenge. Employment Equity Plans are often not in place and even where they are, there is a tendency to deviate from it so that staff do not reflect the demographics of the communities they serve. Boards and Management structures of service providers are still under-represented in terms of the demography of the most marginalized communities that they serve. In a fair number of service providers, board members possess extensive knowledge and skills that assist in the rendering of quality services to communities. How these skills and expertise are passed on to especially emerging organisations remain challenging.

Management practices such as performance management, career planning, leadership development in some organizations and departmental units are inadequate. This confirms the need for capacity building in such areas as strategic planning, business plan development, labour issues, best-practice orientation and volunteer management.

**SOCIAL RESEARCH AND POPULATION:** Research methodologies tend to be academic and too theoretical in nature, whilst ignoring community participatory methods of social research. Census figures do not keep abreast with demographic trends and migration in the province with a resultant skewed resource distribution in marginalized areas. The dissemination of social research results and demographic information is not wide enough which hampers the inclusion of such information into development planning on a provincial-wide scale.

## D. LEGAL AND POLICY FRAMEWORK

The legal and policy framework for transformation is firmly embedded in a range of international, national and provincial policy instruments. These include but are not limited to:

- ◆ The Constitution
- ◆ The White Paper for Social Welfare
- ◆ The iKapa elihlumayo Strategy
- ◆ The Social Capital formation strategy
- ◆ White Paper on Transformation of the Public Service
- ◆ The United Nations Millennium goals
- ◆ Social Assistance Act, 1992
- ◆ Welfare Laws Amendment Act, 106 of 1996
- ◆ Non-Profit Organisations Act, 71 of 1997
- ◆ Public Finance Management Act, 1 of 1999
- ◆ Policy on Financial Awards, 2004

A comprehensive list of legislative and policy instruments as well as rules governing policy implementation is contained in, amongst others, the Policy

on Financial Awards to service providers adopted by MINMEC (National Minister's meeting with provincial Members of Executive Committees) in 2004 and the Draft Service Delivery Model 2004. Key amongst these are:

- ◆ Promotion of Administrative Justice Act (Act 3 of 2000)
- ◆ Promotion of Access to Information Act (Act 2 of 2000)

These documents spell out the values and principles which underpin transformation as well as provide a general set of transformation criteria.

## E. TRANSFORMATION PLAN

This section is set out per budget programme in accordance with the departmental budget structure. It will indicate the transformational requirements for both the Department of Social Services and Poverty Alleviation as well as social service providers.

### PROGRAMME 1: ADMINISTRATION

AIM: This programme captures the strategic management and support services at all levels of the department. The programme consists of the following sub-programmes: Office of the MEC, Corporate Management and District Management.

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
There are institutional and procedural requirements which act as blockages to promote black economic empowerment.	Historically disadvantaged individuals benefit equitably from the department's procurement of goods and services.	Increase the % of historically disadvantaged individuals to 70% during 2005/06, 80% during 2006/07, 90% during 2007/08 and 2008/09.	2005/06 - 2008/09
		Establish a pre-tender process to include capacity building / support sessions.	2005/06

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
		Both the department and service providers ensure utilization of previously disadvantaged individuals for the procurement of goods and services. Apply the principle of utilizing local-based service providers.	2005/06
		Review and popularize the Accounting Officers Framework in order to promote representivity, decentralized functions, appeal structure to be established, and bind contractors to contribute to social capital formation.	2005/06
		Capacitate staff in terms of supply chain management policies and procedures as per the Accounting Officers Framework.	2005/06

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
		Lobby for the review of national prescriptions that determines the Historically Disadvantaged Individuals (HDI's) definition (inclusive of upfront financial support to emerging service providers)	2005/06
Organizational structures do not support departmental transformation	The implementation of a cost center approach will facilitate transformation and seamless government, improve accessibility and service delivery, expedite decision-making, and vest accountability at district offices and facilities.	Obtaining Cabinet approval for a name change and new organizational structure for the head office and district offices and facilities.	2005/06
		Develop cost center framework and implementation plan for the decentralization of functions and delegations of power.	2005/06
		Appoint 64 development workers as per the human resource implementation plan.	2005/06 – 2007/08



CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
Full attainment of employment equity targets is hampered by the sector being dominated by females and gaps exist at middle management levels	A staff complement that is fully representative of the demographic profile of the province across all levels.	New and innovative recruitment processes to be explored, such as community newspapers, radio, head hunting, advertising in Council for Social Work and Associated Professions newsletter, marketing at tertiary institutions.	1005/06 and ongoing
		Marketing the social work profession to men through, amongst others, the use of bursaries.	2005/06 and ongoing
		Ensure that job descriptions and recruitment requirements do not exclude potential recruits, eg advertise in all three provincial languages.	2005/06 and ongoing
		Induction, mentoring, support and nurturing of newly recruited staff.	2005/06 and ongoing
		Retention strategy to be informed by, amongst others, data obtained from exit interviews.	2005/06 and ongoing
Operating hours do not	Office hours to accommodate	Develop an internal policy to address	2005/06 –

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
promote accessibility of services for customers	the needs of communities	operating hours that respond to community needs.	2007/08
Inadequate customer care and accessibility.	Increased customer care and accessibility.	The department will establish a district office in Vredenburg during 2005/06.	2005/06
		The department will establish 4 local offices in Khayelitsha, 2 in Mitchell's Plain, one each in Knysna and Fish Hoek (2005/06) and one each in Delft and Ceres in 2006/07.	2005/06 2006/07
		Infrastructure barriers in operating environment, eg space for wheelchairs and pavement in front of buildings (internal and external) to be made accessible to disabled.	2006/07 – 2008/9
		Ensure that accommodation infrastructure in all areas meet the conditions and standards as stipulated by the building industry.	2005/06 and ongoing

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
		Deployment of knowledgeable staff to reception areas of all departmental service units.	2005/06
		Employ one language practitioner to give effect to new Provincial Language Policy.	2005/06
Long delays in giving effect to reports by the Directorate Monitoring and Evaluation and the line management support to departmental entities.	Respective managers implement corrective action plans in respect of own services within 30 days.	Address backlog by finalizing corrective action plans in respect of 5 district offices assessed and comply with set time-frame as assessments are rolled out	By 2 <sup>nd</sup> quarter 2005 and ongoing
Inadequate community participation in the monitoring and evaluation process.	Community plays an integral part in the monitoring and evaluation of funded and own services.	Local and District Advisory Committee's are capacitated to participate in the monitoring and evaluation of social service delivery in the province.	2005/2006
		Communities are sensitized to identify and report social service-related risks.	2005/06
Policy consultation is limited resulting in lack of	Community-based models of consultation, training and	Audit, develop and maintain a database of all policies.	2005/06

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
<p>awareness and understanding of policy requirements. This tends to put staff and service providers in a position of non-compliance.</p>	<p>popularization of key policies so that people know what is available and expected and we provide opportunities for the expansion of services within legal requirements.</p>	<p>Identify those policies that put service providers and own services most at risk of non-compliance, eg starting early childhood development centers.</p>	<p>2005/06 and ongoing</p>
		<p>Develop and implement simple methods of policy formulation in partnership with communities, staff, other government and civil society stakeholders through, for example hearings, focus groups, etc so that community and potential beneficiaries' voices are reflected in policies.</p>	<p>2005/06 and ongoing</p>
		<p>Operational policy guidelines to support implementation are developed and disseminated widely.</p>	<p>2005/06 and ongoing</p>
		<p>Implement appropriate awareness and training programmes, e.g. workshops, manuals, etc.</p>	<p>2005/06 and ongoing</p>

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
		Popularize policies through use of community structures, radio, mobile, visual, and print media.	2005/06 and ongoing
		Update staff and service providers of policy changes.	2005/06 and ongoing

## PROGRAMME 2: SOCIAL SECURITY

This programme is not accommodated in the transformation plan as it is currently in the process of being centralized into a national agency, the South African Social Security Agency. The agency will become operational as from 1 April 2006. The next year will be spent on supporting the transition to the national agency. The beneficiaries, however, will remain an important target group for social service delivery.

## PROGRAMME 3: SOCIAL WELFARE SERVICES

Programme description: To provide and support the delivery of welfare services by registered social service providers in the following fields :

- ◆ Treatment and prevention of Substance Abuse
- ◆ Services to Older Persons
- ◆ Crime Prevention and Support
- ◆ Services to persons with Disabilities
- ◆ Services to Children, Women and Families

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
Service delivery is inadequate, fragmented and not promoting the principles of equity and redress	Comprehensive and equitable distributed networks of services in targeted areas and groups.	Identification of geographic areas of greatest need in terms of poverty pockets, Presidential nodal areas, social indicators	2005/06
		Design and develop a detailed service provision data base	2005/06
		Interrogate the "current reality" of resource distribution in relation to identified areas of greatest need in terms of location, type (target group), quality and impact	2005/06
		Identification and prioritisation of vulnerable targets groups	2005/06
		Development and implementation of a scientific tool to guide resource allocation to identified areas of greatest need	2005/06
		Manipulate migration of service provision by developing and implementing Strategic Action Plans per District Office area of operation (including development of appropriate working agreements)	2005/06

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
		Enforce community and beneficiary participation in planning, management and monitoring of service delivery as a funding condition (eg through local, district and Ministerial advisory committees)	2005/06
		Improve the quality of therapeutic services by finalising uniform norms and standards in respect of case loads, training and reorientation of social workers to understand paradigm of transformation, proper case load management, expanded resource base, introduction of a supervisory cadre for social workers, and support through volunteers, etc.	2005/06 and ongoing
		All departmental social workers are re-orientated towards a community development approach in service delivery during 2005/06.	2005/06 and ongoing
		Improve the social worker: population ratio to 1:7000 in Eersteriver, Khayelitsha, Mitchell's Plain and Bellville who are currently under-resourced.	2005/06 and ongoing

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
Over-reliance on costly institutional care which is racially and geographically biased.	Transform institutional services and promote community-based services across the lifespan.	Strengthen and establish community-based alternatives such as home-based care, support groups, etc to institutional care.	2005/06
		Use existing institutional facilities to expand community outreach programmes such as respite and day care in a way that is racially and socially inclusive.	2005/06
		Enforce uniform standards of care and protection within institutions and address racial bias in terms of beneficiaries, staff and boards of management	2005/06
A historical bias to funding traditionally white social service providers which led to a strong sense of entitlement.	Funding allocation to reflect a shift to organisations who are excluded	25% per annum of available social service delivery funding will be reserved for excluded organisations and those who are both based and operate in marginalized communities and have been inadequately funded (Refer to Annexures A and B).	2005/06 – 2008/09



CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
		Develop and implement an intensive programme to nurture and build the capacity of excluded organisations to deliver services within the department's requirements. (Profiles on emerging organisations.)	2005/06
Current funding base, funding levels, methods of payment and payment formulae are inadequate to meet the service delivery needs and challenges.	Funding supports the future vision for social service delivery.	Progressive implementation of the Policy on Financial Awards.	2005/06 and ongoing
		Finalisation of and progressive implementation of new costing models.	2006/07 and ongoing
		Lobby Treasury to expand the funding base for social service delivery.	2005/06
Service plan appraisal, assessments on the degree of transformation	Full alignment of and synergy between processes in order to anchor	Monitoring and evaluation reports inform the funding decisions in respect of funded and own services.	2005/06

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAMES
at funded service providers , implementation of corrective measures, monitoring and evaluation not aligned with one another.	transformation imperatives	Monitoring and evaluation forms part of the appraisal of social service plans at district office level.	2005/06
		All funded service providers must submit at least two progress reports per annum based on contractual agreement.	2005/06 and ongoing

#### PROGRAMME 4: PROGRAMME DEVELOPMENT AND SUPPORT SERVICES

AIM: This programme aims to reduce poverty and the impact of HIV/Aids through sustainable development programmes.

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAME
Inadequate social services to cater for the needs of young people.	An expanded network and resource base of services that prepare young people for the world of work and adulthood.	Employment of 20 youth workers at departmental district offices and capacitating of staff to pro-actively initiate inter-sectoral programmes	2005/06 and ongoing

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAME
		Integrated programmes aimed at addressing risky behaviour by the youth, eg substance abuse, HIV/Aids, crime, teenage pregnancies, cultural affairs and sport	2005/06 and ongoing
		A range of leadership development programmes, e.g. Wolwekloof, Moral Regeneration Movement	2005/06 and ongoing
		Mentoring and job skills development, e.g. Brawam-Siswam, Job centers at district offices, internships and learnerships through amongst others EPWP	2005/06 and ongoing
Inadequate information on the number and location of children orphaned as a result of HIV/Aids and child-headed households. This results in inadequate services and support to such children as well as	Comprehensive and integrated programmes that support vulnerable families and communities.	Identify orphans and child-headed households by utilizing development workers and other community networks through a door-to-door campaign.	2005/06 and ongoing
		Establish and maintain a database	2005/06 and ongoing
		Establish and strengthen support networks and link these vulnerable households and children to such networks of care.	2005/06 and ongoing

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAME
the communities that care for them.		Strengthen, accelerate and expand therapeutic and statutory interventions in partnership with other sectors.	2005/06 and ongoing
		Lobby for uniform interpretation and application of relevant policies and legislation.	2005/06 and ongoing
		Develop and implement an awareness raising strategy that will focus on positive living and teenage sexuality	2005/06 and ongoing
		Increase the number of home/community-based care projects from the current 119 care providers by 10% per year over the next five years in the high prevalence areas	2005/06 and ongoing
Ad-hoc and uncoordinated responses to and funding of poverty reduction projects with minimal impact.	An integrated and sustainable response in partnership with government and civil society to meet the goal of reducing poverty by	Use poverty maps to identify and select priority poverty areas.	2005/06
		Involve communities in research to identify most appropriate poverty reduction interventions.	2005/06

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAME
	50% by 2014.	Facilitate access to training and capacity building to help communities establish and manage small business based on the identified interventions.	2006/07 and ongoing
		Joint conceptualization, planning, targeting, budgeting, and monitoring in identified priority areas.	2005/06 2006/07
		Expedite the signing of Memorandums of Understanding with local governments to effect integrated planning, sharing of data and information, collaboration and support of local development initiatives that are sustainable.	2005/06 and ongoing
		Develop a stakeholder identification and resource mobilization matrix.	2005/06 and ongoing
		Establish links with big business to network, create new jobs, establish small businesses, mentor and forecast new business opportunities.	2005/06 and ongoing

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAME
		Lobby Provincial Treasury for centralized budgeting and multi-year funding for poverty reduction interventions.	2005/06 2006/07
		Ensure that department's procurement policies promote community initiatives, e.g. funded organization buying from community food gardens.	2005/06
		Jointly develop livelihood and sustainability indicators, monitoring, reporting and accountability protocols.	2005/06 2006/07
Emerging organizations in marginalized communities have barriers to accessing funding and others resources for rendering services in their communities.	The department pro-actively establishes, supports and nurtures indigenous organizations.	Popularize departmental funding resources and processes and play a facilitative role in linking with other resources	2005/06 and ongoing
		Simplified departmental procedures and processes	2005/06 and ongoing
		Implement a package of customized support services that includes training, capacity building, mentoring, twinning	2005/06 and ongoing

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAME
		Reorientation of staff involved in appraisal process to purposefully bring at least one emerging organizations on board in each departmental district office area.	2005/06 and ongoing

#### PROGRAMME 5: RESEARCH AND POPULATION

AIM: The aim of the programme is to research, analyze and interpret population and development trends to inform programmes, services and strategies. It consists of the following sub-programmes: research and demography and capacity development and advocacy.

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAME
Research methodology and reporting too academic, not readily accessible and excludes community participation.	Participatory research methods are used to obtain reliable up to date information and research findings are shared widely.	Train community members in conducting research	2005/06 and ongoing
		Tap into existing information available in communities	2005/06 and ongoing
		Build and strengthen research capacity in the department, especially at district office level.	2005/06 and ongoing
		Make research findings simple, understandable and accessible, especially in terms of language.	2005/06 and ongoing

CURRENT SITUATION	ENVISIONED FUTURE	ACTIVITIES	TIME FRAME
		Community meetings are held to discuss research processes and give feedback on research findings.	2005/06 and ongoing
Census figures are not keeping abreast with demographic and migration trends.	Census figures are supplemented by departmental research projects to get a better understanding of real population size in especially marginalized communities and informal settlements.	Conduct the research together with local government and the communities of Khayelitsha, and Oudtshoorn.	October 2005
		The above pilot to be rolled out to all district offices.	2006/07 and onwards



## F. MONITORING OF TRANSFORMATION PLAN

Monitoring the implementation of the transformation plan should occur at 3 levels namely:

### LEVEL 1

- ◆ Transformation implementation and monitoring is a line function of each and every manager and employee of the Department as well as the funded organizations and must be included in performance agreements.

### LEVEL 2

- ◆ Monitoring transformation relates directly to the core business of the Directorate: Monitoring and Evaluation

### LEVEL 3

- ◆ Overarching monitoring of the implementation of the Transformation Plan should be done by a representative structure directly accountable to the Ministry. The Ministerial Advisory Committee (MAC) is deemed to be the custodian of this plan. In the event that legislative processes do not allow for the constitution of the MAC prior to the implementation of this plan and interim structure will be considered.

### REPORTING MECHANISM

- ◆ Reporting on achievement of targets as per performance agreements and conditions of contract (Service Level Agreements)
- ◆ Mechanisms for the application of sanctions for failure to achieve targets to be put in place

### REVIEW AND REVISION REQUIREMENTS

Transformation targets have to be reviewed and revised at least bi-annually and the necessary changes made. Moreover, challenges to the process have to be identified and addressed.

## G. COMMUNICATION STRATEGY

The communication strategy is two-pronged: describing how this plan will be communicated within the department and service providers, as well as ongoing interaction between the Ministry, department and social service providers.

The communication of this plan includes the following: three consultative workshops, physical distribution of the document, (translated in all three official languages, once finalized), budget speech, newsletters, on the website, housed in information center and in district offices.

A detailed ongoing strategy will be developed by the communications and marketing unit and will make provision for, amongst others, annual meetings between the ministry and service providers, quarterly meetings between district offices and service providers, monthly meetings between district offices and other departments and levels of government. Most importantly, this plan will be communicated internally. There will also be directorate specific consultations with service providers.

The appointment of Social Development workers will also have an important role to play in taking information to communities and providing feedback to the department.

### CRITERIA FOR THE FINANCING OF SOCIAL WELFARE SERVICES

The department has initiated a process of reviewing the manner in which resources are allocated to ensure a more equitable distribution, specifically focussing on areas of greatest need and on those members of society who are poor, vulnerable and have special needs. These purposeful efforts are aimed at positively impacting on the lives of the intended beneficiaries.

An operational planning framework has been developed that is aimed at redirecting resources. It comprises of the following essential elements:

#### A. DETERMINING CURRENT REALITIES

- ◆ **POVERTY MAP:** The refinement of a Provincial Poverty Map indicating geographic areas of greatest need.
- ◆ **TARGET GROUPS:** The identification and prioritisation of vulnerable target groups throughout the Province: Children are exposed to many sorts of vulnerabilities; youth are constantly being confronted by a range of developmental challenges ranging from substance abuse to unemployment; older persons, whilst playing a significant role in sustaining the day to day livelihood and well-being of families, have unique challenges of their own to contend with; crime, substance abuse, HIV/AIDS, gender violence, child abuse and neglect play a major role in the destruction of family life.
- ◆ **DATABASE:** The design and maintenance of a detailed service provision database; establishing and interrogating the 'current reality' of resource distribution in relation to areas of greatest need. This will necessarily include determining the spread, location, type, quality and impact of services in respect of resource allocation and distribution. In addition, emphasis will also

be placed on evaluating the service providers' own resource distribution in relation to the identification of areas of greatest need and in so doing, provide a more focused and targeted approach towards addressing strategic priorities.

- ◆ **MONITORING, EVALUATION AND INDICATOR MANAGEMENT SYSTEM:** The development and implementation of this System is geared towards establishing Departmental benchmarks for service provision within vulnerable communities, whilst also allowing for the tracking of transformation initiatives.
- ◆ **HDI:** Determining comparative levels of development per district areas of operation. This will be disaggregated by District Office area of operation and broken down further to place-name level. This will allow for ranking, in priority order and differing levels of development within district areas of operation.
- ◆ **GIS:** Mapping geographic location of funded services
- ◆ **ORGANISATIONAL TRANSFORMATION:** A departmental process to assess the ability of social service providers to transform themselves, as functioning entities in order to effect a transformed manner of service delivery. Organisational transformation of service providers is essentially focused on entrenching a Human Rights Culture, addressing and correcting issues of governance and democratic participatory processes.

## **B. SETTING STRATEGIC PRIORITIES**

1. **GEOGRAPHIC TARGETING:** Based on the above planning tools, the operational planning framework makes provision for the identification and prioritisation of specific geographic areas of greatest need and priority target groups throughout the Province. Through this process, prioritised areas of service delivery, as well as prioritised target groups, thus becomes the focus of financing decisions. The implementation of this approach for redirecting resources has already been implemented, in part, within the 2004/2005

financial year. This work approach will be fully integrated into the financing process from the 2005/2006 financial year.

In due recognition of National, Provincial and Departmental strategic priorities, the planning framework makes provision for the following service delivery priority areas (**nodal areas**);

- ◆ Beaufort West, Khayelitsha, Mitchell's Plain (Presidential nodes)
- ◆ Atlantis, Delft, Philippi and the Southern Cape (under-serviced areas)

### C. STRATEGIC IMPERATIVES

- ◆ Early childhood development
- ◆ Substance abuse treatment and prevention programmes
- ◆ Services to children in conflict with the law
- ◆ Community- based services to older and disabled persons
- ◆ Care, protection and development of children (early childhood development, street children, child trafficking)
- ◆ Gender- based violence
- ◆ Family support and strengthening (with a particular focus on families on farms, family strengthening)
- ◆ Poverty reduction
- ◆ Youth development
- ◆ Families infected and affected by HIV/Aids

### D. DETERMINING THE IDEAL FUTURE, BASED ON KNOWLEDGE OF CURRENT

REALITIES: The Department recognises that refined tools for decision-making will not be available for the 2005/06 allocation process. However, a preliminary tool has already been developed and will be applied during this financial year in an attempt to influence the redirecting of resources to areas of greatest need over the current MTEF period. The refinement of the allocation tool will be fast tracked during this financial year, and subsequent adjustments to annual targets effected.

This allocation tool is specifically geared towards promoting a more equitable distribution of financial resources between the 16 District Offices. It is based on an 'equitable share' formula and comprises the following variables (SOURCE: CENSUS 2001):

- ◆ Population size
- ◆ Proportion of children in the age group 0 – 6 years
- ◆ Proportion of young people in the age group 15 to 34
- ◆ Proportion of Older persons (60+)
- ◆ Proportion of persons with disabilities
- ◆ Proportion of households reporting household income below R19 000 p.a.
- ◆ Proportion households with income below R19 000 per annum who live in an informal dwelling

Each of the above indicators is weighted individually. The total weight is 100.

◆ Population size:	20
◆ Children:	15
◆ Youth	15
◆ Aged	8
◆ Disabled:	7
◆ Household Income:	20
◆ Informal dwellings:	15

From the total budget available for allocation in this Programme, 12.5% will be reserved for Provincial and Special Programmes. This reserved funding is to be used to give effect to our intention to promote and fund service delivery gaps.

At Provincial level, the application of this tool will guide the allocation of financial resources to specific districts for the period 2005/06 to 2007/08 as follows:

**TABLE 3: PROJECTED TARGETS IN TERMS OF BUDGETARY ALLOCATIONS**

DISTRICT OFFICE	CURRENT %	2005/6 %	2006/7%	2007/8%
ATHLONE	4.92	4.75	4.59	4.42
ATLANTIS	4.53	4.51	4.50	4.48
BEAUFORT WEST	2.36	1.99	1.62	1.26
BELLVILLE	8.45	8.59	8.75	8.92
CALEDON	4.26	4.22	4.18	4.14
CAPE TOWN	5.73	4.80	3.87	2.94
EERSTERIVIER	6.29	6.4	6.51	6.62
GEORGE	7.7	7.41	7.12	6.83
GUGULETU	2.63	2.97	3.32	3.66
KHAYELITSHA	2.66	4.7	6.74	8.78
MITCHELL'S PLAIN	1.86	3.5	5.15	6.79
OUDTSHOORN	4.01	3.45	2.89	2.32
PAARL	5.62	5.69	5.75	5.82
VREDENDAL	2.82	2.49	2.16	1.83
WORCESTER	9.03	8.04	7.05	6.07
WYNBERG	7.98	7.19	6.40	5.60
PROVINCIAL PROJECTS	10.85	9.24	7.62	6.00
GREATER METROPOLITAN	7.03	7.00	7.00	7.00
SPECIAL PROJECTS	1.29	3.03	4.76	6.50

- E. **IMPACT OF TARGETS ON 2005/06 FINANCIAL ALLOCATION:** It is emphasised that the Department needs to audit and verify, during the 2005/06- appraisal process, the extent to which services rendered by individual organisations comply with and promote the strategic priorities of the Department. Where this is not the case, organisations will be required to plan for the redirection of services and prioritise target groups consistent with the strategic priorities of the Department.



Inherent to this process is an assessment of the degree to which organisations comply with the Department's transformation imperatives. The Department will therefore ensure that its current resource allocations will be spent on strategic priorities within the current financial year.

Only once satisfied that the NGO's current resource allocations are aligned with the strategic priorities (in respect of own and funded resources), will the Department approve additional resources to fill remaining service delivery gaps.

### APPLICATION PROCESS FOR FUNDING

The Department recognises that alone, it is unable to meet the social welfare needs of people in most need of it. We realise that there are those young aspirant organisations who have been willing to accept the challenge of rendering social welfare services to needy communities without the benefit of financial assistance.

If it is your goal to join this department in this challenge, there are a few facts about registration and application for financing of services that you should know about.

We further urge you to contact any district office of this department, closest to you, for guidance and support, where necessary, and to discuss the Department's service delivery imperatives within your area of operation.

#### A ROADMAP TO REGISTRATION

Registration is free of charge and relatively easy to do. There are however, different types of registration processes that you need to be aware of in order to register as an organisation and to apply for financing of your services from the department.

#### Why do I have to register as a non-profit organisation?

The Non-profit Organisations Act, 1999 (Act no 1 of 1999) allows organisations to raise funds without a fund-raising number. It is, however, very difficult to access financial assistance from businesses or international donors without a fund-raising number. The provincial Department of Social Services and Poverty Alleviation will consider financing for a specific service **only if the organisation is registered as a non-profit organisation**. There is the requirement that an organisation should be managed legitimately, in an

effective and efficient way and that fund-raising and the management of resources, whether property, equipment or financial resources, should reflect this.

The National Department of Social Development, Pretoria, administers the Non-profit Organisations Act and is therefore responsible for issuing registration numbers. Any organisation that wants to render a service to the public to benefit a specific group of persons and does not want to generate a profit from such a service, may register as a non-profit organisation. This type of registration may apply to the following types of organisations;

- ◆ Non-governmental organization (NGO);
- ◆ Community-based organization (CBO);
- ◆ Faith-based organization (CBO);
- ◆ Trust that have registered with the Master of the Supreme Court under the Trust Property Control Act, 1988 (Act no 57 of 1988);
- ◆ Section 21 Company under the Company Act, 1973 (Act no 61 of 1973)
- ◆ Any other voluntary association that is not-for-profit.

### What do I have to do to register?

You first have to formally establish your organisation and elect a management committee who is responsible for drawing up a constitution. The constitution must be accepted and approved by all members and signed accordingly. You may at this stage make contact with any district office of the Department of Social Services and Poverty Alleviation to assist you with this process. It is also advisable to find out if there are other role-players in your area that render a similar service and have a discussion with them to prevent duplication of services.

The next step is to obtain a registration form from any of the following:

- ◆ Department of Social Development, Private Bag X901, Pretoria
- ◆ national website: [www.welfare.gov.za](http://www.welfare.gov.za), or

- ◆ Any district office of the Department of Social Services and Poverty Alleviation (see address list attached).

The registration form includes a model constitution that serves as a guideline for compiling your own constitution. It gives a clear indication of the basic requirements that a nonprofit organization must comply with.

One copy of the application form, and two copies of the constitution, must be sent to the national Department of Social Development, Private Bag X900, Pretoria. You may appeal to the national department if your application is not approved. Once registered, organizations have to submit a progress report and an audited financial report to the national department on an annual basis.

### Do I have to register in terms of legislation?

You have to register in terms of specific legislation if you manage a facility as regulated by any of the following Acts:

**Child Care Act, 1984** (Act no 73 of 1984) as amended: In terms of the Act, any organisation that renders a service such as a children's home, shelter or drop-in for children, early childhood development centre or after school centre, has to apply for registration. The district office of the Department of Social Services and Poverty Alleviation will facilitate the process.

**Aged Persons Act, 1967** (Act no 81 of 1967): In terms of the Act, any organisation managing a home for older persons has to apply for registration. The local district office of the Department of Social Services and Poverty Alleviation will facilitate the process.

**Prevention and Treatment of Drug Dependency Act, 1992 (Act No. 20 of 1992):** In terms of the Act, any organisation managing a treatment centre for persons with a drug dependency, has to apply for registration, but the process cannot be facilitated by the provincial Department of Social Services and Poverty Alleviation. The national Department of Social Development, Pretoria, administers the Act. Application for registration has to be submitted to Pretoria. Once registered, the organisation may however, apply to the Provincial Department of Social Services and Poverty Alleviation for financing of services.

### Do I have to register in terms of departmental policy?

Facilities that do not require registration in terms of legislation as discussed above, have to register in terms of departmental policy. This applies to facilities such as protective workshops, early childhood development centres, after school centres, service centres for older persons, shelters or drop-in centres for children, shelters for adults, and shelters for victims of violence. Once again, the district office must be contacted to facilitate the process.

### Are there any other requirements that I should know about?

**HEALTH CLEARANCE CERTIFICATE:** Any organisation managing a facility, whether residential or non-residential, has to obtain a health clearance certificate from the local authority before services may be rendered from the venue. This applies to protective workshops, early childhood development centres, after school centres, service centres for older persons, shelters or drop-in centres for children, shelters for adults, shelters for victims of violence, children's homes, homes for persons with disabilities, homes for older persons or treatment centres for persons with a drug dependency. The Environmental Health Officer of the local authority will be able to assist and facilitate the process.

**FINANCING OF SOCIAL WELFARE SERVICES:** Once you have ensured that you have complied with all the above-mentioned requirements, you may apply to the provincial Department of Social Services and Poverty Alleviation for financing of social welfare services. The department's vision is a "self-reliant society". It strives to achieve this through its mission, being "to ensure the provision of a comprehensive network of social development services through social capital formation that enable and empower the poor, the vulnerable and those with special needs". If the department wants to give effect to its vision and mission, it has to guide social service delivery towards transforming their services to meet the needs of all communities. In order to do this, the department invests in capacity building and empowerment of people and organizations, involves itself with identifying areas of greatest need and vulnerable target groups, and has to ensure that where social services are rendered they are sufficiently needed by those communities. These identified areas of priority and needed services will be brought to the attention of nonprofit organizations that may then submit business (service) plans for rendering these services.

It is therefore advisable to have regular discussions with staff of the district office to ensure that organisations' services rendered are aligned to departmental planning, in the identified areas of priority and aimed at a specific target group in most need of such services.

### How do I apply for financing of services?

In order for your organisation to access funding from the Department of Social Services and Poverty Alleviation, it is advisable, as a first, to visit your **district office** and discuss the relevance and appropriateness of:

- ◆ the specific type of service that your organisation will render
- ◆ the target group that the service is aimed at
- ◆ the need for such a service in the specific area (what are the areas of greatest need in the district office area of operation) and

- ◆ networking with other role-players in the area rendering the same type of service to prevent duplication of services.

The application form, or service plan as it is called, can be obtained from the district office or via the the department's website [www.capegateway.gov.za/Text/2003/ngo\\_funding\\_form.pdf](http://www.capegateway.gov.za/Text/2003/ngo_funding_form.pdf) Staff at district offices are trained to assist you in the completion of the documentation and will also inform you of the due date and place of submission for your service plan.

### What happens once I have submitted the application form?

#### PROCESS AT YOUR LOCAL DISTRICT OFFICE

- ◆ Staff at the district office appraise all applications (Service/Business Plans)
- ◆ A staff member of the district office will visit those organisations that submitted a service plan but are not financed by the department, or new organisations, as well as organisations that want to extend, migrate or deviate their services to compile a report on the service.
- ◆ A panel comprising district office staff evaluates all service plans submitted, taking into account service delivery priorities for that area
- ◆ Based on this assessment, the local district office makes recommendations to head office in relation to the specific community needs identified in their area of operation.

#### PROCESS AT HEAD OFFICE

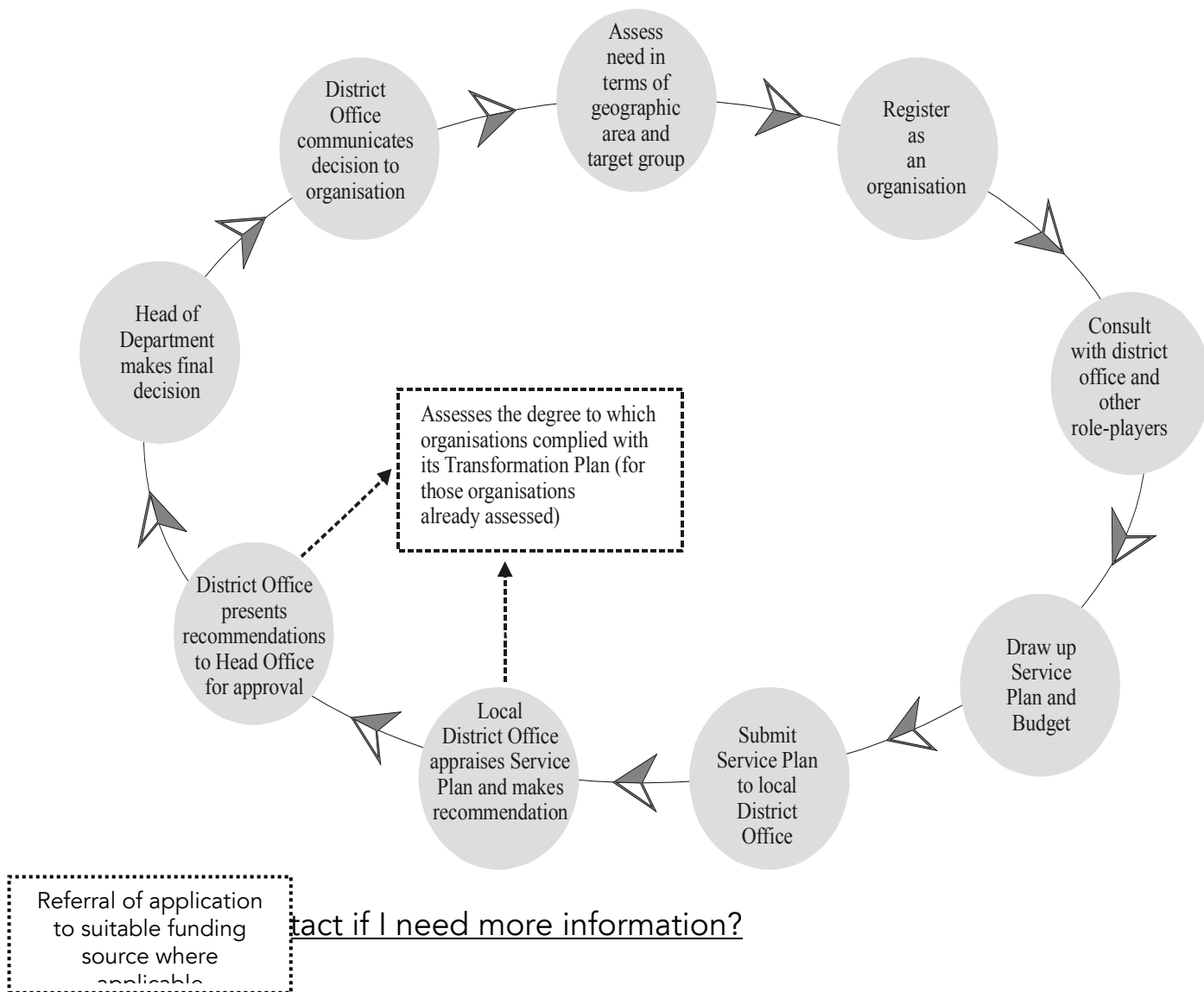
- ◆ Panels comprising head office and district office staff considers all recommendations made by district offices and submits their final recommendations to the executive management for final approval
- ◆ These panels will, amongst other, ensure that national, provincial, ministerial and departmental priorities are sufficiently reflected in recommended service plans.

- ◆ A management submission is presented to the Executive Management of the department and a final decision is made regarding the financing of social welfare services for the following financial year.

### NOTICE TO ORGANISATIONS

- ◆ District offices will be notified of the final financing decision undertaken
- ◆ On receipt of this notification, District offices will inform organisations of the outcome of the appraisal process.

### DIAGRAM OF FINANCING





## FINANCIAL ENQUIRIES

OFFICE	OFFICIAL	TELEPHONE NUMBER
Head Office, Sub-directorate Partnership Co-ordination	Michael Cottee	021 483 3587
	Ursula Sham	021 483 3836
	Tanya Davids	021 483 2547
	Gert Didloff	021 483 8660

## ANY OTHER ENQUIRIES

OFFICE	OFFICIAL	TELEPHONE NUMBER
Athlone	Brenda Marshall Charlotte Losper	021 696 8038
Atlantis	Marieta Krieling Natasha	021 577 1084
Beaufort West	Everlyn Meyer	023 414 3204
Bellville	Carla Engel Jacqueline Beukes Sandra Solomons	021 940 7100
Caledon	Marina Tiger Lydia Jacobs	023 348 5300
Cape Town	Erna Kotze Shirene Lucas Hester van Rensburg	021 481 9700
Eersterivier	Laverne Biggs Judy Radloff	021 904 1021
George	Adriana Petersen Ingrid Parks	044 874 2020
Guguletu	Tozama Matutu	021 696 8038
Khayelitsha	Nomendu Sintwa Misimela Mapukata	021 364 1330
Mitchell's Plain	Latiefa Erasmus	021 370 4800

ANY OTHER ENQUIRIES

OFFICE	OFFICIAL	TELEPHONE NUMBER
Oudtshoorn	Annalene Coetzee Barbara Nicolas	044 272 8977
Paarl	Moira Benjamin Tessa Layman	021 871 1682
Vredendal	Richard McDonald	027 213 2096
Worcester	Carol Wehr Ansie Visagie	023 348 5300
Wynberg	Iris Williams Sukayna Osman	021 710 9800