

**THE ROLE OF SOCIAL WORKERS AND COMMUNITY DEVELOPMENT
OFFICERS IN A COMMUNITY SETTING, NORTHERN PROVINCE**

by

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ABSTRACT

Both community development officers and social workers are involved in the development of communities. Even though community development implies a strong concept of teamwork, the researcher observed lack of active participation by community development officers and social workers. Most of the time one group is not clear about what the other group is doing.

The study was undertaken among social workers and community development officers employed by the Department of Health and Welfare in the Northern Province, Southern Region. It was undertaken in order to describe and compare the role and functions of social workers and community development officers in a community setting.

The goal of the study was to develop a strategy for providing an integrated and coordinated service by the social workers and community development officers for the Department of Health and Welfare in the Northern Province.

The objectives were to:

- Describe the role and functions of social workers and community development officers in the community.
- Establish an integrated and coordinated service-delivery by the two sections

The study was descriptive, exploratory and qualitative in nature as it aimed to describe, explore and compare roles of social workers and community development officers. It was also contextual in that it concentrated on social workers and community development officers working in communities in the Northern Province, Southern Region.

The sample consisted of nine social workers and four community development officers in different ranks with different educational qualifications. A non-probability sampling procedure was adopted. A semi-structured interview schedule was

administered to all respondents during face-to-face and focus group interviews. A document analysis of both community development officers' and social workers' job descriptions was also done.

Main Findings

1. Respondents from both the community development and social work sections recognized the importance of responding to felt needs while at the same time working within the boundaries of their agencies in addressing those needs.

2. Policies and values are influential on the type of roles and functions adopted by respondents from both community development and social work sections at a given time and place.

3. Services rendered by social workers are similar to those offered by community development officers and there are no clear boundaries on where and when each profession is supposed to intervene. Except for the fact that social workers are involved in casework as well, and that they appear to function at a higher level than community development officers, the roles are similar.

4. Intersectoral collaboration, even though admitted to be necessary and important by all respondents, does not exist within the Department of Health and Welfare.

Conclusions

1. Community development is an approach which emphasizes the participation and involvement of local people. Social welfare services should be responsive to local needs or "felt" needs as expressed by communities themselves, and services should not be imposed on local people.

2. Even though responding to local needs, social workers and community development officers have a responsibility to advance the mission and vision of the department in all their interventions in the community.

3. Values, not only those from social welfare, but other departments as well, play a very important role in influencing the roles and functions adopted by social workers and community development officers in a community setting.

4. Roles and functions adopted by social workers and community development officers are similar with no clear demarcation of boundaries. Except social workers are more involved in welfare facilities while community development officers are involved in income-generating projects to alleviate poverty.

5. Intersectoral collaboration between social workers and community development officers is necessary in order to avoid duplication of services.



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CHAPTER 1

INTRODUCTION TO STUDY

1.1 Introduction

The Welfare Department in South Africa has realised the need for community development programmes. These programmes can contribute towards providing people with essential skills to cope with environmental demands (Mitchell, 1987:115). Recent policy shifts of social welfare services have emphasised the development of more effective ways of reaching large numbers of people at less cost. This is essential as resources for welfare services are becoming scarce while the needs of the population are becoming more acute. _____

Social workers have always been involved with efforts to bring about change. The social work profession has the responsibility to seek improvements in the quality of life of its clients within their given environments (Pincus & Minahan, 1983:30). There are professional values that provide guidance and direction, and the ethical criteria necessary for making difficult practice decisions. These professional values are taken from the larger society within which they practice (Loewenberg & Dolgoff, 1992:19).

In community development, much stress is placed on broader participation of a wide range of people at local level. Participation must involve and include people of varying social and economics status, varying occupations and skill level (Burkey, 1993:35). The approach is of working with their total needs, and making communities they live in user-friendly.

Community development is regarded as the broad comprehensive concept which demands a multi-disciplinary team approach (Lombard, 1991:119). The focus on the comprehensive development of the communities not only demands the involvement of communities alone, but also that of various disciplines, for instance, that of social work. Different disciplines not only have the right, but the responsibility as well, to define their specific role in contribution to community development (Lombard,

1991:198). It is increasingly expected of the social work profession to define its role in contribution to community development.

Principles of community work or community social work are not exactly the same as those of community development, but there are some which do coincide, and are in no way in opposition to each other (Lombard, 1991:200). The principles offer a guideline to community developers and community workers concerning their course of conduct in the community. However, these principles are influenced by the community developer's or community worker's own unique set of values which evolved from their specific frame of reference regarding people and life in general.

These different frames of reference bring unique expert contribution to the multi-disciplinary team. This implies a positive predisposition towards all other disciplines and increases participation as neither group is threatened by the other due to uncertainty about their own role.

1.2 Motivation for study

Social work practice is increasingly being augmented and supplemented by development work. Because of the social conditions of South Africa which have already been mentioned, it is increasingly expected of social work to, as is the case with other disciplines, define its role in and contribution to community development. Community development is multi-disciplinary, consequently different disciplines have the responsibility to define their role in community development. The multi-disciplinary nature of community work can be attributed to the complexity of human nature, and thus knowledge cannot be limited to the exclusive use of one profession (Lombard, 1991 :198).

The researcher observed lack of active participation by community development officers and social workers working in a community setting. There does not seem to be interaction between the two groups. As such, most of the time one group is not always clear about the other group's involvement in the same community setting. This leads to confusion in the communities and lack of trust in the two service-providers, as they are not always clear of what role is played by the other.

As community development implies a strong concept of team work, members in a community need to be highly interactive (Henderson and Thomas, 1987:13).

This could be possible if each member's role is clearly defined and known by all other members. This prevents duplication or overlapping of services and guides a member when to make appropriate intervention. These differences in role should be utilised positively in order to lead to creative thoughts, ideas and solutions (Lombard, 1991:287). Coordination can be seen as a process of cooperation to avoid duplication, the unnecessary wasting of energy and conflict.

The above mentioned issues motivated the researcher to study the role of each section, that is, social workers and community development officers. The findings will assist the two sections in establishing a strategy for providing an integrated and coordinated service to the communities they serve. It would also assist them on how to utilise each other's skills to the fullest in order to benefit the communities they are involved in. This would help each section to guard against the tendency to become excessively narrow, enthusiastic supporters of their own area of work and simultaneously disparaging the work of others.

1.3 Problem statement

A range of social development workers will be employed to address different needs and problems and to increase human resource capacity, particularly in underserved communities and rural areas (Social Welfare Policy, 1997:24). After the 1994 democratic elections, community development officers were appointed. It was after the realization that there is an overreliance on professional social workers and that there is a need to expand human resource capacity through the employment of other categories of social service personnel, such as child and youth care workers, community development workers and volunteers (Social Welfare Policy, 1997:48).

The Department of Health and Welfare in the Northern Province appointed community development officers to work directly with the communities at grassroots level in addressing development issues. However, due to financial constraints,

community development officers work from the regional level, which is far from the communities they are serving, while social workers are distributed in offices right in the communities they serve.

It is difficult to gain access to the community development officers due to the distance from the community development officers' offices to the communities that they are serving.

It is the researcher's opinion that this poses a problem as social workers increasingly attend to development issues while community development officers find themselves with nothing to do.

For practical reasons, social workers are bound to assist these communities as they are more accessible to them in terms of distance and familiarity. As such, the researcher believes that communities tend to associate welfare services with social workers only. Even though the communities are benefiting, it blocks the development of a positive working relationship between the communities and their respective community development officers. When disciplines work in a community in an uncoordinated manner, duplication, loss of energy and conflict are not experienced only amongst their own ranks, the community becomes demotivated as well, because parties from different sources all lay claim to their involvement and contribution (Lombard, 1991:288).

Service-delivery within the welfare department is fragmented as community development officers and social workers rarely meet to give feedback to each other about the communities they are involved in. An officer from one section is almost always unaware of what the other section is doing. This leads to duplication of services as their roles tend to overlap somewhere along the way. The community development officer and the social worker do not work together, even though they are employed by the same department and involved in the same communities.

1.4 Goal and objectives of the study

The goal of the study is to develop a strategy for providing an integrated and coordinated service by the social worker and community development officer for the

The objectives are to:

- 1.4.1. Describe the role and functions of social workers and community development officers in the community.
- 1.4.2. Establish an integrated and coordinated service-delivery strategy by the two sections.

1.5 Overview of research methodology

1.5.1 Research design

The study was descriptive, exploratory and qualitative in nature as it aimed to describe, explore and describe the role of community development officers and social workers. It was also contextual in that it concentrated on social workers and community development officers working in communities in the Northern Province, Southern Region. According to Neuman(1994:19), the goal of descriptive research is to provide an accurate profile of a group, while an exploratory study familiarises the researcher with the basic facts, people, and concerns involved.

The study was also basic research in that it aimed to clarify the role and functions of social workers and community development officers in a community setting. Basic research provides the foundation for knowledge and understanding that are generalizable to many policy areas, problems, or areas of study (Neuman, 1994:21). The research design will be discussed in more depth in Chapter 2.

1.5.2. Data collection methods

The researcher employed three methods to collect data. The first is in depth face-to-face interview (De Vos and Fouche in De Vos, 1998:90). The researcher prepared a semi-structured interview schedule and used it to get information (see Appendix A.). The second is focus group interviewing. This method is an open group discussion between specifically selected persons under the leadership of a group leader who is trained and experienced in handling group dynamics (De Vos and Fouche in De Vos, 1998:90). As a social worker the researcher had the advantage of having knowledge for working with groups and conducted the interviews herself.

The last method employed is documentation. This involves the studying of any written materials that contain information about the phenomenon researchers wish to study (Bailey, 1987 :290). The job descriptions of both social workers and community development officers were studied in order to obtain clarity on their roles and functions.

1.5.3. Unit of Analysis

Descriptive studies having individuals as their unit of analysis typically aim to describe the population that comprises those individuals(Babbie, 1992:93). Unit of analysis refers to the type of unit a researcher uses when measuring variables (Neuman, 1994:103). In this research the individual is the unit of analysis because each individual social worker or community development officers' response was recorded.

1.5.4. Sampling

The target population for the study consisted of employees of the Department of Health and Welfare, in the Northern Province, welfare section, Southern Region. A population is defined as the totality of persons, events, organizational units, case records, or other sampling units with which the research problem is concerned (Grinnell, 1985:133). At the time of study there were 50 social workers and 9 community development officers employed by the Department of Health and Welfare in the Northern Province, Southern Region.

A sample is a small portion of the total set of objects, events or persons which together comprise the subjects of the study (Grinnell, 1985:133). Nine out of fifty social workers and four out of nine community development officers participated in the study. The non-probability sample has been used because it is less complicated. It is purposive in that the researcher selected the sample on the basis of own knowledge of the population, its elements, and the nature of the research goal and objectives (Babbie, 1992:231).

1.5.5. Pilot study

This was conducted in order to establish the reliability of the research tool in measuring what is supposed to be measured.

This ensured that errors of whatever nature can be rectified immediately (Fouche in De Vos, 1998:158). The interview schedule was administered to one social worker and one community development officer in order to obtain the feasibility of the tool.

1.5.6. Data analysis

Analysis is a reasoning strategy with the objective of taking a complex whole and resolving it into its parts (Poggenpoel in De Vos, 1998:336). Data analysis in qualitative research starts with data collection. Data is analysed in order to arrive at findings and conclusions (Ngobese, 1998:36). In this study some interviews were conducted in Northern Sotho. Data collected was transcribed from the audio-tape cassettes to paper. Data collected in Northern Sotho was translated into English before analysis. More on data analysis is discussed in Chapter 2.

1.5.7. Literature control

Literature control is one of the methods of validation. It is done in order to create links to a developing body of knowledge, and to evaluate how a theory explains the same phenomenon or concepts that is being studied. (Neuman, 1994:81).

1.5.8. Trustworthiness

Guba's model was used to ensure trustworthiness. The four criteria for ensuring trustworthiness were truth value, applicability, consistency and neutrality (Poggenpoel in De Vos, 1998:349-350).

1.6. Problems experienced

The study focused on a particular setting, which is the Department of Health and Welfare in the Northern Province, Southern Region. This will make generalizability to the overall population, social workers and community development officers in a community setting, invalid.

Another problem is accessibility of data. As people had to volunteer to participate, some refused to participate. As a working group in the community, respondents were not readily available as they are often out in communities.

The small size of the focus groups limited the range of experiences available as the focus groups were difficult to assemble.

1.7. Definition of concepts

Within the context of this study, the following concepts will be defined as follows:

- * Community – people within a geographically bounded area involved in social interaction and with one or more psychological ties with each other and with the place they live in (Mitchell, 1987: 107).
- * Community developer – a person primarily responsible for providing guidance in the community development process and thus has specific skills, tasks, functions and roles, and specifically and directly controls the programmes or projects of the community (Lombard, 1991 :163). In this study this term will be used interchangeably with community development officer.
- * Community development – strategy geared towards the promotion of self-help, mobilization of resources, and self-reliance as well as self-determination (Snyman and Botha in Phiyega, 1992 :33).
- * Community work – an umbrella term used to refer to various intervention approaches by a professional practitioner to help a community engage in conscious collective action in order to respond to social problems (Mitchell in McKendrick, 1987 :109).
- * Community worker – professional change agent cooperating with a community developer or other change agent who are concerned with those activities aimed at improving the social functioning of the community (Lombard, 1991 :162). This term will be used interchangeably with social worker throughout the study.

- * Role – tasks and functions expected of a community worker or community developer in the accompaniment of the community work process (Lombard, 1991 :168).
- * Social work – profession concerned with promoting positive social functioning by both helping people cope more effectively with problems in living and by working to create systems which are more humane and responsive to the needs of people (Lombard, 1991:11).
- * Social worker – professional, using knowledge developed by social sciences for furthering the goals of social welfare (Compton and Galaway, 1989 :6). In South Africa, social workers are expected to register with the South African Interim Council for Social Services Professions in terms with the Social Work Act.
- * Team work – cooperative effort of an organised group to achieve a common goal (Compton and Galaway, 1989 :610).
- * Values – those conceptions of desirable states of affairs that are utilized in selective conduct as criteria for preference or choice, or as justifications for proposed or actual behaviour (Williams in Loewenberg and Dolgoff, 1992:19). A value is not just a preference, but a felt preference and considered to be justified.

1.8 Content of chapters

Chapter 1 includes motivation for study, problem statement, goal and objectives, overview of research methodology, problems experienced and definition of concepts.

Chapter 2 includes research design, data collection methods, unit of analyses, sampling, pilot study and data analysis.

Chapter 3 includes identifying details of respondents, a report on analysis and literature control.

Chapter 4 includes main findings, conclusions and recommendations.

CHAPTER 2

RESEARCH METHODOLOGY

2.1 Introduction

The study was conducted among social workers and community development officers employed by the Department of Health and Welfare in the Northern Province. The researcher observed lack of active participation by community development officers and social workers in a community setting. The two groups seemed not to be interacting.

The study is concerned with describing the role and functions of social workers and community development officers involved in the community in order to gain an understanding of their roles.

In the previous chapter (Chapter1), a brief overview of the research methodology used in this study was given. This chapter offers a detailed discussion of the research methodology, which includes: the research design, data collection methods, unit of analysis, sampling and data analysis.

2.2 Research design

The study is descriptive and exploratory in nature as it aims to describe, explore and compare roles and functions of community development officers and social workers working in communities in the Northern Province, Southern Region. An exploratory study acquaints the researcher with the characteristics of the research target. The principal objective is to refine concepts and develop questions and hypotheses for further research (Collins in McKendrick, 1987: 256).

Neuman (1994:19) includes the following as goals of exploratory research:

- Become familiar with the basic facts, people, and concerns involved.
- Develop a well-grounded mental picture of what is occurring.
- Determine the feasibility of doing additional research.
- Formulate questions and refine issues for more systematic inquiry.
- Develop techniques and a sense of direction for future research.

Descriptive research focuses on “who and how” questions. In descriptive research, the researcher begins with a well-defined subject and conducts research to describe it accurately, resulting in a detailed picture of the subject (Neuman, 1994:19). The goal of descriptive research is to provide an accurate profile of a group.

According to Neuman (1994:19), other goals of descriptive research are to:

- Describe a process, mechanism, or relationship.
- Find information to stimulate new explanations.
- Present basic background information or a context.
- Document information that contradicts prior beliefs about a subject.

The study is also basic research in that it aims to clarify the role and functions of social workers and community development officers in a community setting. Basic research provides the foundation for knowledge and understanding in a social world (Neuman, 1994:20).

Exploratory researchers frequently use qualitative data because qualitative data tends to be more open to using a range of evidence and discovering new issues (Neuman, 1994:18). A qualitative approach is more applicable as the study is concerned with describing the role and functions of social workers and community development officers in order to gain an understanding of their role within a community setting. The study concentrates on qualities of human beings through the process of interaction between the researcher and the subject.

Qualitative methods of research pursue a deeper understanding of human experience, as well as observations of theories which are not easily reduced to numbers (Rubin and Babbie in Moore, 1996:59). Denzin and Lincoln in Schurink (1998:240), define qualitative research as a multi-perspective approach to social interaction, aimed at describing, making sense of, interpreting or reconstructing this interaction in terms of the meanings that the subjects attach to it.

Qualitative researchers emphasize the importance of social context for understanding the social world, and hold that the meaning of a statement depends on the context in which it appears. Qualitative research aims to understand phenomena within a particular context and reality is regarded as subjective. Analysis proceeds by extracting themes or generalizations from evidence and organizing data to present a coherent, consistent picture (Neuman, 1994:317).

2.3 Sampling

A researcher draws a sample from a larger pool of cases or elements, which is the population. The population is the sum total of all the units of analysis (Bailey, 1987:81). To define the population, a researcher specifies the unit being sampled, the geographical location, and the temporal boundaries of the population. In this study the population is the social workers and community development officers employed by the Department of Health and Welfare in the Northern Province. See table of the population below:

2.1 Table: Population

(Social Development)	(Professional Welfare)
1 Assistant Director	1 Assistant Director
8 Community Development Officers	50 Social Workers

A sample is the element of the population considered for actual inclusion in the study (Strydom and De Vos in De Vos, 1998:19).

A sample is described not primarily as an end in itself, but as a means for helping to explain some facet of the population. Sampling ensures that time, money and effort is concentrated to produce better quality research. Nine social workers and four community development officers employed by the Department of Health and Welfare, Northern Province, Southern Region, participated in the study.

A non-probability sample was employed as the chance of selection was unknown and some members will be assured of selection while some members will be excluded. The study was purposive or judgmental in that the sample was selected on the basis of the researcher's own knowledge of the population, its elements and the nature of the research aims (Babbie, 1992).

However, there is some limitation to employing non-probability sampling. Since the probability that a person will be chosen is not known, the investigator generally cannot claim that his or her sample is representative of the larger population (Bailey, 1987). An advantage is that non-probability sampling is much less complicated, much less expensive, and may be done on a spur-of-the moment basis to take advantage of available respondents without the statistical complexity of a probability sample. This is more suitable to the study as respondents are field workers and it was difficult to find them in one place at a given time, especially for focus group interviewing.

2.4 Data collection methods

The researcher employed three methods to collect data. They are face-to-face interviews, focus group interviewing and documentation.

2.4.1. The first method, face-to-face interviews, involves interaction between interviewer and interviewee, where the purpose is to understand the interviewee's situation as expressed in his own words (Schurink in De Vos, 1998: 300). The researcher prepared a semi-structured interview schedule and used it to get information from the respondents (See Appendix A).

The schedule is a guideline for the interviewer and contains questions and themes that are important to the research (Schurink in De Vos, 1998: 299).

The questions ensured that all relevant topics are covered during an interview and that the same topics are covered for each respondent.

The semi-structured interview schedule was administered to nine social workers and four community development officers. The main advantage of an interview schedule is that it provides for relatively systematic collection of data and at the same time ensures that important data are not forgotten (Schurink in De Vos, 1998:300).

2.4.2. The second method to be employed was focus group interviewing. A focus group is a purposive discussion of a specific topic or related topics taking place between eight to ten individuals with a similar background and common interests (Schurink et al. in De Vos, 1998:314). A focus group is conducted as an open conversation on a specific topic in which each participant may make comments, and ask questions of other participants. A moderator should be present to facilitate the natural, spontaneous discussion of events or experiences by the participants.

One of the prerequisites for focus group interviewing is a trained and experienced moderator in handling group dynamics (De Vos & Fouche in De Vos, 1998: 90). As a social worker, the researcher had the advantage of having knowledge of working with groups and conducted the interviews herself.

Social workers participated in their own groups while community development officers formed their own groups. According to Neuman (1994:245), members in a focus group should be homogeneous enough to reduce conflict, hence separation of the two groups. The two Assistant Directors did not participate in the focus groups, but they were individually interviewed. Focus groups are useful in exploratory research. The groups' responses were captured on an audiotape cassette. There were three groups of four, three, and three members respectively. Two of the groups were social workers, four and three respectively.

2.4.3. The last method was documentation. Analysis of documents means studying any written materials that contain information about the phenomena we wish to study (Bailey, 1987:290).

Most documents are written for some purpose other than social research. Businesses or organizations keep a running record of events deemed important, and these documents tend to be more structured than personal documents.

In this study the researcher studied the job descriptions of both social workers and community development officers in order to determine the roles and functions of both social workers and community development officers in a community setting.

One of the advantages of document study is that analysis and interpretation of written material offers distinctive challenges which enable the qualitative researcher to collect data which would not have become available otherwise (De Vos and Fouche in De Vos, 1998:90). Document studies allow research on subjects to which the researcher might find access difficult or no access at all.

As the documents were not recorded mainly for the purpose of being studied, they have the advantage of having spontaneous thoughts, feeling, or ideas recorded. People do not feel self-conscious when recording feelings or thoughts, unlike when they are facing the researcher.

The only disadvantage of document study was the difficulty that faced the researcher in obtaining the job descriptions of respondents from the community development section, as documents were not available when needed. The researcher finally obtained it from the deputy director after failing to get it from the respondents.

2.5 Unit of analysis

Unit of analysis are the people or things whose characteristics social researchers observe, describe and explain (Babbie, 1992: 111). Observations describing the characteristics of a large number of individual people are made, then aggregate the descriptions of the many individuals to provide a descriptive picture of the population that comprises those individuals. In this study, individual social workers and community development officers were studied in order to describe their roles and functions in the community setting.

The individual social workers and community development officers were studied in order to create summary descriptions of all social workers and community development officers in community settings, and to explain differences among them. Descriptive studies having individuals as their unit of analysis typically aim to describe the population that comprises those individuals (Babbie, 1992:93).

2.6. Pilot study

A pilot study is a process whereby the research design for a prospective survey is tested (Strydom, 1998:179). The purpose of a pilot study is to improve the success and effectiveness of the investigation and must be executed in the same manner as the main investigation is planned. This ensures that errors of whatever nature can be rectified immediately (Fouche', 1998:158). The interview schedule was administered to one social worker and one community development officer in order to obtain the feasibility of the research tool.

2.7. Data analysis

Data analysis in qualitative research starts with data collection. Data analysis means a search for patterns in data, that is, recurrent behaviours, objects, or a body of knowledge (Neuman, 1994:411). The researcher develops explanations or generalizations that are close to concrete data and contexts but are more than simple descriptions. Data are in the form of words, which are relatively imprecise, diffuse, and context based, and can have more than one meaning (Neuman, 1994:406).

In data analysis the collected data, is manipulated for the purpose of drawing conclusions that reflect on the interests, ideas, and theories that initiated the inquiry (Babbie, 1992:107). The theory of community development and community social work formed the basis on which data are organized.

There is no right or wrong approach to data analysis in qualitative research (Poggenpoel in De Vos, 1998:337). There are general guidelines the researcher can adhere to as well as strategies for analysis. In this study the following steps were followed:

2.7.1 Read through the raw data. Repetitive reading through the data enabled the researcher to become intimately familiar with the data (Poggenpoel in De Vos, 1998:342).

2.7.2 Identified categories. Identifying salient themes, recurring ideas or language, and patterns of belief that link people and settings together assists with the integration of the results (Poggenpoel in De Vos, 1998:342).

2.7.3 Developed analysis schedule. Relevant information from all the transcripts was tabled in a list.

2.7.4. Coded the data. The data was coded by putting it into categories.

2.7.5. Linked codes and categories.

2.7.6. Formulated themes from the links and categories.

2.7.7. Literature control. Literature related to community development and community social work was compared to data collected. Literature control is one of the methods of validation.

2.7.8. Formulate conclusions from the developed themes.

2.8 Trustworthiness.

Guba's model was used to ensure validity and reliability in qualitative research. The four criteria for trustworthiness used were: truth value, applicability, consistency and neutrality. See Table 2.2. below:

Table 2.2 Strategies for trustworthiness.

Strategy	Criteria	Application
Credibility	Triangulation	Three focus group discussions, semi-structured interviews, documentation, literature control.
	Peer examination	One other independent person for coding data.
Transferability	Dense description	Description of methodology, literature control, verbatim quotes from focus group discussions.
Dependability	Triangulation	As discussed.
	Peer examination	As discussed
	Dense description of method	Research methodology fully described
Confirmability	Triangulation	As discussed

Truth value asks whether the researcher has established confidence in the truth of the findings for the subjects and context in the research was undertaken (Schurink et al. in De Vos, 1998:331). Truth value was ensured by using the strategy of credibility. Three focus group discussions were conducted and a colleague was requested to code the data independently. Literature on the roles and functions of officers in communities was incorporated into the findings.

Applicability refers to the degree to which the findings can be applied to other contexts and settings or with other groups, it is the ability to generalize from the findings to larger populations (Schurink in De Vos, 1998:331)

This is not seen as relevant to qualitative research because its purpose is to describe a particular phenomenon or experience, not to generalize to others. Research meets this criterion when the findings fit into contexts outside the study situation. Transferability is more the responsibility of the person wanting to transfer the findings to another situation or population than that of the researcher of the original study. In this study this was ensured by complete description of methodology, including literature control and verbatim quotes from focus group discussions (Poggenpoel et al, 1994:132).

Consistency considers whether the findings would be persistent if the enquiry were replicated with the same subjects or in a similar context (Schurink et al. in De Vos, 1998:331). This was ensured by using the strategy of dependability. Triangulation, that is, using different types of data collection techniques in order to examine the same variable, was used (Baker, 1994:244). Three focus group interviews were conducted, face-to-face interviews and document study.

Neutrality refers to the degree to which the findings are a function solely of the informants and conditions of the research and not of other biases, motivations and perspectives (Schurink et al. in De Vos, 1998:331). This was ensured by the strategy of confirmability. This was adhered to by adhering to triangulation, as already discussed above.

2.9. Conclusion

The study is hybrid in nature as it includes both exploratory and descriptive aspects. It explores a topic to provide a beginning familiarity and to report the characteristics of some population under study. Face-to-face interviews, focus group interviewing and documentation were employed as methods of data collection. The semi-structured interview schedule was used to get information from the respondents in both focus groups and face-to-face interviews.

Individuals, that is, both social workers and community development officers were used as unit of analyses. Non-probability sampling procedure was adopted, and a pilot study of one social worker and one community development officer was conducted. All these confirmed the qualitative nature of the study.

CHAPTER 3

RESULTS

3.1. Introduction

This chapter is aimed at reporting on the focus group interviews and face-to-face interviews that were conducted. Data gathered from the study of documentations of social workers and community development officers' job descriptions will also be presented. The data collected from the respondents will be presented in a systematic way linked to the format of the semi-structured interview schedule. Trustworthiness was also ensured by applying the strategies of truth value, applicability, consistency and neutrality. The chapter also aims to analyze data in order to develop themes and recommendations.

The questions that were asked and flexibly used in the semi-structured interview schedule were the following, also see Appendix A:

What kind of communities are you mainly involved in?

Who decides on which communities you should be involved in?

What is your main role in the communities you are involved in?

How does the employing agency's expectations influence your role?

Are there any professional values which guide your practice in the community?

Are the roles played by social workers and community development officers complementary and supportive to each other or competitive against each other?

What identifiable tasks or skills distinguish social workers from community development officers in the community?

How can collaboration between social workers and community development officers be achieved?

3.2. The semi-structured interview schedule

The researcher compiled a semi-structured interview schedule which was administered to 3 focus groups and 13 respondents during face-to face interviews. Focus groups comprised of social workers and community development officers.

The nine social workers and four community development officers were separately interviewed. The same semi-structured interview schedule was used for both focus groups and face-to-face interviews. Four social workers, three social workers and three community development officers participated in three groups separately. The people who participated in the focus groups were also interviewed individually even though three of the respondents in face-to-face interviews were not involved in focus group interviews. They were one assistant director from social work division, one assistant director from social development and one social worker in a senior position.

3.3. Identifying details of respondents

Table 3.1: Occupation of respondents

Occupation	Number
Community development	4
Social work	9
TOTAL (N)	13

The study was carried out among social workers and community development officers employed by the Department of Health and Welfare in the Northern Province, Southern Region. Four community development officers and nine social workers participated in the study. All respondents were involved in community development at the time of the study.

Table 3.2: Rank of respondents

Rank	Social Work No.	Community development No.	Total
Junior	7	1	8
Senior / Principal	1	2	3
Chief	0	0	0
Assistant Director	1	1	2
TOTAL (N)	9	4	13

Of all 9 social workers who responded, 7 were in a junior position, 1 in a senior position, and 1 held the post of assistant director. One junior community development officer, 2 principal community development officers, and 1 assistant director from community development responded.

Table 3.3: Qualifications of respondents

Highest qualifications	Social work no	Community development no	Total
B.A Social Sciences	0	2	2
B.A Social work	8	0	8
Hons in Development Studies	0	1	1
Hons in Social work	1	0	1
Hons in Demographic Studies	0	1	1
Total (N)	9	4	13

The above table indicates that only one respondent from the community development section had training in development. Respondents from social work had development studies incorporated into their training. All respondents attended in-service training on developmental social welfare. All social workers had four-year degrees while community development officers had three-year degrees, plus in other cases, a postgraduate degree.

While professional training is very important and necessary, it nonetheless poses a serious problem for community development. Normally project staff comes from various professional disciplines, equipped with the necessary diplomas or degrees, yet they seldom receive appropriate training in development (De Beer, 1995:349). Officials are not trained in the basic theories of practice of development and they are not trained to understand sociological phenomenon that will influence their work in the community. They further lack psycho-social skills with the result that they find it very difficult to work with people and to understand people's sentiments and actions (Swanepoel in De Beer, 1995:349).

3.4. Pilot Study

The semi-structured interview schedule was administered to one social worker and one community development officer. This was done in order to establish whether the research tool measured what it is supposed to measure. The respondents in the pilot study were not included in the final sample.

3.5. Data analysis

Data analysis in qualitative research starts with data collection (Poggenpoel in De Vos, 1998:334). Collected data is manipulated for the purpose of drawing conclusions that reflects on the interests, ideas and theories that initiated the inquiry (Ngobese, 1998:38). There are general guidelines a researcher can adhere to as well as strategies for analysis that have been utilized by researchers as there is no right or wrong approach to data analysis in a qualitative research.

In analyzing data, and as discussed in Chapter 2, the researcher did it according to the following steps:

- Read through the raw data.
- Identify categories.
- Code the data.
- Link codes and categories.
- Formulate themes.
- Literature control.
- Formulate conclusions

Raw data was coded and classified into categories based on the interview schedule and questions asked during interviews. The above procedure was discussed with a colleague in order to verify own reliability.

3.6. Results

The results of the job descriptions were obtained by analyzing documents. After the discussion of the documents the interviews will be discussed. Interviews include both focus groups and face-to-face.

3.6.1. Documents

Documents on the job descriptions of social workers and community development officers were analyzed and the results follow:

3.6.1.1 Community development officers– Job descriptions

From the job descriptions, the community development officer fulfils the following roles, namely:

Table 3.4. Role and tasks of community development officers

Role	Task / Function
Enabler / Guide / Facilitator	*Monitor projects *Facilitate the establishment of interpersonal relationships *Helps communities to plan and coordinate project programmes.
Educator	*Provide training to projects members *Capacity building
Public relations officer	*Facilitate, plan and hold awareness campaigns *Celebrate important days
Coordinator	*Network with other stakeholders in fulfilment of community needs

1. The first role expected of community development officers is that of guide or enabler. By monitoring projects, the officers usually adopt the roles of guide and enabler.

On the role of guide, the community development officer contribute to the development of communities by making them aware of problems and needs, and suggesting solutions to these needs (Lombard, 1991:174). The community development officer also facilitates the establishment of interpersonal relationships and help the communities to plan and coordinate project programmes. Roles are discussed in more detail under interviews(Section 3.6.2).

2. Another role to be adopted by community development officers is that of educator. The officers are expected to provide training to project members on the following:

- Bookkeeping
- Financial administration
- Running of meetings
- Writing of minutes
- Marketing and project management

3. The third role to be adopted by community development officers is that of public relations officer. This is achieved by “facilitating, planning and holding awareness campaigns on their activities and celebrating important days”, for example, child protection week. Both the organization and the worker are busy with influencing the internal as well as the external public by means of communication regarding its image, attitudes and opinions (Weyers in Lombard, 1991:186). See more on roles under Section 3.6.2.4.

4. Community development officers are also expected to “network with other stakeholders in fulfilment of community needs”. This shows that the department supports the issue of intersectoral collaboration among all stakeholders involved in development of communities. Community development officers should encourage people and organizations to join hands and cooperate. Officers should be involved in intersectoral policy formulation, planning, monitoring and evaluation, coordination and the definitions of functions and responsibilities (Social Welfare Policy, 1997:24).

3.6.1.2. Social workers – Job description

From the analysis of documentation the following roles were identified:

Table 3.5. Role and tasks of social workers

Role	Task / Function
Enabler / Guide / facilitator	*Facilitate the registration of Welfare facilities and organizations *Render monitoring and evaluation services to those facilities *Assess and verify subsidy claims of those facilities and organizations
Organizer and Public relations officer	*Organize community awareness campaigns in respect of international and national days and weeks
Coordinator	*Promote partnership with different Welfare stakeholders

1. The first role identified is that of guide or facilitator. The role is fulfilled by “facilitating the registration of welfare facilities and organizations and render monitoring and evaluation services to those facilities and organizations”. This implies that social workers are expected to assist in the registration of day care centres and protective workshops for disabled people. Social workers are also expected to supervise the project members in the facilities to ensure that the conditions of registration are adhered to. This entails monitoring and evaluation of the places of care.

2. The second role is that of enabler. Social workers are involved in the “assessment and verification of subsidy claims of facilities and organizations”. This is also a monitoring function as social workers have to visit those facilities or organizations in order to verify their claim forms for them to be processed for payment.

The registered Welfare facilities submit claim forms to the social workers' offices every month to be processed for payment. Social workers also serve as inspectors of the places of care.

3. The third role is that of organizer or public relations officer. Social workers "organize community awareness campaigns in respect of international and national days, and weeks." This echoes what is on the job description of the community development officers. Social workers influence the public's point of view by raising awareness on issues such as child abuse, women abuse and drug and alcohol abuse. See more on roles under Section 3.6.2.4.

4. Lastly, social workers adopt the role of coordinator. Their key task is "social workers are expected to also promote partnership with different Welfare stakeholders". This also echoes the need for coordination of services for the two sections. See Section 3.6.2.5 for more details on intersectoral collaboration.

3.6.1.3. Conclusions on job descriptions

Table 3.6. Comparison of social work and community development roles.

Role	Social work	Community development	Both
Enabler			✓
Educator		✓	
Public relations officer			✓
Organizer	✓		
Coordinator			✓

The two documents of the sections indicate lack of coordination between them. There was no negotiation in drafting the two documents, because if there was; it could be clear from the documents what members of each profession has sanction for and what it does not have sanction for (Compton and Galaway, 1989:600). The parameters between the two sections appear to be poorly defined.

The first identifiable difference between the two sections apparent from the documents is that community development officers are charged with capacity building as well. They are expected to train project members on how to manage their project by providing them with day-to-day skills of running organizations.

Social workers are mainly involved in welfare facilities, namely day care centres for preschool children and protective workshops for people with disabilities. On the other hand, community development officers are concerned with income-generating projects, namely women's sewing groups, vegetable gardens, brick making projects and bread making projects. Whereas social workers also get involved in income-generating projects, community development officers are seldom involved in day care centres and protective workshops, unless at the invitation of the social worker for capacity building. Even then, they are only rendering short-term services.

The other difference is that social workers are expected to help the welfare organizations to register with the Department as Not for Profit Organizations. Social workers thus adopt the role of guide or advisor. This involves giving direct suggestions for action, for example, what documents to prepare and how to prepare them (Compton and Galaway, 1989:556). Social workers tend to adopt roles at management level, that is, managers of projects, while community development officers are more involved at grassroots level.

3.6.2. Interviews

This includes analysis of both focus group and face-to-face interviews. Findings from both focus group and face-to-face interviews will be presented below:

The following categories were identified which were guided by the interview schedule used in both individual and focus group interviews. They are:

1. Community involvement.
1. Factors influencing role.
2. Professional values.
3. Role of social workers and community development officers.
4. Team work and intersectoral collaboration

3.6.2.1. Community involvement

This question was included in order to understand the kind of communities the welfare officers were involved in, what influenced them to be involved with those particular communities, and finally, what was expected of them by the employing agency.

Community development officers:

One of the respondents said: ‘What we are doing actually came out of a need from the community itself. There was a great need that people need to be upgraded in as far as the standard of living is concerned. And they were actually crying to the government that the government should move back to the rural areas because it was observed that the budget... much of the budget was actually focusing on the metropolitan cities, and there was an appeal that it should be redirected mostly to the rural areas’.

Social Workers:

One respondent said: “Community members come to us and tell us that they have a plan to do ...” While the other responded, “needs of the community problems experienced We are involved in rural areas”.

The above responses indicated that respondents were mainly involved in poor, rural communities, and it is where needs are most critical. This is supported by Kgarimetsa (1992:10), when she maintains that the worst poverty is to be found in rural areas where about 75% of the total South African people reside. Also, the 1990 census indicated that rural areas are populated by a great number of the unemployed and unemployable because almost all the employable people migrate to urban areas for job opportunities.

On why they were mainly involved in rural communities, the response was that: **Community development officers:** “there was a kind of paradigm shift that the people should say what they want and the government is there to listen to the needs of the people and then react to the needs”.

Social workers: “agency expectations ... policy to some extent influence what you are going to do in the community, sometimes management is under pressure to utilize the budget, they push us so that at least we utilize the money because if we don't, they are afraid that they have to return the money to the sponsors”.

As already mentioned, there is a paradigm shift to redress imbalances of the past by pumping more funds to rural areas, as they were not taken into account when planning development issues in the past. Community needs were cited as the influencing factor for respondents, from both community development and social work sections, to be involved in poor, rural communities.

According to Patel (1992:1), the new elements representing a completely new direction in the South African welfare field involve the emergence of welfare policy options from the grassroots, rather than being imposed from the top. Both respondents from community development and social work sections recognized the fact that for development to be effective the communities themselves should identify their needs. According to Henderson and Thomas (1987:10), professionals should be sensitive to felt or expressed needs, which are really listening to what local people and consumers are saying and acting upon it.

Respondents from both sections also recognized the influence of their employing agency's expectations on their decisions to enter particular communities and not others. The criteria for involvement in communities is that they should be in need and also willing to form and organize groups in order to establish income-generating projects. As employees, social workers and community development officers usually, if not always, work within established institutional settings. The machinery through which they do their work sets boundaries to the ways in which, for practical purposes, they will define the problems for work.

Respondents from both sections felt they could effectively address community needs within their boundaries of their employing agency, especially since the democratic government was put in place.

The government recognizes the fact that people are the primary force and beneficiaries of development, and development policies should be geared towards the enhancement of their potentials, well-being and environment (Patel:1992:15). The employing agency is implementing the policy on social welfare which calls for redressing of past injustices by developing rural areas, which were neglected (White Paper for Social Welfare, 1997:6).

3.6.2.2. Factors influencing role

This question was mainly focused on finding out the main determining factors that made both community development officers and social workers to adopt specifically certain roles and not others.

Community development officers on role:

“Initially yes, the employer has a big influence on our role. I’d say that the employing agency brought a positive and major influence to redirect our people to take projects and programmes into their hands”.

According to the above statement, there was no difficulty in implementing agency policies because they were formulated in consultation with communities concerned. In effect, the agency was responding to the community request for intervention in terms of the inputs the community gave during policy formulation. Policy formulation is the bottom-up approach which made some respondents to feel confident that they were reacting positively to the community’s needs.

However, some respondents from **social work** were not so positive. One response was that, “they expect us to be involved in communities based on the resources they have e.g. money. At the end I am no longer providing services according to needs but I am one sided in order to achieve what they need”. This, in a way, makes it difficult to create a balance between community needs and agency expectations.

The worker should not only be concerned with meeting the needs of the groups with which he or she works in the community, but also with working within his or her own department so as to improve its internal knowledge of community problems and aspirations in the hope of ultimately modifying its policies and practices in ways which are to the community's advantage (Worthington Report in Barr, 1991:10). Even though the respondents' role was influenced by both the employing agency and needs of communities they are involved in, the employing agency still holds the upper hand.

Workers should work to improve the employing agency's policies and procedures, and the efficiency and effectiveness of its services, and should use with scrupulous regard, and only for the purpose for which they are intended, the resources of the employing organizations (Botha, 1993:5).

In involvement with communities, officials should guard against biases, that is, professional, person, and project. Professional biases entails approaching communities with their own agendas and time schedules that fit their needs and not those of the people (Chambers in Mokgohloa, 1995:3). Person biases entails that the professional often approaches the people in communities who are easy to deal with, literate or well-known personalities instead of people in need of service (Chambers in Mokgohloa, 1995:3). Project biases, on the other hand, entails going into communities with a project in mind and try to fit the people to the project (Chambers in Mokgohloa, 1995:3). The latter is what often happens as funds are released from the national government for certain projects, only to have to try and fit it to the people and convince them that it is what they need.

3.6.2.3. Professional values which guide practice

This is included because every person or even profession has some belief system on which it is based. This belief system influences the way people think and act. By understanding this value base, an understanding of why certain roles are adopted and not others will be gained.

Both respondents from community development and social work listed common values on which their practice is based.

Respect for the dignity and uniqueness of the individual.

Community development officers on this, “We don’t have to undermine other people’s policies, what needs to be done is to respect each other’s policies, and work towards bringing all the policies together”. This appeared to be in line with people working together and a need to respect each other’s contribution without undermining it just because a person is from a certain department or section.

Social workers tended to view this value more in relation with service recipients than with their colleagues. One respondent said, but I think that us as workers should be given a chance to go according to the needs of the community. This shows a need to respect the community’s level of development and move according to their pace.

Another response was, “and then sometimes there are problems, we don’t intrude upon their need to solve them on their own”. This shows respect for the community to resolve their problems on their own so that their problem solving skills are developed.

This value, when observed, reduces defensiveness and people tend to be more responsive to change efforts directed at them (Pincus and Minahan, 1983:40). Communities develop the qualities of self-direction, cooperation and voluntary participation if their uniqueness is acknowledged and respected.

People are sufficient ends in themselves and not to be treated as objects (Compton and Galaway, 1989:178). Participation in decision making, planning and action on one’s behalf is essential to the maintenance of human dignity. People’s dignity is enhanced when they are treated as responsible persons, people responsible for their thoughts, their decisions and their behaviours (Compton and Galaway, 1989:184; Pincus and Minahan, 1983:39; Toseland and Rivas, 1984:6). Regard for others include respect for their opinions and their ability to make decisions and build up a life of their own.

Ubuntu

This value was identified by respondents from the **community development** section. 'Because there they are saying all people should come together to start a venture, and must support each other... let's support each other. We are saying please, if I don't have anything, assist me'. People have a social responsibility towards one another and workers need to promote the principle of caring for each other's well-being, and foster a spirit of mutual support (Pincus and Minahan 1983:39; Social Welfare Policy, 1997:18).

Toseland and Rivas (1984:6), speak of affirming the interdependence of the individual and society. Community work or community development is based on the same philosophy as social work, namely the supposition that man, in order to exist as a human being, is dependent on his fellow man (Hugo in Lombard, 1991:200). This implies responsibility, not only towards oneself, but also towards one's neighbour. Each individual's humanity is ideally expressed through his or her relationship with others and theirs in turn through recognition of the individual's humanity. Ubuntu means people are people through other people, and also acknowledges both the rights and the responsibilities of every citizen in promoting individual and societal well-being (Social Welfare Policy, 1997:18).

Client self-determination

Community development officers, "It is no more kind of a top-down structure kind of activity, but a bottom-up activity where people have a say in whatever they do, and they have to give their inputs into whatever you have".

Social workers' response was, "when we go to communities, we go there as facilitators and they should know that they should be able to do things for themselves, it is not that we are going to do things for them, we are only guides..." and another response was, like for a client... community who feels there is a need, even if you feel there is no need, you don't have to influence them negatively, but rather be there for them."

Client self-determination can lead to greater commitment to the planned change process (Pincus and Minahan, 1983:40). Self-determination implies that persons be permitted to make decisions for themselves. Respondents from both sections felt that this was very important as development entails commitment from people involved, from need assessment to project evaluation. This value is related to the next one, democracy.

According to Toseland and Rivas (1984:6), self-determination could be achieved by facilitating a person's participation in the helping process. This value is essential to the maintenance of human dignity. Inherent in the concept of self-determination is the idea of alternatives. Self-determination may be increased by activity focused on removing blockages within the environment that are limiting opportunities as well as by helping people to remove blockages within themselves that limit their abilities to see and use alternative courses of action (Compton and Galaway, 1989:188).

To maximize self-determination, communities need to be trained on how to identify and enlist untapped resources in the outside world, and training should help communities to identify and acknowledge their own skills and resources (De Beer, 1995:352). Training of communities should be an empowering tool, and assist in assessing the collective self-reliance potential locked up in deprived communities.

Democracy

Community development officers on democracy: "before you design any policy within any department nowadays, you have to consult with the people, and they have to give their inputs into whatever you have..."

Social workers responded by saying, "we are not supposed to, as social workers, for people to say we have come to do this and this, or a social worker says this and this, it is that sometimes we give advice, it is not that whatever we are saying is the decision they are supposed to take. You just advise here and there, and they will take it from there, you just give alternatives..."

According to Lombard (1991:108), development cannot take place in isolation, it is an integral part of the comprehensive socio-political, psychological and economic changes southern Africa is undergoing. The participation of the public and all welfare constituencies in decision-making about welfare policies and programmes which affect them is important (Pincus and Minahan, 1983:39; Social Welfare Policy, 1987:16).

Democracy is generally understood to refer to something about the nature of the relationship between worker and client. Independence, creativity and initiative need to be nurtured and divergent viewpoints need to be respected (Drower, 1991:275). This value leads to the belief that the human being has an innate right to make choices and decisions in those areas that affect his or her life, and to deprive him or her of that right is to deprive him or her of his or her dignity.

The consumer of a community development project has the democratic right to decide for himself or herself what is best for him or her. He or she must control the content and management of the project (Grobler, 1993:8). That is democracy in practice.

Accessibility.

Community development officers' response was, "Community development officers are operating from the regional offices, and they are going only to the communities on a daily basis and return in the afternoons, and the communities don't get used to such people in as much as they can get used to a social worker, who is based and operating from a district, having an office there".

Social workers' response was, "in other words we do their job in some other way round because they fail to reach the communities".

Both respondents agreed that it is a concern that community development officers operate from regional office as it is far from the communities they are serving. While social workers attend to community development issues, this further estranges the community development officers from their clients in the communities.

This forms a barrier between community development officers and their communities, whereas it is important for people to participate equally without barriers, like distance, in their way (Social Welfare Policy, 1997:16).

The community the social workers and community development officers serve needs to know that they are there and what they can do in terms of their constitution and areas of operation within the limits of their resources (McKay, 1991:284). The community should be able to turn to social workers and community development officers when there is a problem that they cannot solve. Organizations and institutions need to be easily accessible and responsive to all those in need (Social Welfare Policy, 1997:16).

It is impossible to structure an effective change effort in which an implicit or explicit imposition of values is totally absent (Pincus and Minahan, 1983:37). Values are unproven beliefs which guide and serve as criteria for selecting good and desirable behaviours (Compton and Galaway, 1989:177; Loewenberg and Dolgoff, 1992:19; Pincus and Minahan, 1983:38; Welch in McKendrick, 1987:160).

Agencies have a history and a tradition with regard to the services they provide. The agency or institution that is sponsoring the project is also part of the contextual value system which can influence a worker's stand toward the project members (Toseland and Rivas, 1984:6). As such, the practitioner should become familiar with the agency's formal and informal values, which are embodied in the agency's policies, procedures and practices before embarking on a project.

In addition to professional values brought by the practitioner, community members also bring their own values to the project. Each individual has a unique value system, and it is not possible to identify a general or common value system for all community members (Toseland and Rivas, 1984:7). However, all practitioners should be especially sensitive to the effects that culture, race and ethnicity can have on values.

While respondents from social work mentioned that the values that influenced them were derived from their own professional practice, those from community

development mentioned a number of sources like social welfare and Masakhane.

However, both groups of respondents mentioned societal values as very important in what they are doing (Compton and Galaway, 1989:176; Loewenberg and Dolgoff, 1992:52). Both were equally influenced by the national policy on social welfare and democracy of the new South Africa.

Workers' personal value systems also affect how they interpret societal and professional values, and how they practice. Professions exist within a larger cultural context, they identify and operationalize value premises already existing in society and not held exclusively by the profession (Compton and Galaway, 1989:176). Societal norms may either limit or facilitate the implementation of professional values. Social workers and community development officers select from this diversity the premises they will support in practice.

The above mentioned values, even though emanating from the respondents' as those guiding their practice in the community, are not the only ones. Other principles or values are:



Individuality

Communities are unique because the people constituting them, are unique. Cultural, religious, social, economic and political factors all contribute to the unique character of a community (Lombard, 1991:74). Both community development officers and social workers need to take this into account when planning interventions for communities.

Self-help

It implies that the members of a community accept the responsibility to do something for themselves, in order to improve their circumstances (Lombard, 1991:74). This value is linked to the concept of empowerment. Empowerment is taking charge, being in control and participation of people in their environment – be it at group, individual or community level (Mokgohloa, 1995:2). The worker or practitioner need to adopt

the attitude of “people can” and should be able to demonstrate or adopt the both/and approach in development. This implies taking your own views and those of others as important (Mokgohloa,1995:3).

Partnership

Practitioners should provide and encourage participation in problem-solving. Much of the individual’s ability to grow and to develop depends on his active association with other people in different groups (Compton and Galaway, 1989:181; Lombard, 1992:74; Mokgohloa, 1995:2; Ferrinho in Van Rooyen, 1995:18), emphasise that community work and community development have to be conducted in partnership and participation with the community. Even in the initial stage of contact, this should be stressed. Development is about active involvement and growing empowerment (RDP document, 1994:5).

Development of local leadership

The RDP is a people-centred programme, our people must be involved in the decision-making process, in implementation, in new job opportunities requiring new skills, and in managing and governing our society (RDP document, 1994:8). The development of leadership and human potential is included in community work and community development. Community developers and community workers should empower people to feel bold confident and have free expression of feelings (Mokgohloa, 1995:3).

Involvement and participation

As people become more involved, they become aware of their personal power, free from self-imposed constraints and confident about taking action in the world (Mulligan and Graffin in Mokgohloa, 1995:4). People find ways of solving problems and feel that they belong somewhere, receive support and feel that they belong somewhere and that their lives have new meaning (Lombard, 1991: 73). Respondents recognized the need for people to create their own communities through involvement and participation.

Social justice

Justice strives to provide sufficient identical opportunities for all individual and groups to become whatever they have the potential to be (Lombard, 1991:74). The Social Welfare Policy (1997:16) mentions equity as implying equality of opportunity and the social mobility of groups of people. See Table 3.7. for summary of values:

Table 3.7. Summary of values

Value	Community development	Social work section
Respect for human dignity	✓	✓
Ubuntu	✓	✓
Self-determination	✓	✓
Democracy	✓	✓
Accessibility	✓	✓
Individuality		✓
Self-help	✓	✓
Partnership	✓	✓
Development of local leadership	✓	✓
Involvement and participation	✓	✓
Social justice	✓	✓

3.6.2.3.1. Conclusions on values

As Welfare employees, social workers and community development officers are guided by the same values and principles in their day-to-day interventions in the communities. Both professions are implementing the Social Welfare Policy.

All these tie up with the value of improving quality of life for all and respect for human dignity. This is the value of most people in South Africa at the moment, the government through its policies and almost every public servant at the moment. Respect for others include respect for their opinions and their ability to make decisions and build up a life of their own (Lombard, 1991:73).

3.6.2.4. Role of social workers and community development officers.

Role definition is important because it allows for division of labour and appropriate use of power (Toseland and Rivas, 1984:68). Performing in a certain role capacity not only prescribes certain behaviour but also limits the member's freedom to deviate from the expected behaviour of someone who performs that role.

The following roles were identified from the interviews as being adopted by both social workers and community development officers.

Guide/ Broker

On this role, **community development officers** indicated that, "We are able to assist them in addressing issues that are of importance to them. We help them in establishing projects, income generating projects and guide them in electing a committee..."

Social work respondents mentioned that, "it is then that the social worker will assist, but still, it is not that he or she will be the decision maker, he or she comes with alternatives in order to assist them in how to tackle the problem".

As guides, social workers and community development officers have the task of aiding the community to look for and utilize the resources (Compton and Galaway, 1989:508; Lombard, 1991:173). Steering people towards the existing services that can be of benefit to them requires a broad knowledge of community resources.

The worker identifies community resources that may be helpful to clients in carrying out their plans, and helps members to become aware of appropriate services, eligibility criteria, and other conditions for using service (Toseland and Rivas, 1984:210)

Guides have the task of aiding the community to look for and utilize resources (Grosser in Lombard, 1991:173). In carrying out this role, the practitioner should have an extensive knowledge of the existing resources, as well as the functioning of these

resources in the community, to ensure effective liaison. The role is chosen when a need for service, as well as willingness to supply this service, exists in the community.

Enabler/ Facilitator

On this role, **community development** respondents conceded that, “we assist communities in the formation of projects”.

Social work respondents said, “it is then that you find that we only become guides, they should discuss the issue on their own, to solve that particular problem”

When intervention activities are directed toward assisting clients to find the coping strengths and resources within themselves to produce changes necessary for accomplishing objectives of the service contract. The distinguishing element is that change occurs because of clients efforts, the responsibility of the worker is to facilitate or enable the client’s accomplishments of a defined change (Compton and Galaway, 1989:509). The distinguishing feature of the enabler role is that the client effects the change with the worker performing a supporting and empowering function.

The worker helps members to use their own skills to identify, confront, and remove obstacles that detract from their ability to carry out plans (Toseland and Rivas, 1984:210). As an enabler, the worker helps members to revitalize and mobilize their own strengths and resources to cope with difficult problems.

These roles aim to equip the community to make progress by assisting them to find coping strengths within themselves. This entails that communities effect change with the officers performing a supporting and empowering function (Compton and Galaway, 1989:509; Lombard, 1991:176). The role of enabler also entails equipping the community to make progress (Lombard, 1991:176). It is of the utmost importance to move according to the pace of the community and not act precipitously.

Expert/ Consultant

On this role, **community development officers** “assist communities in administering

funds that they are given and in applying for them”.

On the other hand, **social workers** responded by “ after that we explain procedures that we follow in order to register creches”.

The expert offers knowledge, but does not prescribe his goals. The practitioner, due to his or her knowledge of resources within the community, can act as an expert in the diagnosis and analysis of the community, and should be able to evaluate and interpret the process (Lombard, 1991:180).

As experts, social workers and community development officers supply the community with information and direct advice (Lombard, 1991:178). It should be stressed that the officers are expert in only that they have information, not that they are experts in how problems of a particular community should be addressed.

Planner/ Coordinator

Community development officers emphasized that “development is a kind of inter-sectoral approach by involving other divisions, other stakeholders, because we take it that development cannot be achieved by one person, it is a multi-dimensional matter”.

Social workers responded by pointing out that in relation to community development officers involved in the same communities, “maybe he or she should come and tell me that I have this and this thing, I have a meeting on such and such a date, could you please come and assist me, then at the end of the day...discussion we could reach a goal which is positive”.

Social workers and community development officers should coordinate and integrate different activities concerning social problems and their solutions (Lombard, 1991:180). This helps in avoiding duplication of services within the same community or organization. Practitioners use their expert knowledge to enable the community to do its own planning (Lombard, 1991:183).

As coordinators, social workers and community development officers should

continually make their organization and communities aware of the fact that more effective services can be rendered. A more efficiently coordinated service will enable different groups to learn what each one is doing, will render services to the benefit of everybody, as well as creating opportunities for cross references and support as far as other organizations are concerned (Lombard, 1991:184).

Organizer

Community development officers adopt this role by, “encouraging them to formulate groups and to create projects”.

Social work respondents felt that, “social workers were trained on all aspects of human development, group dynamics and skills intervention in all types of cases affecting relationships”.

For both respondents, the role of organizer implies that social workers and community development officers should have the ability and expertise to relate to individuals, groups and organizations within the community (Lombard, 1991:183). Social workers, for instance, felt strongly that social workers are trained in interpersonal relationships so they could be in a better position to execute this role.

Both social workers and community development officers need to establish the necessary communication, cooperation, coordination and integration between the organization, consumer, goal and action systems in order to act collectively to reach the community’s goals (Engelbrecht in Lombard, 1991:184). During organizing other roles like enabler, guide, expert and planner must be utilized in order to effect intra- and inter-organizing.

Encourager/ Motivator

Community development respondents maintained that, “there is something that needs to be done in order to upgrade the standard of living. And how we are doing that is by encouraging them to formulate groups and create projects that will survive them and sustain the whole community”.

On this, **social work** respondents conceded by saying, “let me say there is a certain project, then we guide them until they can stand on their own, then we withdraw, and they have to proceed”.

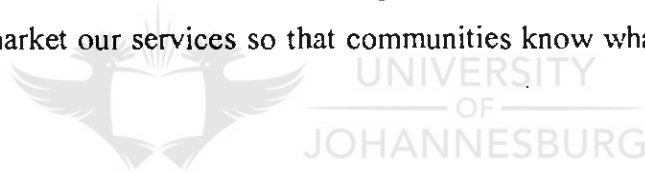
This role entails bringing people together and assisting them to utilize the services of experts without sacrificing the right to self-determination (Lombard, 1991:185).

This role concerns the involvement of the social worker and community development officers in the initial stage, and involvement decreases as the community’s self-confidence and capability develop.

Public relations officer

Community development respondents on this: “community developers, on the other hand, are generalists engaged in organizing and motivating through campaigns”.

While on the other hand, **social workers**, on the employing agency’s expectations, mentioned that, “it is a fact that we are expected that we should go out in the communities to market our services so that communities know what it is that we can assist them with”.



Both groups of respondents mentioned the fact that it is part of their duties and the employing agency encourages them to consciously inform communities of the range of services on offer, and on the vision and mission of the Department of Health and Welfare.

Both the organization and its employees are consciously or unconsciously busy with public relations work on a regular basis (Lombard, 1991:186). Both social workers and community development officers should at all times maintain high standards of personal conduct in the public eye. Unacceptable conduct in one’s private life can have a devastating effect on one’s acceptability as a professional practitioner (Botha, 1993:5).

Educator/ Teacher

Community development officers, “help communities in writing business plans”.

Social workers, on the other hand, “encourages communities, especially creche committees, and teach them their roles within those organizations, maybe as chairperson they teach you what your duties are”.

Both community development officers and social workers have a task to provide communities with new information necessary for coping with problem situations and to assist them in practicing new behaviours or skills (Compton and Galaway, 1989:509).

Frequently, clients will be provided with information necessary for decision-making. Giving information implies supplying clients with data, input, or knowledge that clients are free to use on their own behalf (Compton and Galaway, 1989: 510).

As the worker or officer presents new information to help resolve members' concerns, both utilize professional expertise to add to community members' existing knowledge and skills (Toseland and Rivas, 1984:212). Communities are assisted in identifying problems, in determining the causes of these problems and in considering possible solutions (Lombard, 1991:187). The most important function as educator concerns adult education, that is, teach people to find own solutions to problems.

Researcher

Community development officers are, “assisting communities to identify what it is they want and go along accordingly to address it”.

While **social workers** feel that, “there is a need for us to do a need assessment in the community in order to develop our projects and to establish them”.

Social research is a process by which facts concerning social phenomenon, problems and their solutions are obtained (Skidmore and Thackeray in Lombard, 1991:185). Research is essential in order to obtain information for organizational goals, need assessment, or to identify possible solutions. All in all, research is essential to both social workers and community development officers to enable them to plan effective intervention strategies.

These are not the only roles that could be adopted by social workers and community development officers in the community. According to Lombard(1991) and Compton and Galaway(1989) others are:

Advocate.

Both social workers and community development officers adopt this role when they represent members' interests and needs. The worker or officer can negotiate to obtain needed services on behalf of one or more group members by arguing, debating, bargaining, negotiating and manipulating the environment on behalf of the client (Toseland and Rivas, 1984: 211; Compton and Galaway, 1989:512). Advocacy efforts are frequently directed towards securing benefits to which the client is legally entitled. Usually this is necessary when one is working with disempowered and "voiceless" communities.

Mediator

Mediation involves efforts to resolve disputes that may exist between the client system and other persons or organizations (Compton and Galaway, 1989:510). The role involves efforts to assist clients and the other party to the disputes to find a common ground on which they might reach a resolution to the conflict.

The mediator identifies and works towards common values and interests, helps the members avoid situations in which winning or losing is paramount. Mediation is applicable in many other fields of social welfare, ranging from resolving isolated single situations to those involving many people or groups(Lombard, 1992: 59). It is a

role taken to help bring problems to a bargaining table and to promote communication towards resolution (Van Zyl et al., 1992: 62).

Administrator

Administration is a process of implementation of plans and actions, that is to say, converting policy into action programmes (Skidmore and Thackeray in Lombard, 1991:188). The community worker or developer in this role, can be seen as a manager of his own tasks and functions so that he can control, arrange and manage these tasks and functions more effectively. One of the basic principles of administration is that all levels of personnel should take part in the administrative process.

As administrator, the community worker's or developer's task not only concerns the community, but also his own activities. Tasks are related to the organization or projects of the community worker or developer, and they include: 1) Preparations of reports, 2) Evaluation of own work and 3) Effective termination of relationships (Lombard, 1991: 189).

Negotiator

Nieuwmeijer in Lombard (1991:190) defines negotiation as a process through which two parties with a vested interest in the issues at stake, strive to reach a mutual behaviour-binding agreement through the exchange of structured information that becomes available through the communication relationship. Workers and officers take initiative on behalf of the community to engage another party in conversation.

The roles of the community developer and those of the community worker have much in common. The difference between these roles is found in their specific areas of activity, aims and goals (Lombard, 1991:225). A decision about role should be determined partially by the situations in which the community worker or developer finds him or herself. For example, for a community group that has acquired evident strength and sense of purpose, it will often be appropriate for the practitioner who has given it considerable support to begin to adopt a lower profile, to appear to be less

intensely involved with the group (Henderson and Thomas, 1987:233).

The similarities between community development and community work are found in the fact that both 1) Focus on community needs, 2) Share a general approach towards a community, 3) Are essentially involved with people, 4) Apply the same methods and techniques, 5) Fulfill corresponding roles, and 6) Share the same philosophy and systems of values (Lombard, 1991: 226).

3.6.2.4.1. Conclusions on roles

From the above discussions, it is apparent that it is inevitable that professionals charged with working with individuals and their relationships will have areas of overlap, certain tasks that either professional could do (Compton and Galaway, 1989:599).

These areas may need to be negotiated around individual community situations, and can be effectively handled this way community development is two-pronged, and there is no single best way to achieve it (Barr, 1991;10).

As such, other fields of work of people who are involved in community development at the moment in the Department of Health and Welfare, apart from social workers and community development officers are: the community health personnel, environmental health officers and nutrition personnel. This is because South Africa is a developing country characterized by a multi-cultural population and which is at different levels of development, and which has diverse values and systems of norms (Schoeman in Lombard, 1991:1).

From the above discussions, it is clear that people working in communities, in execution of their duties, can fulfill many roles. Respondents admitted that this often causes conflict over who does what and often cause bitter feelings. This is especially so because of poorly defined parameters between the two welfare sections. Social workers, as the main but not only profession in the welfare department, tend to see their function as too all encompassing. This is evident in one of the responses from

ork on tasks, “Community development officers deal with projects only and workers deal with projects and other cases”. Based on this, another response community development section should be abolished”.

s of identifiable tasks or skills, respondents saw no differences between what are doing and that of the other section. A response from one assistant director the two role players are engaged in similar activities”. One respondent thought the only difference was that, “social workers are also doing casework”.

table 3.8 for summary of roles. This is the researcher’s view based on literature.

3.8. Summary of roles and tasks

	Section	Tasks/ Functions
Coordinator/ Guide	Social work Community development	Identify community resources Help in establishing projects
Coordinator/ Facilitator	Social work Community development	Facilitate problem-solving Facilitate project formation
Coordinator/ Consultant	Social work Community development	Explain procedures on registering welfare facilities or organizations Assist communities in applying for funds and in administering them
Coordinator/ Coordinator	Social work Community development	Promote partnership with different welfare stakeholders Network with other stakeholders in fulfilment of community needs.
Coordinator/ Organizer	Social work Community development	Both sections should coordinate and integrate with each other and other stakeholders in development
Coordinator/ Encourager/ Motivator	Social work Community development	Support community members until they become self-reliant Encourage community members to formulate groups and create projects in order to be self-sustainable
Coordinator/ Public relations officer	Social work Community development	Market their services in order to inform communities on what services are rendered. Organize and motivate through campaigns
Coordinator/ Tutor/ Teacher	Social work Community development	Develop interpersonal and problem-solving skills. Capacity building
Coordinator/ Researcher	Social work Community development	Both sections need to do assessment and also evaluate their intervention.
Coordinator/ Advocate	Social work	Negotiate to obtain needed

Galaway, 1989:332). Social workers and community development officers should facilitate together the planning, monitoring and evaluation, coordination, and the definition of their functions and responsibilities. This could be made possible if more community development officers are employed to increase their human resource capacity, particularly as most communities are underserved (Social Welfare Policy, 1997:24).

The degree and quality of communication and cooperation among professionals is vital, and professionals must work to maintain relationships that foster trust and mutual respect (Compton and Galaway, 198:602). The above responses indicate that the two sections, community development and social work, should be involved with each other from planning interventions to evaluation of programmes.

This means expanding available resources by using the two sections in conjunction with communities they are involved in (Neilson and Gray, 1997:34).

3.6.2.5.1. Conclusions on teamwork and intersectoral collaboration

Teamwork is individuals working together to accomplish more than they could do alone (Woodcock in Botha, 1995:208). It is destined to bridge the problem of specialization and to create better cooperation or coordination, and simultaneously encourage specialization by means of allocating tasks. The above responses showed that it is necessary for community development officers and social workers to work collaboratively in order to avoid fragmentation, duplication, inefficiency and ineffectiveness in meeting needs. By reaching out to each other, social workers and community development officers will constantly be aware of what the other is doing.

3.6.2.6. Themes

The following themes emerged out of the analysis:

1. There is a recognition of a necessity of social welfare services to be responsive to local needs. Of the utmost importance is that any community development worker must facilitate development and not be the author nor assume the direction of this

It is important for social workers and community development officers to be aware that they are not value-free and to guard against imposing their own personal or professional values on the communities they serve.

Community development can be applied according to the community developer's or workers own interpretation of these principles in relation to his or her own set of values.

5. There appears to be confusion about what social workers and community development officers actually do. As Welfare workers, both social workers and community development officers are concerned with improving the quality of life development and community work are the same, the roles of the community developer and those of a community worker are similar to a great degree in spite of differences regarding the aim and area of work (Lombard, 1991:225). It is easy to confuse their roles. Social workers are more concerned with Welfare facilities registered with the Department of Welfare while community development officers are more concerned with income generating projects.

6. It is inevitable that professionals charged with working with people will have areas of overlap. There are common areas where both professionals intervene and use similar skills for the intervention.

7. Social workers tend to see their functions as too all-encompassing. As the main but not only profession in Welfare, social workers tend to "own" the department. There is a tendency for social workers to see their turf as the village green and community development officers as occupying only individual plots of ground (Compton and Galaway, 1989:600).

8. Community development is two-pronged, there is no single way to achieve development. All stakeholders in development need to come together in order to effectively deal with the issue. People are often confronted by many development problems, for example, as defined by colonial welfare officials in West Africa, mass literacy not only involved literacy training in the narrow sense of the term,

but included a range of activities designed to enhance the standard of living of ordinary people (Midgley, 1996:3). Development is not simply an economic issue since it places people at the centre of planning and is concerned with the overall quality of their lives.

9. There is excessive fragmentation between the two sections of social work and community development and coordination and linkage is almost non-existent. Inter-sectoral collaboration creates problems of different types, because all of these partners are with relative independence without having a common mission and are not always on friendly terms with each other (Du Toit, 1997:24).

10. The degree and quality of communication and cooperation among people is vital. It is important for people working in the same areas to coordinate their activities with that of colleagues from other sections. Progress could be attained quickly and duplication avoided. It is essential if Welfare services are to be relevant and effective (Ramphal and Moonilal, 1993:363).

11. Welfare services should be integrated and comprehensive. Improved coordination of services should be seen as a top priority so that wasteful duplication could be avoided and greater efficiency attained (Lund and Patel in Ramphal and Moonilal, 1993:367).

3.7. Trustworthiness.

The validity of a measure refers to the extent to which it describes or measures what it is supposed to measure or describe (Collins in McKendrick, 1987:271). As in most social phenomena this 'true' nature cannot be ascertained, consequently validity is a considered judgment based on evidence and inference.

Guba's model of trustworthiness was utilized to ensure validity of the study. Lincoln and Guba (1985:290), identify truth value, applicability, consistency and neutrality as the four criteria for establishing trustworthiness. The truth value was ensured by using the strategy of credibility, applicability by using the strategy of transferability. Consistency was ensured by using the strategy of dependability and neutrality by the strategy of confirmability. See Table 3.9 for summary of strategies utilized to ensure trustworthiness. Refer to chapter 2 for detailed discussion of strategies.



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Table 3.9: Strategies to ensure trustworthiness

Strategy	Criteria	Application
Credibility	Triangulation	Three focus group discussions, semi-structured interviews, documentation, literature control.
	Peer examination	One other independent person for coding data.
Transferability	Dense description	Description of methodology, literature control, verbatim quotes from focus group discussions.
Dependability	Triangulation	As discussed.
	Peer examination	As discussed
Confirmability	Dense description of method	Research methodology fully described
	Triangulation	As discussed

Adapted from Poggenpoel et al (1994:132)

3.9. Summary

The study showed that social workers and community development officers remain unaware of each other's activities even though they are employed by the same agency and involved with the same communities. A need for intersectoral collaboration was stressed in order for coordinated and effective service-delivery by the Department of Health and Welfare. Intersectoral collaboration need to be effected in all levels of service-provision, from districts regions, up to management levels in the provincial office.

A multi-sectoral approach to intervention is necessary as people residing in rural areas in southern Africa are especially vulnerable because of the interrelatedness of forces that lock them in a cycle of poverty (Wilson and Ramphela, 1989:173). It is a truism that the wealth of this country has been accumulated at the expense of rural areas, in terms of both human and other resources. Given this history, the main aim of the Reconstruction and Development Programme was to meet the basic needs of people and redress the imbalance created by apartheid, hence the new policy on Social Welfare (RDP document, 1994)

It is apparent that the similarities between community development and community work emanates from the fact that both 1) focus on community needs, 2) share in a general approach towards a community, 3) are essentially involved with people, 4) apply the same methods and techniques, 5) fulfill corresponding roles, and 6) share the same philosophy and system of values (Lombard, 1991:226).



CHAPTER 4

MAIN FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

4.1. Introduction

The aim of this chapter is to report on the main findings, derive conclusions, make recommendations and come up with guidelines for a strategy for teamwork and intersectoral collaboration.

4.2. Goal and objectives of the study

The goal of the study, as discussed in Chapter 1, is to develop a strategy for providing an integrated and coordinated service by the social worker and community development officer for the Department of Health and Welfare in the Northern Province.

Objectives

1. Describe the role and functions of social workers and community development officers in the community.
2. Establish an integrated and coordinated service strategy by the two sections.

Objective number 1 has been reached in the previous Chapter and in this Chapter an attempt is made to reach objective number 2.

4.3. Main Findings

4.3.1. Respondents from both the community development and social work sections recognized the importance of responding to felt needs while at the same time working within the boundaries of their agencies in addressing those needs.

4.3.2. Policies and values are influential on the type of roles and functions adopted by respondents from both community development and social work sections at a given

time and place.

4.3.3. Services rendered by social workers are similar to those offered by community development officers and there are no clear boundaries on where and when each profession is supposed to intervene. Except for the fact that social workers are involved in casework as well, and that they appear to function at a higher level than community development officers, the roles are similar.

4.3.4. Intersectoral collaboration, even though admitted to be necessary and important by all respondents, does not exist within the Department of Health and Welfare.

4.4. Conclusions

4.4.1. Community development is an approach which emphasizes the participation and involvement of local people. Social welfare services should be responsive to local needs or “felt” needs as expressed by communities themselves, and services should not be imposed on local people.

4.4.2. Even though responding to local needs, social workers and community development officers have a responsibility to advance the mission and vision of the department in all their interventions in the community.

4.4.3. Values, not only those from social welfare, but other departments as well, play a very important role in influencing the roles and functions adopted by social workers and community development officers in a community setting.

4.4.4. Roles and functions adopted by social workers and community development officers are similar with no clear demarcation of boundaries. Except social workers are more involved in welfare facilities while community development officers are involved in income-generating projects to alleviate poverty.

4.4.5. Intersectoral collaboration between social workers and community development officers is necessary in order to avoid duplication of services.

4.5 Roles and functions

Even though roles adopted by social workers and community development officers are similar, there are some differences in tasks and functions, and the level of functioning. Social workers also engage in roles that are concerned with problems in interpersonal relationships, for example that of mediator. Social workers received training in interpersonal relationships while community development officers did not receive training in that regard. Table 4.1 below shows similar roles with different tasks performed by either social workers or community development officers. For more on similarities in roles and tasks see table 3.8.

Table 4.1: Roles and tasks

Role	Section	Tasks
Enabler	Social work	Identify community resources
	Community development	Help in establishing projects
Expert	Social work	Explain procedures on registering welfare facilities
	Community development	Assist communities in applying for funds
Encourager	Social work	Support communities to become self-reliant
	Community development	Encourage formulation of groups and formulation of projects
Educator	Social work	Develop interpersonal and problem-solving skills
	Community development	Capacity building

Social workers are more concerned with process functions while community development officers more concerned in task goals, like what is achieved at the end. People working in communities, in execution of their duties, can fulfill many roles. However this often conflict, especially if parameters are not clearly defined, as is the

case in this study.

4.6. Guidelines for a strategy for intersectoral collaboration

Based on the findings and conclusions general guidelines for a strategy for intersectoral collaboration will be addressed in the following section. Compton and Galaway (1989:607) developed seven principles which are regarded as essential for an interdisciplinary team. The principles were adopted as a basis for developing guidelines for a strategy for inter-sectoral collaboration between social workers and community development officers in a community setting in the Northern Province. The principles are:

- Recognition of different expertise;
- Sharing of all information;
- Involvement of all team members in all phases of planning;
- Free expression of differing opinions by team members;
- Consideration of differences of opinion and negotiation of action plans;
- Expectation of responsible behaviour from all team members
- Open discussion of performance problems;

*** Recognition of different expertise**

For an integrated and coordinated service, both social workers and community development officers should appreciate the various roles and functions of each other. This could be achieved by setting guidelines for professional standards, as a clear perception is required of each one's own role and of how this role is interpreted by others (Lombard, 1991:285). Social workers and community development officers need to specialize and this could only be achieved through capacity building (Social Welfare Policy, 1997:10). Capacity building entails training undergone by employees in order to upgrade their skills. Values inherent in this principle are, respect for human dignity, self-determination, individuality and development of leadership, already discussed in Chapter 3. A positive predisposition towards other disciplines facilitates maximum involvement.

*** All information is shared**

By sharing information, all other team members are kept informed of each others' activities at all times. Much of the individual's ability to grow and to develop depends on his active association with other people in different groups (Mokgohloa, 1995:2). Cooperation entails interaction between team members in order to achieve specific objectives. Partnership and accessibility of information are values inherent in this principle, already discussed in Chapter 3.

*** All team members are involved in all phases of planning**

This could help reduce and avoid duplication and unnecessary wasting of energy (Lombard, 1991:287). As organizers, social workers and community development officers need to have the ability and expertise to relate to each other. Training in interpersonal relationships is essential. Planning could be best achieved when guidelines for social workers' and community development officers' professional standards are set. The value inherent in this principle is that of involvement and participation already discussed in Chapter 3.

*** Team members are free to express differing opinions**

Team work requires an openness to difference of view and opinion, comfortableness with conflict, and a willingness to enter into negotiations to resolve the differences or structure working relationships that accept the legitimacy of differences (Compton and Galaway, 1989:599). Activities focused on removing blockages that are limiting opportunities need to be increased. Values inherent in this principle are democracy, individuality and self-determination already discussed in Chapter 3.

*** Differences of opinion are considered and action plans are negotiated**

Through communication and coordination, differences among team members could be resolved. Team members should be willing to cross barriers of difference (Compton and Galaway, 1989:601). By acknowledging differences inherent in their jobs, community development officers and social workers could work harmoniously together without feeling threatened by the other. Independence needs to be respected and divergent viewpoints need to be respected (Drower, 1991:275). Values inherent in this principle are democracy and individuality.

* Expect responsible behaviour from all team members

Social workers and community development officers should define the parameters of their profession in order to avoid duplication of services and overlapping of roles. Their job descriptions need to be clearly defined and this need to be drawn up together by both social workers and community development officers. Competitive behaviour should be discouraged in order for a complementary relationship to develop. Values inherent in this principle are involvement and participation, ubuntu, self-help and partnership.

* Performance problems are discussed openly

For intersectoral collaboration to be successful, both social workers and community development officers need to be accountable for their actions. By evaluating together their performances, difficulties could be identified earlier on and dealt with before becoming insurmountable. Continuous review will ensure appropriateness of interventions (Social Welfare Policy, 1997:62).

From the above principles, it emerged that for effective collaboration to occur, both social workers and community development officers need to constantly give feedback to each other on their activities in the communities. This will ensure that whatever problems that may occur are resolved quickly. Difficulties could be identified earlier on and dealt with. Communication is very important and in implementation of the above strategy communication channels should be kept open for all members to air their views and opinions.

Table 4.2 shows a strategy for intersectoral collaboration. Also tabled are principles and values that might assist in implementing the strategy. The strategy was designed using literature, the respondents' views and the researcher's views.

Table 4.2. Guidelines for strategy for interdisciplinary teamwork

Principles	Values
Recognition of different expertise	Respect for human dignity Self-determination individuality Development of leadership
All information is shared	Partnership Involvement and participation
All team members are involved in all phases of planning	Individuality Involvement and participation
Team members are free to express differing opinions	Democracy Individuality Self-determination
Differences of opinion are considered and action plans are negotiated	Democracy Participation and involvement Respect for human dignity
Expect responsible behaviour from all team members	Involvement and participation Ubuntu Self-help Partnership
Performance problems are discussed openly	Democracy Development of leadership

4.7. Recommendations

These recommendations arose from the focus group discussions, face-to-face interviews and document analysis of social workers' and community development officers' job descriptions.

- Clear job descriptions to be drafted for both social workers and community development officers and to be made available to all officers so that they can keep track of what the other is doing.
- Social workers and community development officers involved in the same communities should plan and evaluate their interventions together at all times.

- Community development officers, like social workers, to be placed in district offices so that they could be more accessible to the communities they serve.
- More in-service training to be provided in order to equip officers with the necessary skills.
- Channels of communication to be kept open at all times between social workers and community development officers.
- The study to be replicated with different samples, preferably from another region in the Northern Province and other provinces. In further research, the following questions need to be addressed in depth:
 - * How can roles played by social workers and community development officers complement each other?
 - * What tasks distinguish social workers from community development officers in the community?
 - * How can social workers and community development officers achieve effective intersectoral collaboration?

4.8. CONCLUSION

The roles are the same even though they are performed in different areas, for example, different projects at different levels. Social workers are mainly involved in Welfare facilities while community development officers are involved in income generating projects. Also, it appears that social workers are operating at a higher level than community development officers, who are involved at grassroots level and facilitates the establishment of the projects.

Even though respondents were very knowledgeable about their role and functions, they could not clearly distinguish themselves from respondents in the other section. Their roles overlap most of the time as there is no clear guideline for what role should be adopted by either social workers or community development officers. Even though the job descriptions are there, they appear not to have been drafted in consultation with both social workers and community development officers.

The need for collaboration between social workers and community development officers was emphasized as the respondents felt that a lot of precious time is wasted

performing each other's role and functions and neglecting one's own. The respondents recommended that social workers and community development officers should hold regular meetings together in order to plan their interventions and give feedback to each other on their activities.

Job descriptions of both social workers and community development officers should be made available to each other in order to keep track of what the other is doing. This will also assist in referral of cases as both social workers and community development officers will know when to intervene and when to refer.

From the findings, a guideline for a strategy on teamwork and intersectoral collaboration was developed. The strategy recommends the adoption of teamwork principles, skills and values for an effective intersectoral collaboration.



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APPENDIX A

To the Respondent,

I am a M. A. (Soc Sc) degree student of the Rand Afrikaans University, and as part of my course requirements, I am conducting a research project which aims to describe the role of social workers and community development officers in a community setting (Northern Province).

The focus of the study is on general views among those interviewed, not on replies of particular individuals. Please be as honest and open as possible as your answers will be of great value to the study. It will only take you thirty minutes to answer the questions.

All information asked for during the interview will remain confidential and your name will not appear anywhere on the schedule.

Thank you for participating.



UNIVERSITY
OF
JOHANNESBURG

Yours faithfully,

Mangalane M. Mashaba (M. A. Soc Sc student).

THE DATA GATHERING TOOL: SEMI-STRUCTURED INTERVIEW

1. Educational Training

2. What is your occupation?

3. What is your rank?

4. What kind of communities are you mainly involved in? e.g Affluent, poor, rural/urban.

5. Who decides on which communities you should be involved in?

6. Which of the following factors influence the decision on which communities you should be involved in? Agency rule, Available funds, National Policy.

7. How do the above mentioned factors influence the decision for involvement in communities?

8. What is your main role in the communities you are involved in?

9. How does the employing agency's expectations influence your role in the community?

10. How does the overall national policy framework on social welfare influence your role?

11. Are there any professional values which guide your practice in the community? If there, what are they?

12. How do the above mentioned values influence your role in the community?

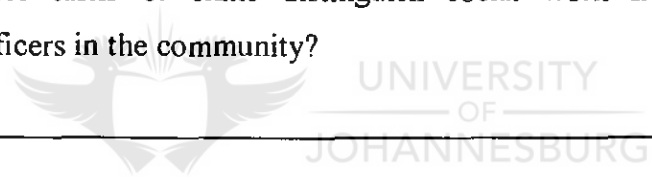
13. Name other professionals employed by the Department of Health and Welfare (Welfare Section) who are involved in the same communities as you.

14. Are the roles played by social workers and community development officers complementary and supportive to each other or competitive against each other? (Give reasons)

15. Which of the under mentioned roles should be adopted by social workers and which should be adopted by community development officers? (Give reasons for your answer).

- Guide / Broker
- Enabler / facilitator
- Expert / consultant
- Planner / coordinator
- Organiser
- Encourager / motivator
- Public relations officer
- Educator
- Researcher

16. What identifiable tasks or skills distinguish social work from community development officers in the community?



17. Do social workers and community development officers ever get involved in modification, elimination and creation of policy? If so, how?

18. Is there collaboration between social workers and community development officers working in the same community setting at the moment? If yes, how do they collaborate?

APPENDIX B

St Ritas Hospital
Private Bag x1303
Glen Cowie
1061
19 May 1999

The Regional Director (Southern Region)
Department of Health and Welfare
Welfare Division
Private Bag x04
Chuenespoort
0745

Dear Sir

Re: REQUEST FOR PERMISSION TO CONDUCT RESEARCH WITHIN THE
DEPARTMENT OF HEALTH AND WELFARE.

I am a part time M.A. Soc Sc student at the Rand Afrikaans University and intend to conduct research within the Department. My proposed field of study is: The role of social workers and community development officers in a community setting, Northern Province.

The goal of the study is to develop a strategy for providing an integrated and coordinated service by social workers and social development officers involved in community work. I therefore request permission to interview social workers and social development officers working within the Department.

I hope my request will be considered positively.

Yours faithfully,

Mashaba M.M (Social worker/ St Ritas Hospital).



Northern Province
DEPARTMENT OF HEALTH & WELFARE

Enquiries : Sinah Mahlangu

Reference : Research and
Quality Improvement

12 July 1999

St Ritas Hospital

Private Bag X1303

Glen Cowie

1061

Dear : Ms Mashaba

THE ROLE OF SOCIAL WORKERS AND COMMUNITY DEVELOPMENT OFFICERS
IN A COMMUNITY SETTING, NORTHERN PROVINCE.

1. Permission is hereby granted to conduct a study on the above topic in the Southern Region, of the Northern Province
2. The Department of Health & Welfare needs a copy of the research findings for its own resource centre.
3. The researcher should be prepared to assist in interpretation and implementation of the recommendations where possible.
4. **Implications:** Permission should be requested from regional and institutional management to do research.

Sincerely,



SUPERINTENDENT GENERAL

DEPARTMENT OF HEALTH AND WELFARE
NORTHERN PROVINCE

TEL: 0152 - 291-2010/7
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295-2851/2
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