

Impact of the
***NATIONAL DIRECTORY ON SERVICES
FOR VICTIMS OF VIOLENCE***
on Service Delivery:
A Summative and Formative Evaluation



South African Institute for Traumatic Stress

April 2007

EXECUTIVE SUMMARY

Introduction and background

Coordinated action, ongoing information sharing and good communication have always been seen as critical to the development of the victim empowerment sector in South Africa. Despite many years of work to improve co-ordination this issue continues to surface as an ongoing challenge. An important intervention to assist the sector in information sharing is the *National Directory on Services for Victims of Violence*. The directory was developed in partnership with the provincial Victim Empowerment Coordinators and was launched on 2 December 2003, and updated in 2005 and 2006. It serves as a database of services available throughout the country to address the needs of victims of violence.

Methodology

The terms of reference set out both summative and formative goals for this evaluation. A telephonic survey including both quantitative and qualitative items was conducted with representatives of organizations offering services to victims of violence. Eighty organizations from four provinces were randomly sampled using a stratified sampling scheme.

Results

Approximately 89% of the entries in the 2006 edition of the Directory are currently accurate.

Approximately 29% of the sample had heard of the Directory.

Less than 10% of respondents have access to the Directory.

Only 5% of respondents had made use of the Directory.

But 79% of the sample felt that the Directory is a very important tool for the sector.

A range of suggestions were made as to how the directory might be improved. These are summarized in the recommendations.

Summary of Recommendations

Access to information and coordination of services remain challenges to the victim empowerment sector in South Africa. The National Department of Social Development should continue to maintain and distribute the National Directory on Services for Victims of Violence.

The directory should continue to be published in English.

Nine provincial directories should be produced using more cost effective printing materials and styles.

The directory should be made available on the internet as a database searchable by at least town or district, and type of service.

The directory should be made available on special request as nine pdf files (one for each province) on compact disk.

The National Department of Social Development should seek out a single large corporate sponsor to pay for the production, marketing and distribution of the provincial resource directories. The directories should carry the sponsor's logo and branding.

The provincial directories should be organized by closest town followed by type of service provided (welfare, legal, policing, health, etc.).

A mechanism for updating information online should be built into the online searchable database. Provincial directories should include the same pull-out update page that is included in the latest version of the national directory. The directory should be updated and republished every two years.

The National Department of Social Development should aim to make 5 copies of the directory available to each service provider across all the different categories of service provision.

The National Department of Social Development Should use multiple distribution pathways to flood the sector with copies of the directory.

Based on the previous recommendations, the project team should develop a two-year action plan for this project. In one year's time, the project team should conduct a formal internal review of the progress towards the goals and milestones laid on in that plan.

The National Department of Social Development should commission as similar independent evaluation in April 2009. This evaluation should use some of the same indicators to measure progress in awareness, accessibility and usage.

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INTRODUCTION AND BACKGROUND TO THIS REPORT

Coordinated action, ongoing information sharing and good communication have always been seen as critical to the development of the victim empowerment sector in South Africa. The high incidence of violent crime in South Africa set against the country's limited resources make cooperation essential. Responsibility for coordination has fallen largely and appropriately to the National Department of Social Development, as the lead agency for victim empowerment (National Crime Prevention Strategy, 1996).

Sadly however, concerns about fragmentation and duplication of services, inadequate information sharing, and limited referral resources have persisted as a pressing concern at all levels of these sector. An analysis of the implementation of victim empowerment policy published in 1999 highlights three main causes for the failure of service delivery to victims of crime and violence. These are:

- Lack of physical resources (infrastructure/facilities and other resources, such as finances, transport, telephones, etc.);
- Lack of, or overstretched, human resources (volunteers and employees with limited skills or training and a lack of planning and other management skills); and
- Lack of supportive contexts/structures (includes limited awareness, information and understanding of the issues and a lack of intersectoral collaboration).

(Nel and Kruger, 1999, pp 5-6)

The last mentioned problem is clearly a problem of communication and access to information. Five years later, Moran (2004) picks up on the same issues in his survey of key issues in victim empowerment. At provincial level, a survey conducted in 2005 of organizations offering services to victims of violence in Mpumalanga province concluded with a workshop at which survey results were presented to invited participants. In this survey, 241 different service providers in that one

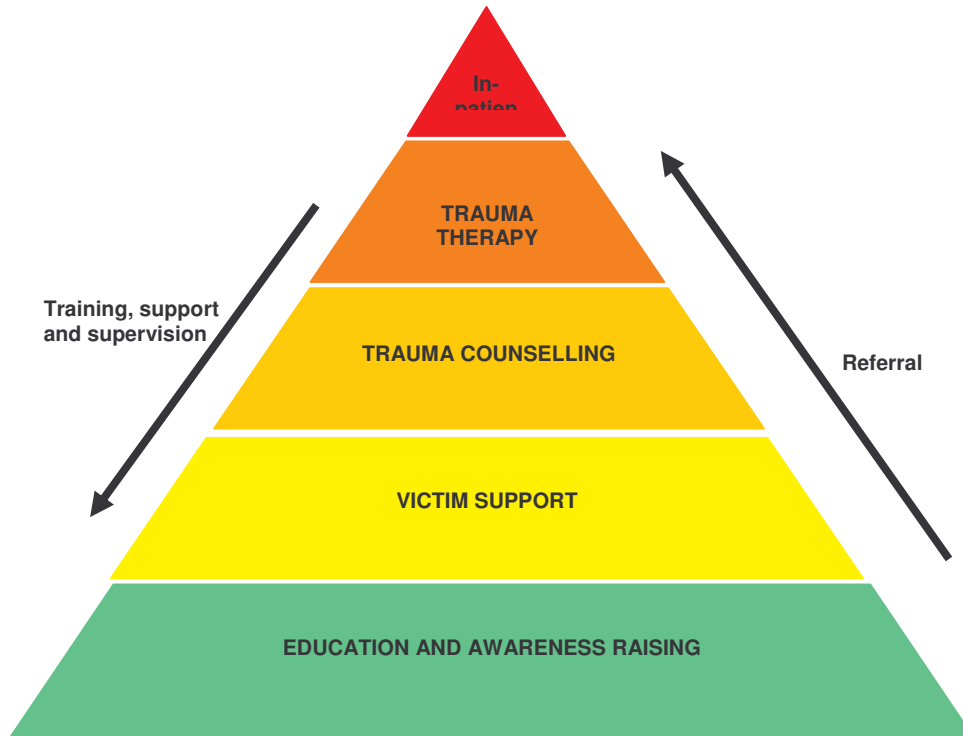
province had been identified. At the workshop, “delegates expressed astonishment at the number of services that had been identified through the survey.” In the discussions that followed local service providers agreed that they “were insufficiently networked and were not making the best use of available resources” (Higson-Smith, Thacker and Sikhakhane, 2005, pg 35).

Part of what makes work in the victim empowerment sector interesting and challenging is that the sector spans many different areas of work. It requires people of very different professional backgrounds and with very different models of intervention to cooperate in order to provide the best possible services to victims of violence. Police officers, prosecutors and other court personnel, social workers, nurses and doctors, trauma counsellors and psychologists all have their role to play. It cannot be assumed that role players are aware of the existence of other agencies in their district but in other areas of work.

Important also are the internal dynamics of each of these various areas of work which together make up victim empowerment. Typically services are organized in hierarchical fashion and it is necessary for each level of the hierarchy to be aware of what is happening at other levels. This enables clients to be referred to other levels of service provision as appropriate, and for service providers with less technical training and skill to receive training, support and supervision from people who have more experience and skill.

The South African Institute for Traumatic Stress (SAITS) model of integrated trauma response (Higson-Smith, et al. 2005) clearly articulates this hierarchy for the world of traumatic stress response. This is represented diagrammatically in Figure 1. below.

Figure 1: 5 Level Model of Integrated Trauma Service Provision



The model allows for five levels of service provision: Education and Awareness Raising; Victim Support, Trauma Counselling, Trauma Therapy, and In-Patient care. The *width of each level* refers to the proportion of the general population that requires the service at any time. Thus for example, education and awareness raising is utilized by the entire population, whereas in-patient care is only necessary for a small proportion of victims of violence that are not responding to other forms of treatment. The *height of the level* within the pyramid refers to a range of factors relating to that kind of service provision. Levels of service delivery closer to the top of the pyramid are more expensive, take longer, and require more highly skilled and qualified service providers.

The arrows on either side of the pyramid refer to two processes which are indispensable to a public health model of service provision to victims of violence. While clients can enter the system at any level, in general they should be referred upwards to more intensive kinds of care. As such the capacity to assess and refer appropriately is essential to all levels. Thus there is a referral arrow pointing towards the top of the pyramid. However, service provision to victims of violence is

complicated and distressing. Thus processes of supervision and training are represented in a downward arrow. Health care workers in the higher levels have an ethical responsibility to support their colleagues working in lower levels.

Similar models of integrated service provision can be envisaged for all other areas of service provision to victims of violence. Truly integrated service provision requires good communication between different areas of the victim empowerment sector, as well as between different levels implicit in each of those areas.

A key intervention by the National Department of Social Development to facilitate such communication was the development and dissemination of the *National Directory on Services for Victims of Violence*. With the implementation of the Domestic Violence Act no 116 of 1998, the National Crime Prevention Strategy Ministers and Directors-General Committee mandated the Interdepartmental Domestic Violence Programme on 17 November 1998, to consolidate Domestic Violence Services. An Inter-departmental Strategy was developed to address the requirements of the latter. The Department of Social Development was tasked with the responsibility, *amongst others*, to develop a National Resource Directory, which reflects a network of services available to prevent secondary victimization of victims of crime and domestic violence.

The National Resource Directory was developed in partnership with the provincial Victim Empowerment Coordinators and was launched on 2 December 2003, and updated in 2005 and 2006. It serves as a database of services available throughout the country to address the needs of victims of violence. It makes it easy for service providers to refer victims to services which are more accessible and appropriate to them. The National Resource Directory is compiled in alphabetical order according to provinces and is only available in English. The provincial Victim Empowerment Coordinators took an undertaking to translate the document into relevant languages.

In 2007, the National Department of Social Development put out a tender asking for consultants to conduct an impact analysis on the *National Directory on Service for Victims of Violence*. This tender listed the following objectives:

- To determine from service providers the effectiveness of the National Resource Directory on Services for Victims of Violence.
- To determine the accessibility of the National Resource Directory on Services for Victims of Violence.
- To determine the language preference of service providers.
- To provide the Department of Social Development with recommendations to improve the National Resource Directory on Services for Victims of Violence.

SAITS entered a proposal and was awarded the contract. The research was implemented according to the methodology detailed in the following section. This report is a summary of the results and recommendations emerging from the study.

METHODOLOGY

The following research methodology was first articulated in a research proposal from the *South African Institute for Traumatic Stress* to the National Department of Social Development following a tender announcement for this research. While the overall design has remained the same, small changes have been made to the sample and procedures.

Summative and Formative Evaluation Design

The terms of reference set out both summative and formative goals for this evaluation (see above). The summative goals refer to questions of impact upon the provision of services to victims of violence, while the formative goals refer to questions relating to increasing the accessibility and usefulness of the directory in future.

To answer these two sets of questions, a telephonic survey including both quantitative and qualitative items was conducted. Respondents were representatives of service providing organizations drawn from the directory itself and from the list of organizations affiliated to *Themba Lesizwe: The South African Network of Trauma Service Providers*. The sample was constructed so as to adequately represent the diversity of service providers included in the directory. A stratified random sampling process was implemented with province and category of service provision as the stratifying variables. Four provinces were included in the survey: Eastern Cape, Free State, Gauteng, and KwaZulu-Natal. Five categories of service provider were included: non-governmental organizations, policing, social development, justice and health.

The summative side of the evaluation is constructed around three hierarchically arranged constructs, namely: awareness of the directory; access to the directory; and usage of the directory. The formative dimension involved questions of perceived importance of the directory and suggestions for improvement of both its accessibility and usefulness.

Procedures:

A draft instrument was developed and presented to a task team from the National Department of Social Development for comment. Several comments were received and integrated into the instrument. Thereafter the instrument was piloted using five organizations from the Western Cape, that province not being one of the provinces selected for this research. The instrument performed well during the pilot and two further small changes were made. The final instrument is described in more detail below and is appended to this report.

A stratified random sample was constructed as detailed in the follow section. The researcher phoned each organization sampled, explained the purpose of the call and asked to speak to a senior person involved in direct service provision to victims of violence. Depending upon the nature of the organization this person might be a senior social worker, a programme coordinator, a senior police officer in a client service centre, or senior nurse. If the appropriate person was available the interview was conducted immediately. If not, arrangements were made to phone back at a convenient time.

The interview began with an explanation of the nature of the project and the purpose of the interview. It was stressed that participation was voluntary and refusal to participate would not jeopardize the organization's relationship with either the Department of Social Development or SAITS. Confidentiality was assured. Participants were then asked whether or not they would like to participate in the study. If participants refused they were asked for a reason for refusal and then thanked for their time and the interview ended there. Where participants agreed to participate, the interview was conducted as detailed in the Instrument section below. At the conclusion of the interview participants were thanked for their time.

In some cases, repeated telephone calls did not provide an opportunity to collect the data. Where the researcher failed to collect the data on the fifth attempt, that organization was removed from the data base and another organization was randomly chosen in its place. The same happened where organizations was not contactable for other reasons. Details of this process are provided in the next section.

The researcher recorded the respondents' responses on printed copies of the instrument. Closed format questions involved check boxes, while responses to open ended style questions were recorded verbatim.

Sample:

The sampling process described above dictates a matrix of 20 cells (4 provinces by 5 categories of service provider). Four organizations in each cell were sampled randomly from the National Directory of Service Providers for Victims of Violence (2006 Edition) and the Themba Lesizwe affiliate lists. (Many organizations are included in both lists). Randomness was established using the Excel software random number generating function. As the directory does not list service providers in the health category in the Free State or service providers in the justice category in Gauteng, these cells remained empty. For these two provinces an additional organization was sampled in each of the remaining 4 service provider categories to bring the provincial totals to 20 organizations each, and the overall sample size to 80. Also, the 2006 edition of the directory does not include social development offices in Gauteng although the 2003 edition does. For this cell, sampling was conducted using the 2003 edition.

Of the original 80 organizations sampled in this manner, only 50 were reachable. The following table shows the distribution of the 30 organizations that had to be eliminated from the initial sample.

	Eastern Cape	Free State	Gauteng	KwaZulu- Natal	Total
Health			2		2
Justice		1			1
Non-Governmental	2		3	3	8
Police	1	3	2	4	10
Social Development	2		4	3	9
Total	5	4	11	10	30

A range of different reasons for elimination exist. Of the 30 organizations eliminated, 5 had closed down and could not be located and 3 requested a letter of authority from the National Department

of Social Development which was not available during the data collection period. The remaining 22 were not able to provide a suitable respondent after 5 separate attempts by the researchers to collect the data.

A second round of random sampling within each of the cells was conducted so as to replace these 30 organizations with others from the sample cells. This produced the following final sample.

	Eastern Cape	Free State	Gauteng	KwaZulu- Natal	Total
Health	4		5	4	13
Justice	4	5		4	13
Non-Governmental	4	5	5	4	18
Police	4	5	5	4	18
Social Development	4	5	5	4	18
Total	20	20	20	20	80

Individual respondents had been employed for between 1 and 31 years, although the distribution has a strong positive skew. The median length of employment was 7 years. Table 3 below provides a break down of the different kinds of positions that individuals respondents held in their organizations.

Type of Position	Frequency	Percentage
Direct service provider	30	37.5
Senior police officer	16	20
Office manager	15	19
Project manager	9	11
Director	6	7.5
Junior police officer	2	2.5
Area and regional managers	2	2.5
Total	80	100

Instrument:

A short semi-structured interview schedule suitable for telephonic use was developed by the researchers in collaboration with project members from the Department of Social Development. This schedule included both structured questions and open ended ones. The questionnaire was comprised of the following sections:

1. Awareness of the National Directory
 - i. Having heard of the directory
 - ii. Having seen the directory
 - iii. Being able to describe the cover
2. Access to the National Directory
 - i. Printed copy in the workplace
 - ii. Know how to find it on the internet
3. Usage of the National Directory
 - i. Frequency of use
 - ii. Use by whom
 - iii. Use for which functions
4. Perceived usefulness of a National Directory
5. Suggestions to improve access to the National Directory
6. Suggestions to improve usefulness of the National Directory

The instrument generally took approximately 15 minutes to administer telephonically.

Data management and analysis:

Data from closed format questions was coded and entered into a spreadsheet using *Excel*. This data was checked and then imported into SPSS (version 10) for further analysis. Analysis consisted largely of descriptive statistics (mainly frequency tables since virtually all variables were categorical in nature). Relationships between variables were tested using chi-square and other non-parametric tests. (The data does not meet the criteria for parametric statistical analysis). The results

are presented in graphical and tabular form in the results chapter of this report. Where appropriate the necessary statistical information is presented in parentheses.

Responses to the open ended questions were analyzed on a question by question basis using thematic content analysis. These results are presented in tabular form together with the frequency of the different themes within the data set.

Ethical considerations:

The ethical standards applied in this research meet that standards for ethical research with vulnerable populations as laid on in the Themba Lesizwe ethical research guidelines (Arts and Themba Lesizwe, 2005).

Voluntary participation: When the researchers contact respondents they clearly explained the purpose and methodology of the study as well as provisions for confidentiality. Most importantly the researcher emphasized that participation was entirely voluntary and that if a person chose not to participate or to withdraw from the study, this would have no negative consequences for them or their organization. All participants were adults and as such have the legal and moral capacity to make an informed choice around participation.

Confidentiality: The names of individual participants were not recorded and only aggregate data is reported. No other identifying information is included in the research report.

Non-Malificence: It is not envisaged that this telephone interview could have caused any distress or discomfort to respondents, nor could it have intruded on their privacy

Independence of evaluation: SAITS is an independent organization not directly reliant on the VEP in any way.

RESULTS

Accuracy of the National Directory on Services for Victims of Violence

A fundamental assumption regarding the usefulness of the Directory is that the information that it contains is accurate. Of the 110 organizations that the researchers attempted to contact (80 in the original sample plus 30 replacements), 12 entries had incorrect contact information. These figures suggest that approximately 89% of the entries in the 2006 edition of the Directory are currently accurate.

Layout of the National Directory on services for Victims of Violence

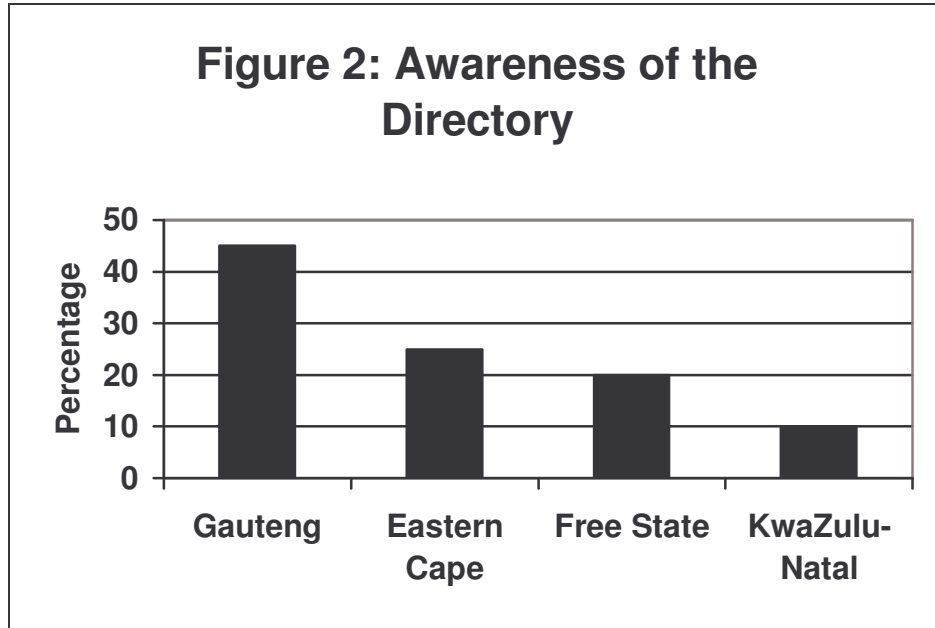
For the most part, the layout of the directory is clear and it is easy for the reader to find the appropriate information. There is some inconsistency between the various provinces with respect to the way information is organized. Also, as detailed in the methodology chapter, there are some sections missing from some provinces.

Awareness of the National Directory on Services for Victims of Violence

Only 20 respondents (or 25% of the sample) responded that they had indeed heard of the Directory. With prompting and reminders as to the nature and function of the directory, this figure rose to 23 respondents (or 29% of the sample). This is a disappointingly low figure given that virtually all the respondents (96%) are in fact listed in the directory.

There are no significant differences in the proportion of respondents from different categories of service provision who had heard of the Directory. There were, however, significant differences between respondents from different provinces in this regard ($\chi^2=8.924$, $df=6$, $p=0.012$). Respondents from Gauteng were more likely to have heard of the directory than respondents from the other three provinces included in this evaluation. Respondents from KwaZulu-Natal were least likely to have heard of the Directory. Gauteng is the most urbanized of the four provinces included

in this evaluation and this finding suggests that there has been limited penetration of awareness into less urbanized areas. This is illustrated in the following chart.



Only 1 respondent (1% of the sample) was able to describe accurately the cover of the Directory.

Access to the *National Directory on Services for Victims of Violence*

Service providers have two possible avenues of access to the information contained in the Directory; namely, via a printed edition or via the online version. Access through the printed edition requires that the organization own a copy. Access through the internet requires that personnel are aware of the online version, have access to the internet, and have enough computer skill to find the directory online.

Only 2 respondents (or 2.5% of the sample) knew for certain that their organization owned a copy of the Directory. A further 6 respondents (or 7.5% of the sample) were unsure as to whether their organization owned a copy or not. The two organizations that do definitely own a copy of the directory were a police station in the Eastern Cape and Magistrate's Court in the Free State. One was using the 2003 edition and the other was using the 2006 edition.

Respondents from two organizations (or 2.5% of the sample) said that people from their organization had made use of the online version of the Directory. A further four respondents (or 5% of the sample) were unsure as to whether people from their organization had ever used the online version of the Directory. The two organizations that definitely made use of the internet version were a police station in Gauteng and the same police station in the Eastern Cape that also owned a printed version.

Allowing for the fact that some of the respondents who were unsure of their organizations' access probably do have access, the results suggest that between 5 and 10% of the sample currently have access to the Directory in either its printed or electronic versions. These access rates are too low to allow further comparative statistical analysis.

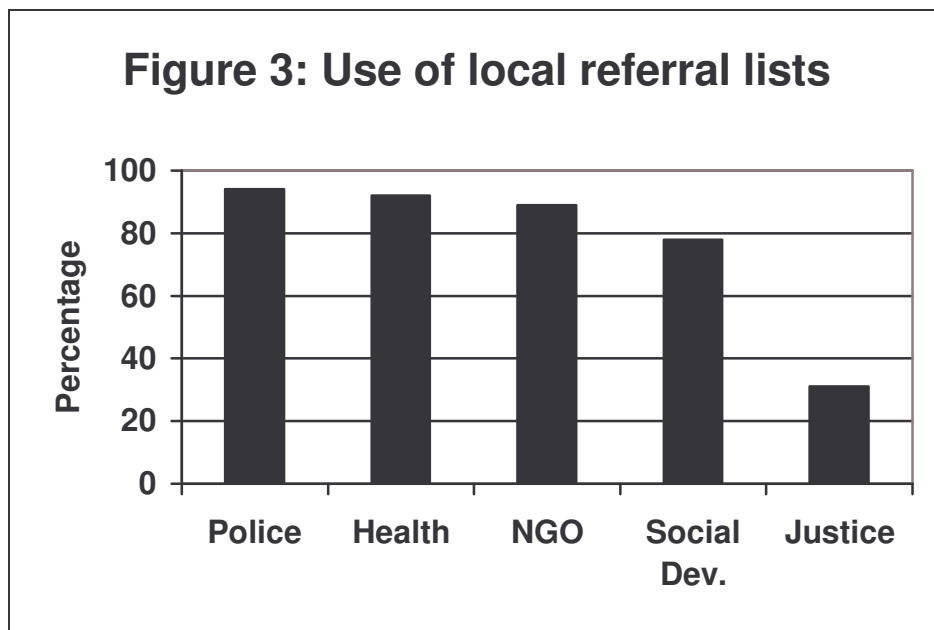
Ease of access to the directory on the internet was also assessed through the use of common search engines and likely search terms. Searches using the Google search engine for South African pages using common terms like "victim of crime", "victim support", "victim empowerment" and "trauma counseling" did not show up a link to the directory in the first 50 items. Searching for "National Directory on Services to Victims of Violence" shows two links at positions three and five. The link that managed to achieve third position on the Google search is to the Cape Gateway website (<http://www.capegateway.gov.za/eng/topics/86653>) where the 2003 edition of the directory is available as downloadable pdf files separated by province. The link in position five is the National Department of Social Development website (<http://www.socdev.gov.za/documents/2006/viol.pdf>) from which the entire 2006 edition can be downloaded in pdf form. This document is more than 21Mb in size and so takes a great deal of time to download even for users with a broadband connection to the internet.

Usage of the *National Directory on Services for Victims of Violence*

Only four respondents (or 5% of the sample) had made sufficient use of the Directory to respond to questions about usage. Of these four, one claimed to use the Directory on a daily basis. The others said that they used it approximately once a week. The Directory was reportedly used roughly

equally by all categories of employee enquired about; namely, managers, direct service providers, administrative staff, researchers, and those responsible for advocacy and networking. The Directory was also reported used roughly equally for all kinds of work enquired about; namely, referral of clients, publicizing services and events, coordination of advocacy work and general networking. Unfortunately, the low usage rates do not support generalization of these findings nor more detailed comparative statistical analysis.

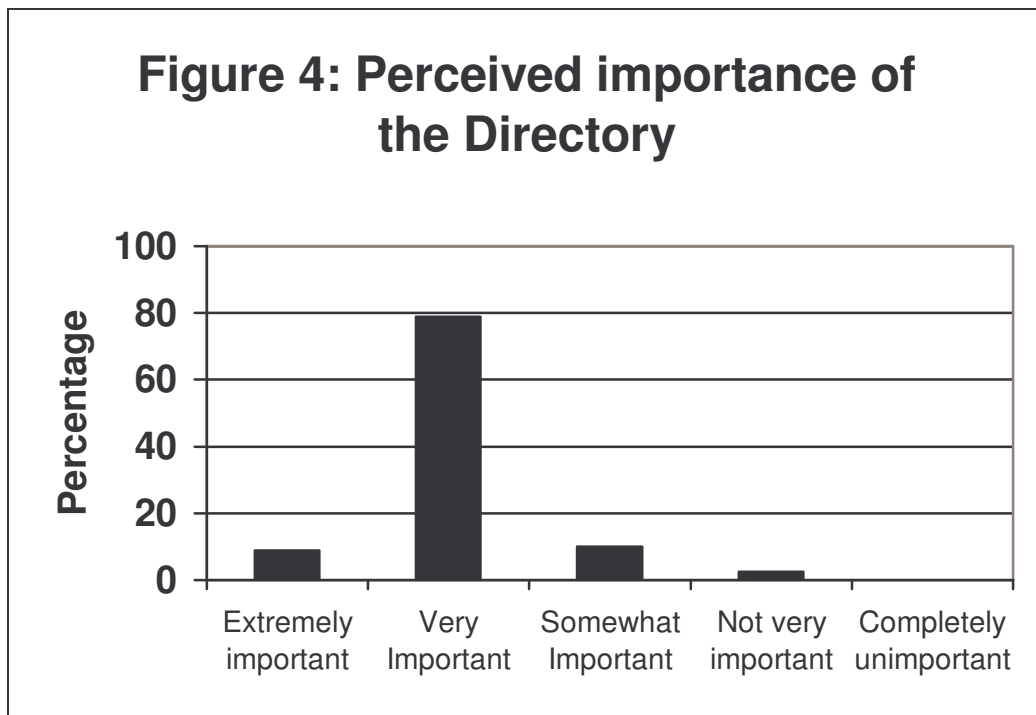
Given these extremely low usage rates and the importance of collaboration in the provision of comprehensive services to victims of violence, respondents were asked what alternatives to the Directory they might be using. 63 respondents (or 79% of the sample) made use of a local resource list. It is worth noting that respondents in the justice category were significantly less likely to have a local referral list than other kinds of organization ($\chi^2=25.203$, $df=8$, $p=0.001$). This suggests that service providers associated with the Department of Justice are less likely to refer victims of violence on to other kinds of service providers. This data is illustrated in the following chart.



Of those organization that do make use of a local referral list, the majority (60%) had drawn up their own list. Some (30%) used a list that had been distributed by another organization or network, while the remaining 10% had based their referral list upon one distributed by another organization or network, but had added to that list themselves.

Perceived importance of the *National Directory on Services for Victims of Violence*

The majority of respondents (63, or 79% of the sample) felt that the Directory was very important. No respondents felt that the Directory was of little or no importance. There are no significant differences in the perceived importance of the Directory due to province or category of service provider. This data is illustrated in figure 4 below.



Suggestions for improving access to the Directory

Two key questions around access to the directory were whether or not the directory ought to be made available in multiple languages and whether it should be published as a single national directory or nine separate provincial directories.

The question about language produced the following results. Only 7 respondents (or 9% of the sample) suggested publishing the directory in languages other than English. Furthermore, all service providers were able to respond to the telephonic interview in English without significant difficulty.

The second question referring to national or provincial directories yield the following findings. The majority of service providers (42, or 53% of the sample) expressed a preference for multiple provincial directories. Nevertheless a significant group (25, or 31% of the sample) said that they would prefer a single national directory, and 12 respondents (15% of the sample) thought that both should be published. These choices were not significantly predicted by either the respondents' province or category of service provision. This finding is illustrated in the following chart.

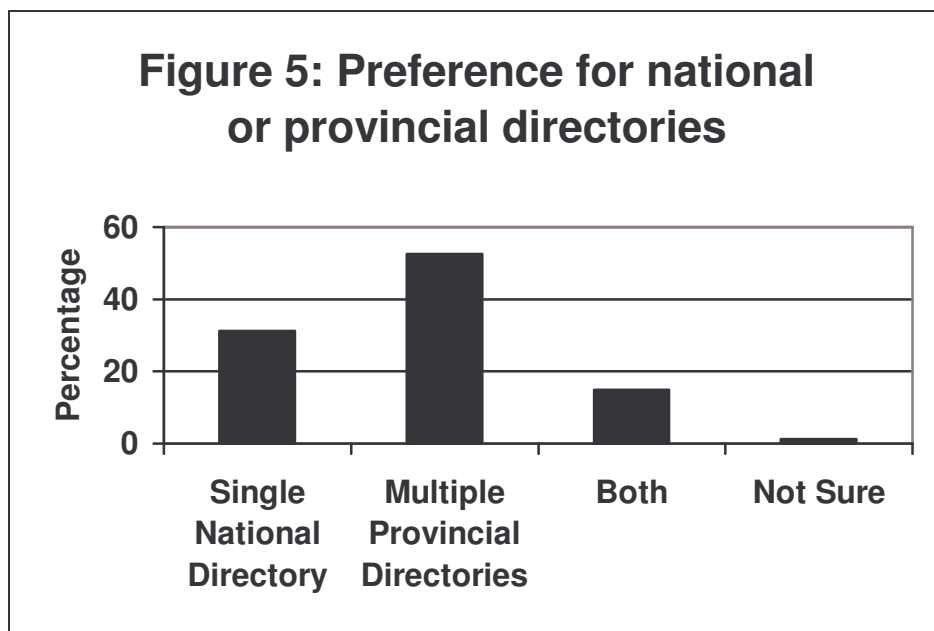


Table 4: Suggestions for improving access to the Directory	
Suggestions	Frequency
Market the Directory more (5) Radio announcements (4) Use television during 16 Days of Activism (3) Local newspaper advertisement – especially rural areas (3) National newspaper advertisement (2) Mount a public awareness campaign (1) Mount an awareness campaign within social development (1) Have a road show (1) Hold a launch (1) Posters (1) Market at all workshops in which DoSD is involved (1) Magazines like “You” and “Huisgenoot” (1) Send notices to all government agencies through departments (1)	25
Distribute through the South African Police Services Distribute to all stations and place within Client Service Centres (9) Distribute to units not attached to stations (especially FCS) (3) Distribute to all “trauma rooms” at police stations (2) Make available through the SAPS intranet (1)	15
Distribute through the Department of Social Development Distribute a copy to each regional and district office (9) Distribute one copy to each social worker employed by the Dept. (3) Distribute to all organizations funded through the Dept. (2)	14
Distribute through NGO networks (12) Distribute through Regional Victim Empowerment For a (1) Distribute through Themba Lesizwe Provincial fora (1)	14
Distribute through the Department of Health Distribute to all hospital casualty departments (5) Distribute to all clinics (3) Distribute to all hospital mental health units (1) Distribute to mobile clinics (1)	10
Print more copies to reach a wider pool of service providers (7) Print enough copies to be distributed to victims of violence (2)	9
Publish on the internet	9
Distribute through the Department of Justice Distribute to all justice offices (4) Distribute to every Clerk of the Court (1)	5
Distribute to community leaders, local govt. offices or traditional authorities	3
Distribute through retail outlets and shopping centers	2
Insert as special section in the telephone directory	1
Distribute to all social workers through the Council for Social Work	1
Total	108

Suggestions for improving the usefulness to the Directory

Table 5: Suggestions for improving the usefulness to the Directory	
Suggestions	Frequency
Organize the directory differently Organize the directory according to different psychosocial problems Have reference keys for different services to make it easier to search Break down by regions Break down by districts Include a index of service providers Make it easy to read	6
Include different information in the directory Include definitions of important concepts in victim empowerment (2) Include information on the role of the police (1) Include information about where to get protection orders (1) Include emergency services and psychologists (1) Include monthly statistics for each organization (1)	6
Hold training workshop in the use of the directory	5
Include regular articles about the victim empowerment sector Monthly journal with updates about what is happening (2) Get articles written by people on the ground (1) Include a suggestions box (1)	4
Include more information on each service provider Include alternate contact people (1) Include project information (1) Include website and email information (1) Include target age groups (1)	4
Publish the directory in a different form Publish as a small booklet that police members can carry on them(1) Publish as a small booklet that can be given to victims (2)	3
Make it accessible to the illiterate	2
Set up a telephonic Help Desk in support of the Directory	1
Increase the geographic reach of the Directory Make sure to include small villages (1)	1
Focus only on the main problems being dealt with	1
Total	33

DISCUSSION AND RECOMMENDATIONS

Impact on service delivery

The results demonstrate that the usage of the directory is disappointingly low at less than 10%. For the most part, the few organizations that do use the directory, use it infrequently. Given these findings it would be safe to conclude that there is almost no impact upon service delivery. With this result it seems difficult to support ongoing expenditure on this difficult and expensive project.

These poor results are however mitigated by the fact that the vast majority of service providers view the directory as very important to the future success of the sector. Lack of information and poor coordination are still seen as challenges for people working in the field, and they feel that the directory is an appropriate response to these challenges. Furthermore, a great deal of resources have gone into building the current impressive database and it would be a great pity if this information were lost. As such, it is more strategic to build on this foundational work and tackle the problems that are preventing the inputs being translated into measurable impact on service delivery.

Recommendation:

Access to information and coordination of services remain challenges to the victim empowerment sector in South Africa. The National Department of Social Development should continue to maintain and distribute the National Directory on Services for Victims of Violence.

Language of the directory

The primary function of the directory is to provide contact information to service providers. This information is not greatly changed by language because street and town names are the same in all languages. Further, the majority of service providers have high school education and so have at least basic English literacy. This logic is reflected in the fact that all respondents were able to respond to this survey in English and only 9% thought that the directory should be published in

other languages. As such, and due to the large cost of translation, printing and distribution in multiple languages, it is not recommended that the directory be translated into the other South African languages.

Recommendation:

The directory should continue to be published in English.

Printed version format

The current printed version of the full national directory is extremely expensive with very high quality glossy paper and full colour cover and divider pages. The high costs of production limit the number of copies that can be produced and so reduce the overall impact upon service delivery. Spending the same budget but producing more copies would increase impact on service delivery. (Refer to comments on distribution below).

The costs of production can and should be drastically reduced. A number of strategies will achieve this. Firstly, printing and distributing nine provincial directories will be a lot cheaper than printing and distributing a single national directory. Although layout and desk top publishing costs will be slightly greater the material, printing and postage costs will be much less as each service provider will be receiving a much shorter directory. Service providers with national activities may wish to receive copies of all nine directories which can be accommodated. Secondly, these nine provincial directories should be printed on less expensive paper and perhaps with a single colour rather than full colour cover.

Recommendation:

Nine provincial directories should be produced using more cost effective printing materials and styles.

Electronic format

The changing world of communication makes it imperative that the directory be available online. For many service providers the internet is the first place that they look for information, and this trend will increase in the near future. But when people look on the internet for information of this kind they do not expect to find a downloadable pdf file. This requires that the entire file be downloaded and then browsed, assuming that a suitable reader is installed on the machine and that the user is prepared to wait for the entire file to be downloaded. Internet users are more likely to make use of an online searchable database. Although this takes some information technology capacity to put in place, it is easily manageable. The database should be searchable at least by town or district and by type of service.

Recommendation:

The directory should be made available on the internet as a database searchable by at least town or district, and type of service.

Compact disk format

There is sense in distributing the directory on compact disk, especially to large agencies with multiple outlets in different provinces and cities around the country. The compact disk should include nine pdf files, one for each province. These files will be more manageable in size and can even be emailed from office to office and left on computers or even printed out for each office that an organization has. It is not recommended that the compact disk contain a version of the searchable database since this creates complexities in using and sharing the information.

Recommendation:

The directory should be made available on special request as nine pdf files (one for each province) on compact disk.

Financial support for the directory

Funds are extremely short in the victim empowerment sector at present and some services are in fact being lost due to lack of financial support. The directory is one of those projects that corporate sponsors might be interested in supporting. This is because the directory will be distributed throughout the country, can be taken on as a clearly delimited project in its own right, and can carry the brand of the sponsor. Corporate sponsorship for this could be organized around two separate models. The first is to sell advertising space to multiple private service providers in the victim empowerment sector. Such service providers might include private practice professionals, security companies, private medical centers and so forth. The second model is to identify a single large corporate partner who is prepared to take this on as a corporate social responsibility or marketing project. SAITS has already had some preliminary talks with a large corporate who have shown solid interest in partnering on the project. The second model is recommended because managing advertising space professionally requires skilled human resources and so costs the department more to administer.

Recommendation:

The National Department of Social Development should seek out a single large corporate sponsor to pay for the production, marketing and distribution of the provincial resource directories. The directories should carry the sponsor's logo and branding.

Layout of entries within the provincial directories

The fact that most service providers have developed their own local referral lists in place of using the directory demonstrates that the primary use of the directory will be local referral. For this reason each printed directory should be organized primarily around geographic location and secondarily around nature of the service. Geographic location should be coded according to nearest town since different service providers organize themselves around slightly different district structures and because people on the ground identify with their closest municipality, rather than their district. Ideally people will be able to look for their closest town, or for the town closest to

where their client is living. Under that heading they will then find subheadings for policing, health services, welfare services, and legal services. The distinction between government and non-government service providers should be dropped as an organizing principle but included in the descriptions of the various agencies.

Recommendation:

The provincial directories should be organized by closest town followed by type of service provided (welfare, legal, policing, health, etc.).

Updating the directory

One of the key challenges of managing a directory of service providers is that of ensuring that the information remains up to date and accurate. The fact that 10% of the information sampled in the directory published in May 2006 (less than 12 months before this research was conducted) is out of date, demonstrates the volatility of the sector. The online searchable database provides an easy mechanism for organizations to update their information although of course such information will need to be checked by department staff. The current system of including a pull-out update page in the front of the directory should be continued in each of the future provincial directories.

Recommendation:

A mechanism for updating information online should be built into the online searchable database. Provincial directories should include the same pull-out update page that is included in the latest version of the national directory. The directory should be updated and republished every two years.

Marketing

The results show that only about one quarter of service providers have even heard of the directory. This finding strongly suggests that a better marketing campaign alone might greatly increase the usage of the directory and so its impact upon service delivery. The question arises as to how best to

market to a very specific population, namely service providers to victims of violence. Use of mainstream electronic and print media has a wide coverage but is not very efficient. Marketing through Departmental events is much more targeted but is likely to exclude many organizations.

Recommendations:

The department should use mainstream electronic and print media to provide service providers with the URL of the searchable database, as well as contact information for ordering copies of the printed directory or CD. The following media are recommended:

- Short radio spots (20 – 30 seconds) in appropriate languages to be played on national and regional radio stations.
- A short television spot to be aired repeatedly during the 16 Days of Activism in 2007. (Assuming that the envisaged new format directories are available by that date).
- Local and regional newspapers advertisements.

All advertisements in the mainstream media should include a postal address. Requests from the public should be responded to with a form letter directing the applicant to the nearest service provider in their community. Applicants from actual service providers should receive one or more copies through the post.

VE programme staff at national and provincial level should ensure that the directories are promoted at all training courses and workshops run by the department and its partners.

Distribution

Similarly, only about 5% of agencies actually have a copy in their offices. More effective distribution of the directory will also improve usage and thus impact upon service delivery. The challenge to effective distribution is that when one distributes through only selected channels many service providers may be excluded, but when one distributes through many different competing channels there will be much duplication and many organizations will receive multiple copies. But,

sending multiple copies to organizations might be a good idea as there is some anecdotal evidence to suggest that the single copies that have been sent in the past end up forgotten on a senior person's bookshelf.

Recommendation: The National Department of Social Development should aim to make 5 copies of the directory available to each service provider across all the different categories of service provision.

As mentioned above there are multiple different and competing channels through which the directory can be distributed to service providers. These include distribution to:

- All organizations currently listed in the directory itself
- All registered non-profit organizations who offer services in the sector
- All organizations that accept financial support from the department
- All affiliates of Themba Lesizwe
- Through the provincial VEP coordinators and for a
- Through workshops and training courses run by the department and its partners

Recommendation: The National Department of Social Development Should use all these distribution pathways and others to flood the sector with copies of the directory.

Of course this raises the cost of production enormously given that many more copies must be printed. However, as was discussed previously, the directory in its current printed form is not at all cost effective. Many, many more copies can be printed for the same cost if the recommendations regarding printed format are followed.

Project implementation and Monitoring

The directory has a great deal to offer the South African Victim Empowerment sector and good project management is needed to convert the potential into reality. The project teams should review the recommendations in this report and decide which of these it would like to move

forward on. This will require some important decisions followed by careful action planning and ongoing monitoring.

Recommendation: Based on the previous recommendations, the project team should develop a two-year action plan for this project. In one year's time, the project team should conduct a formal internal review of the progress towards the goals and milestones laid on in that plan.

Future evaluation

Given the expense and size of this project, it is essential that ongoing monitoring and evaluation take place so as to demonstrate future efficacy. The awareness, accessibility and usage indicators included in this report provide baseline data for future analysis. Other indicators not relevant at this point such as search counters on a searchable online database should be added to this list in future.

Recommendation: The National Department of Social Development should commission a similar independent evaluation in April 2009. This evaluation should use some of the same indicators to measure progress in awareness, accessibility and usage.

CONCLUSIONS

While this project has not yet met its objectives in a significant manner, improved cooperation remains a priority challenge to the sector. Currently the directory represents an important information resource which the Department should continue to build and distribute. While the impact upon service delivery are not yet observable these benefits will start to accrue when the directory is marketed and distributed more effectively. The increased costs associated with marketing the directory and distributing many more copies can be greatly reduced by producing provincial directories, by using less expensive materials, and by engaging with a corporate partner who will in turn use the directory for promotional and marketing purposes. The authors would like to see the provincial directories on the desks of all service providers within a few years.

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