

**TOWARDS AN UNDERSTANDING OF SOCIAL  
DEVELOPMENT BY COUNCILLORS AND  
SENIOR EMPLOYEES OF WITZENBERG  
MUNICIPALITY**

**By**

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the degree of Master of Social Work.**

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## DECLARATION

I, Jo-Ann Krieger, hereby declare that ***TOWARDS AN UNDERSTANDING OF SOCIAL DEVELOPMENT BY COUNCILLORS AND SENIOR EMPLOYEES OF WITZENBERG MUNICIPALITY*** is my own work, and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

.....  
**SIGNATURE**  
(Ms J S Krieger)

.....  
**DATE**

**DEDICATED**

**TO**

**MY HUSBAND**

**JEROME CHRISTOPHER KRIEGER**

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# CHAPTER ONE

## Introduction to the Study

### 1.1 Introduction

Concepts such as paradigm- or mind shift, transformation and change are freely used in conversations, but what do these concepts entail? The answer will depend on the perspective or context in which these concepts are used. What we do know is that when it comes to the development paradigm we are confronted with a new high ground, or as Chambers (1997:188) puts it "...a paradigm of people as people".

The biggest challenge that confronts local government within this environment of vibrancy, dynamism and change, is for it to become a learning and leading institution. Other aspects that will also be directly affected by this new high ground include its very nature and its role in transformation, change and development. Rather than responding with our traditional control mentality, local authorities in South Africa should consider adopting a more dynamic approach to managing change. In the researcher's view such an approach can only be attained if the municipality plays a leading role in collaborating and developing partnerships with its citizenry and other stakeholders.

In the early 1990's the United Nations emphasized the economy as the only vehicle for Social Development. However, Holling (1992) and Midgley (1996) concur that a combination of social and economic factors are the building blocks for social development. Although the concepts of these planning and development approaches differ, all of them agree that planning should be inter-sectoral.

The researcher realised that the question, 'What is Development?' is not as simple as it sounds. In fact, De Beer and Swanepoel (2000:124) indicate that as one reads about "development" one soon realises that 'there is a lack of agreement over what the goals of development should be'. This leads to a host of different theories and strategies which try to explain what development is and how it can be achieved. Burkey, in his book 'People First' (1996:27) warns that 'The field of development studies is a veritable jungle, inhabited by theories, counter-theories, approaches, paradigms and programmes of all sizes, shapes and colours'. In fact Wetmore and Theron (1998:29) argue that it produces development jargon that retards change, resulting in situations where the change agent or community

development worker is in a "...position of not knowing how, who, why or when to establish a specific development process".

Many, including the researcher, assert that it's about human beings and their needs. In fact, in the past we tended to put it more bluntly by stating that its objective should be to improve the living standard of the masses and providing people with opportunities to develop their potential. Paulo Freire (Burkey, 1996:30) asserts that in order to determine whether development takes place, one must go beyond criteria based on indices of per capita income and gross domestic income, because these can be misleading. Freire defines development as not the delivery of a set of static goods to a passive citizenry, but about active involvement and growing empowerment.

The researcher thinks that by now we also agree with contemporary authors like Amartya Sen (1995) who designed the human development index (HDI), currently being used by the United Nations (UN). According to Sen (1995) 'development is a process of expanding people's opportunities, in other words functioning's and capabilities of functioning, the range of things that a person could do or be in their life'. Sen's statement in simple terms means that people have the right to be healthy, well nourished, and knowledgeable and to participate in the lives of the community. Sen (1999:55) states too that development is also about removing 'unfreedoms' or obstacles 'to the things a person can do in life such as illiteracy, ill-health, lack of access to resources and lack of civil and political freedom'.

The people of the world over the last few years have gathered at various summits and conferences, e.g. Copenhagen (social development), Beijing (gender), Rio (earth), Durban (HIV/AIDS), and Johannesburg (sustainable development), etc. After studying all these protocols and statements, the researcher feels that there is generally agreement that development should place people at the centre and should concern itself with the causes of poverty and the relationship of people to the economic and social structures of society. In fact, the researcher would like to agree with Rowlands (1995:102) who stated that: "People's participation in development implies empowerment, and vice versa".

The White Paper for Local Government (1998) advocates a developmental and participatory approach to local governance to meet the social and economic needs of citizens, groups and communities to improve their quality of life.

According to Patel (2007) this approach offers opportunities for the development and implementation of interventions that place people at the centre of the activities of local government. Poverty reduction, social protection and support of socially excluded and vulnerable groups such as children, youth, women, people with disabilities, older persons and displaced people, the building of strong community based institutions that promote community development, human capabilities and opportunities that facilitate empowerment and invest in human development, are critical social development interventions.

The right to development is accepted as a basic or fundamental right in international protocols and policies and is also embodied in the Constitution of present-day South Africa. The right to develop became part of an international protocol when the United Nations adopted the Declaration of the Right to Develop in 1986. This Declaration established the right to development as an inalienable human right with people as central subjects of that right. It was also made a universal right when the General Assembly of the UN passed Resolution 34/46 of 1979 which states that 'the right to development is a human right and the equality of opportunity for development is as much a prerogative of nations as of individuals within nations (Scheepers 2000: 16).

One of the most interesting definitions of the developmental state in the researcher's view is the one of Patrick Heller referring to it as "the ability to manage the delicate balance between growth and social development" (Coetzee et al., 2001:56) Those that have studied the policy statements by President Mbeki (Budget Vote 7 June 2007), is of the opinion that his concept of the developmental state was directly influenced by the work of Amartya Sen (1999). In fact, at a Senior Management Services Conference held from 12-14 September 2007 by the Department of Public Service and Administration in Cape Town, Minister Trevor Manuel explained that their concept of a developmental state, Amartya Sen's idea of removing poverty and tyranny is key, expanding economic opportunities and social deprivation is critical and providing public facilities and services to the poor is paramount" (Sen: 1995).

In other policy statements the state identified poverty and social deprivation as key enemies and has stated that the task of the developmental state is to fight poverty and expand economic opportunities for the poor.

According to Sen (1995): 'development requires the removal of major sources of un-freedom: poverty as well as tyranny, poor economic opportunities as well as social deprivation, neglect of public facilities as well as intolerance or over activity of repressive state.' By adopting this approach the state embraces the notion that development is not merely about the accumulation of wealth or growth in the gross national product and that economic growth is not an end in itself. In line with Sen's position the state is creating more and more opportunities and freedoms for people that enhances their ability to help themselves, to lead the kind of live they value. Current and emerging public policies serve to expand and enhance public capabilities, encouraging individual initiative, entrepreneurship and social effectiveness that have a positive influence on our nation as well as the world!

If the developmental state is to succeed, we need to put people at the heart of development.

Almost every element in our budget is designed either to raise the living standard of the poor or to expand economic opportunities for the poor (Manuel, 2005). In giving affect to this two critical thrusts are evident in the budget namely the funds made available to fight poverty and deprivation and the resources directed towards expanding economic opportunities for all citizens.

About one fifth of the budget was spent on direct transfers to poor households in the form of pensions and grants i.e. old age, disability and child grants, unemployment and insurance payments, payments to victims of road accidents and occupational injuries (South African Budget Framework, 2005). Sen (1995) in his work states that the state has to engage in development that enhances the lives people lead and the freedoms they enjoy. He also talks about unfreedom like inadequate opportunities to achieve the minimal, famines and under nutrition that denies people the basic freedom to survive and makes them more vulnerable.

Despite improvements noted in access by the population since 1994 to basic education, health care, social security, housing and infrastructure development, local authorities are faced with numerous social development challenges. This research is a response to the social development realities facing communities at local level.

On a practical and institutional level, social capital can serve to sensitise municipal planners to everyday dynamics, relations initiatives and resources that they need to work with in operationalising governance with civil society organisations and poor households.

The perception of civil society is that government is not serious with service delivery and they are tired of all the bureaucracy to access services. The expectations of civil society are that government and especially the elected municipal councillors will deliver what they have been promised during election times.

The Constitution of the Republic of South Africa of 1996 (Act 108 of 1996) include a Bill of Rights which provides not only for basic human rights, but also social and economic rights. These rights are preceded by affirmation of the right to be treated with dignity. The concept of a life of dignity is far-reaching. It suggests that charity to assist those excluded from mainstream society is not an adequate response. It also alludes to the issue that the poor suffer more when the society is unequal since it is a particularly oppressive experience when surrounded by wealth and poverty.

South Africa is one of the few countries where the constitution enshrines the duty to alleviate poverty. Through the constitution government is obliged to meet basic human needs and accords these needs the status of basic human rights.

According to Section B1.4 of the White Paper on Local Government (1998) rapid changes are taking place at global, regional and national levels that directly affects the nature and role of local government. In fact it states that this is 'forcing local communities to rethink the way they are organised and governed'. Not just local government institutions, also the very local populace are challenged to find new ways to sustain their livelihoods, protect their environments, improve their personal safety and tackle poverty. Nearly all the questions that have come up at most of the public participation sessions in the Integrated Development Plan (IDP) process in the Witzenberg over the last few months relate to change and whether communities, councillors and officials are managing it properly.

Pieterse (2000:1) warns us not to panic or to adopt a business as usual approach but to see it as an “opportunity to fundamentally rethink how we function as local authorities and how we intend to develop our localities”. Most are daunted by the speed at which change is taking place, especially since it exposes our outdated management approaches, but maybe also became frightened by the freedom, transparency and the shift in ownership it may bring. The outstanding features of change, in my view, are that it's complex and dynamic.

Because of this we adopted a control mentality in the past, rather than managing change properly. How can we practically respond to these challenges? In my view an effective and lasting response can only be found through collaboration and inter-phasing between various stakeholders led by the municipality. At the heart of this process lies the challenge of shifting from the notion of government to the concept of governance that will assist us in improving the capability of municipalities to take control of change processes. The challenge lies in unlocking the benefits of change and allowing the agenda of participatory governance to take root. Participatory governance entails engaging in development that involves changes in the awareness, motivation and behaviour of individuals and in the relations between individuals as well as between groups in the community.

Witzenberg Municipality has been designated as a project Consolidate Municipality which implies that the region is faced with severe challenges. Consequently, it is essential that intergovernmental engagement in respect of improving municipal financial management, human resources services delivery and systems and service delivery takes place in order to enhance the municipality's ability to deliver quality services to the citizens of the region (Witzenberg Municipality IDP, 2010).

Witzenberg Municipality faces several key challenges. The first priority however is to attain financial sustainability under the banner of Project Consolidate. Secondly, service delivery needs to be more effective in existing areas and the rural areas within the confines of limited resources. The Municipality certainly has no scope for wasted or poorly targeted expenditure (Witzenberg Municipality IDP, 2010).

Thirdly, given the type of economic activity and the fact that the region's economy has grown slowly, employment creation and poverty reduction are key issues which the municipality may not be able to address directly.

A fourth challenge is the influence of HIV/AIDS and tuberculosis as well as the increasing usage of drugs and the consequence of crime (Witzenberg IDP, 2010).

In addition the municipality also has a population with a low skills base and a high rate of illiteracy which have implications for the development of the economy. During 2007, the Witzenberg Municipal Area has been identified by the Western Cape Premier as one of the 21 priority areas. Statistics shows that this area has high incidents of crime, gang warfare and drug trafficking. In addition, the community are being characterised by poverty, high unemployment and deep social problems as evidenced through overlaying the poverty index prepared by the Department of Social Development (Provincial State of the Province Address: 2007, 2008).

One of the interventions in Witzenberg as a priority was a Jamboree through fifteen government departments delivered services from 6 until 8 March 2008 in the Witzenberg area. The attendance of more than 5200 people at the Jamboree proved the inclusion of Witzenberg as part of the 21 priority areas. People are marginalized simply because some are living in vast areas and they can't pay transport to access government services which are usually situated in Worcester. A person from Op-Die-Berg who wants to apply for an Identity document has to pay at least R300 for transport to access services in Worcester.

The Social and Economic Development Unit in the municipality was complemented by the Premier's Office for the most successful Jamboree in the six rural areas. A social transformation programme is currently in operation in the Witzenberg and a Social Transformation Structure has been established on 24 April 2008 consisting of different sectors in the community. The structure facilitates the communication and improves the collaboration between government and communities. These umbrella structures or sector-representative community VOICES will enable communities to coordinate themselves and speak with one voice to government. These mechanisms will enhance the ability of communities to participate in decision making and influence planning cycles of government regarding the needs in their communities. Those structures will provide bottom-up input and needs-based service delivery (Witzenberg Social Development Plan: 2009).

It is therefore crucial that the local economy and people's needs are well understood and that is why this thesis endeavours to improve that level of understanding in order to facilitate interventions in this regard.

The Witzenberg Municipality is experiencing major challenges in gaining political stability. The ANC/ID Coalition started to govern as from 20 March 2006. On 5 February 2007 a new Council were elected which consisted of the ANC/UIF Coalition. After the walk-over period for Political office bearers in September 2007 a new Council has been elected on 26 October 2007 which consists of the DA, ID and UIF Coalition.

When involving people at local government level, it is important to remember that most communities have only recently emerged from several decades of struggle with government organisations. Until the election of 1994 and 1995 few communities recognised local councils as their legitimate authorities. This is the reason why one often finds at local level conflict between the community or traditional authorities and elected councillors. Local councillors are legally elected representatives of their communities and are responsible for the welfare of these communities as defined by law and policy. They also have the powers to determine what development activities take place in their communities and are responsible for the communication between officials of local government and the residents. Their focus is service delivery in the field of social economic development and implementation of policy decisions (Scheepers: 214).

The establishment of ward committees and the appointment of community development workers (CDWs) could be used, together with ward Councillors, to close the emerging social gaps. For instance, a ward secretariat made up of the CDWs, ward Councillors and administrators could provide an important link between municipalities on the one hand, and the ward committee and sectoral organizations on the other. Such a structure would close the social gap between councillors and communities and create dynamic relationships between municipalities and communities and ensure rapid and constant flow of information.

Such a dynamic relationship would create an environment conducive for local activists in political and sectoral organizations to work together in the mobilization and involvement of the people in the administration of their own affairs. In general, people do not demand delivery now. They only need to know when it will take place and why it is delayed. Thus the flow of information and involvement of people in the administration of their own affairs is key to social cohesion and stability.



## 1.2 Problem Statement

As the Manager responsible for Social and Economic development in the Witzenberg Municipality it is required of the researcher to initiate development in these areas. The vision and policies for how local government should work is set out in the government White Paper on Local Government (1998). The White Paper states that local government must play a “developmental role”. The Constitution (1996) states that government must take reasonable steps, within available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security. This is the expectation of civil society, and it causes a lot of frustration when they perceive it as if government doesn’t care.

Policy and programmes that give effect to this commitment at local government level has been hampered firstly by a lack of clarity of the purpose, role and functions of social development at local government level. Many local authorities have now established or are in the process of establishing units/directorates for the purpose of implementing the mandate for social development.

There is however a lack of guidance about what services and development interventions these units/directorates should be engaged with. Secondly, the implementation of social development at local level requires a multi-sectoral approach. Since many of the functions that social development is concerned with is performed by other departments at local level such as local economic and infrastructure development, health care, housing and the delivery of basic services.

The question about what social development units/directorates should do and how they should interface with other functions, is complex and unclear. Policy guidelines are needed to define what the purpose and functions of these units/directorates might be and how they could interface with other vital social sectors in the different spheres of governance.

Various aspects of local government need to be addressed and taking into account the different municipal categories and their specific roles and functions (Patel: 2007).

Thirdly, NGO's and public social service departments were traditionally responsible for the delivery of remedial welfare services for poor and vulnerable groups. Since 1994, the national government adopted a developmental approach to social welfare but the roles and relations between provinces and local government were undecided. The adoption by the Department of Social Development of the Draft Service Delivery Model (Department of Social Development, 2006) outlines a role for provincial government in facilitating the delivery of statutory and related welfare services with some focus, although limited, on community development and sustainable livelihoods activities. This initiative provides space for local government to focus more directly on the delivery of developmental social welfare services, community care and development, the promotion of sustainable livelihoods and the building of local institutions to support local social, cultural, economic and political development.

It is the researcher's perception that social development in local municipalities, namely B Municipalities is not considered seriously. Local government is the level of government closest to the people. However during community consultations, Integrated Development Plan (IDP) reviews and Imbizo's, it seems that the communities' needs for sustainable livelihood programmes are ignored. Communities usually voice their disappointments in Councillors and municipal officials that are not sensitive to community needs especially when they are in a position of power. They felt that the same public representatives simply forget about their own background when they are earning big salaries and they forget about those who put them in power.

This research will give us an idea of what does Councillors understand about social development.

### **1.3 Research Aim, Questions and Objectives**

The aim of the study is to explore the conceptualization of social development by councillors and senior employees of Witzenberg municipality.

The Research question guiding this study is: What is the understanding of social development by councillors and senior employees of Witzenberg Municipality?

The objectives of this study are:

- a) To evaluate and synthesise literature pertaining to the conceptualization of social development in local government
- b) To explore and describe the understanding of social development by municipal councillors and the senior employees.
- c) To present the findings of the study with recommendations for a framework for the implementation of social development in the Witzenberg Municipality

#### **1.4 Research Design and Methodology**

To answer the research question above, a mixed methodology research approach will be employed for this purpose.

As the study aims to explore the experiences, perceptions and expectations of social development among municipal councillors and the employees, the researcher includes the explorative strategy of enquiry as part of her research design as she wants to explore the understanding pertaining social development by councillors and employees.

A descriptive strategy of enquiry will also be used as part of the research design for this study as it allows the researcher the opportunity to look with intense accuracy at the concept of social development, namely the understanding of social development by councillors and the employees and to describe there perceptions and ideas.

#### **1.5 Population and Sampling**

The population for this study can be defined as follows:

- All Mayoral Committee members who are involved in social development programmes in the Witzenberg Municipality
- Senior Employees in the Witzenberg Municipality

The researcher plans to use the purposive sampling technique to procure a sample of councillors and employees that fit the criteria for inclusion in the study. The size of the sample will also be influenced by the availability and the desired degree of reliability for the purpose of the investigation (Cilliers, 1973: 111; Huysamen, 1993; 50-51). For this study the Mayoral Councillors and employees involved in social development initiatives and facilitation will be use.

## **1.6 Research process**

As for Councillors and employees, the researcher will get the identifying particulars from the management in the Witzenberg Municipality. The researcher will make telephonic contact with them to schedule an interview. During this contact the researcher will explain the purpose and the procedure of the research and also determine their willingness to participate in the research.

The researcher will also provide the potential participants with the questions to be asked. Furthermore, she will ask for their permission to tape-record the interviews. She will also inform them about who will have access to the tape recordings and the transcripts of the tape-recorded interviews, i.e. the researcher, the person who will be checking the translations of the transcripts from Afrikaans to English as well as the study's supervisor. If they decided to voluntarily participate in the research, they will be requested to sign a consent form.

The researcher intends to explore and describe the understanding of social development in a local government environment and especially the perspectives of councillors and the employees.

## **1.7 Data collection**

The researcher will begin the process for data collection by making contact with the participants at their homes. The purpose of this engagement will be to invite the participants to take part in the study. Furthermore, the criteria for inclusion will be explained and it will be pointed out to them that their participation is voluntary and that their privileges/rights will not be jeopardized in any way. Those who agree to participate in the study will be prepared by having the contents of the preamble to the consent form explained to them. On indication that they understand the contents of this letter, they will be requested to sign the consent forms. Data will be collected by means of an interview schedule consisting of closed with the assistance of open-ended questions.

The researcher, when conducting the interviews, will use the following techniques as laid out by Creswell (2003:186-187).

- During all the interviews the researcher will make a conscious effort initially to establish trust and built rapport and try at all times to ask questions that are only related to the study.
- The researcher will demonstrate that she is listening carefully by using verbal cues to show interest.
- This researcher will make use of various interviewing techniques during the interview, e.g. probing, verbal and non-verbal expressions, restating and summarizing in order to enhance the credibility of the study.

Interviewees will be informed about the timeframe for the interview and they will have the opportunity to ask questions and clarification.

The role the researcher will adopt during the process of data collection can be described as participant-observer. In this role she interacts closely enough with participants as to get an insider view, but try to remain “objective” (Compare Gold in De Vos et al., 1988:260).

The tape-recorded interviews will then be transcribed in English and a translator will check the translated transcripts.

The researcher will for the purpose of the study follow the eight steps as proposed by Tesch (in Creswell, 1994:70) to analyse data.

This entails the following:

- 1) Get a sense of the whole data by reading through all the transcripts carefully.  
As you are reading write some ideas down that come to mind.
- 2) Select 1 transcript for e.g. the most interesting, the shortest, or the one on top of the pile. Read it through, and while reading ask yourself, “What am I reading here?” and “What is this all about?” Once again put the thoughts (topics, themes) down in the margin that come to mind.
- 3) Repeat this process with several or all the transcripts. You have now a list of all the topics. Cluster them together in ‘baskets’ which you can label as ‘major topics’ and ‘leftovers’.
- 4) Take this list and go back to your data.

- 5) The topics must now be reduced to categories. For example the perceptions and the priorities regarding social development can be grouped under the umbrella theme/category.
- 6) You will then make a final decision about if you are going to stick to this topic and categories.
- 7) By means of the 'cut and paste' method you will now put together all the information belonging to a category. If you want to group together all the information related to the perceptions of social development, you will return to your transcripts and all the story lines that you have abbreviated.
- 8) Then you will commence with writing up the report. In this report you can then report on the different perceptions of councillors and officials as main category, and break it down in sub-categories where you discuss for instance the role of government departments and councillor's contribution towards social development.

The four aspects, which are to ensure trustworthiness, are truth-value, applicability, consistency and neutrality.

In this study triangulation of data sources will be employed by means of interviewing two groups of participants namely councillors and the employees.

### **1.8 Clarification of key concepts**

The researcher finds it befitting to define some concepts that are key to the discussions that will follow in the study.

**Developmental social welfare** is the terms social development and development social welfare are used interchangeably and refer 'to policies and programmes that meet needs, promote rights, manage social problems, and facilitate the maximization of opportunities to achieve social well being and the promotion of human empowerment and social cohesion' (Patel 2005: 203). See social development.

**Community development.** Aim to empower and foster true participation of a community.

**Economic Development** refers to any effort or undertaking which assists in the growth of the economy.

**Empowerment** refers to the process of increasing personal, interpersonal and political power to enable individuals or collectives to improve their life situation.

**Inter-governmental relations** is commonly used to refer relations between central, regional and local governments, as well as governments between any one sphere (level), that facilitate the attainment of common goals through co-operation.

### **Municipality**

(a) As a corporate entity, means a municipality described in section 2 of the Municipal Systems Act; and

(b) As a geographical area, means a municipal area demarcated in terms of the Local Government: Municipal Demarcation Act, 1998 (Act No. 27 of 1998)

**Poverty** is usually defined with reference to a poverty line, i.e. if a household earns an income lower than a set amount, that household and its members are deemed to be living in poverty.

**Social cohesion** is the ongoing process of developing a community of shared values, shared challenges and equal opportunities based on a sense of trust, hope and reciprocity. Visit the Social Cohesion Research Project site for more information.

**Social development** is “A process of planned social change designed to promote the well-being of the population as a whole in conjunction with a comprehensive process of economic development” (Midgely, 2004). Social development is one approach to social welfare.

## **1.9 Ethical Considerations and values**

### **Confidentiality**

The researcher will ensure that confidentiality is maintained by adhering to the following as outlined by Mark (1996:48):

- By keeping all information about participants confidential, unless where participants have given written permission to reveal the information.

The Researcher will also adhere to the following principles as stated in National Department of Social Development Strategic plan 2003/04 – 2005/06 [www.welfare.gov.za/Documents/2003](http://www.welfare.gov.za/Documents/2003), namely:

**Social justice.** A commitment to social justice is upheld by protecting the rights, opportunities, obligations and social benefits equally for all citizens.

Unubuntu (Humanity): Everyone has the right to human dignity and to have that respected and protected. The worth and dignity of the service users will be respected.

**Participation.** The value of participatory democracy is indispensable to social development. It is based on open discussion, debate, understanding, active listening, tolerance and the fostering of democratic social relations. Participation also means fostering a culture of community participation in development, accountable government for local communities; ensuring the provision of services to communities with their full participation and encouraging the involvement of communities and community organizations in the matters of local government.

**Equality.** All people should have equal access to services and benefits.

**Non-discrimination.** Nobody may be unfairly discriminated against based on race, national origin, gender, sexual preference, age, disability or any other social division. Attitudes and behaviours that stereotype, marginalize, stigmatize or scapegoat people are contrary to the value of non-discrimination.

**Reconciliation.** The negative effects of the past on social well-being will be felt for many generations. The value of reconciliation means that there is an acknowledgement of past hurt and a commitment to reconciliation and healing.

**Competence.** Having the knowledge, skills and values to work with people effectively and to strive for high standards of competence.

**Service.** It is a commitment to provide help, resources and benefits to ensure that people access opportunities and achieve their maximum potential.



## **1.10 Outline of chapters**

### **Chapter 1: Introduction and demarcation of the study**

Chapter one introduces, and provides the motivation for, the current study, namely the understanding of social development by councillors and employees of the Witzenberg municipality. An overview of relevant literature is offered to support and substantiate the motivation. The chapter includes the research problem, the research design and the methodology which guided this study. The concepts which will be referred to throughout the study are clarified here. Ethical considerations and a description of the chapter layout are also covered.

### **Chapter 2: Literature review**

Chapter two reviews the literature that defines social development in the local government arena. Emphasis will be placed on social development, both in the international arena as well as in the present-day South Africa, and especially the understanding on a local government level.

### **Chapter 3: Research methodology**

Chapter three presents an extensive description of the research methodology that was utilized in executing the study. It includes a clarification of the research question and objectives specified for the study; an explanation of the research design selected; a description of the population and sampling method decided upon; a description of the process of data collection; an explanation of the form of data analysis utilised; an identification of the limitations of the study and problems encountered in conducting the study.

### **Chapter 4: Findings and discussion**

Chapter four elucidates the process data collection, data organisation and data analysis. Furthermore, the findings which emerged from this study were presented and discussed.

### **Chapter 5: Conclusions and recommendations**

Chapter five concludes with research conclusions and recommendations.

## CHAPTER TWO

### Social Development: A Literature Study

#### 2.1 Introduction:

The purpose of this Chapter is to set out a structured way of thinking about social development on local government level.

The social problems, social issues and social conditions prevalent in the wider society are experienced to varying degrees at community level. The local sphere is the space where the day-to-day lives of people are lived, where there is the direct interface between the personal, the family, the neighbourhood and the community. It is here where the social and economic and political processes take place and where there is the greatest potential for action and interaction between government and the different role players who can pool their resources, knowledge, experience and understanding of local conditions to meet needs, build community assets and enhance social cohesion.

During this community engagements the communities voiced their strong opinions on their rights to human development, economic development and social development. They usually refer to this type of development by using words like “empowerment”, “small business support” and “social upliftment”. Although these words have no real different meaning as to the understanding of councillors and officials as Russel Ackhoff (2002) put it “Human development is a measure of what people have, but what they can do with whatever they have to improve their circumstances and those of their dependents”.

Mel Gray's (1998: 28) emphasis on social development has been defined as ‘a process of planned social change designed to promote the well-being of the population as a whole in conjunction with a dynamic process of economic development’ (Midgley, 1995:25).

As Midgley (1995: 23) says ‘social development cannot take place without economic development is meaningless unless it is accompanied by improvements in social welfare for the population as a whole.’ Social development provides an

alternative to residual and institutional models of welfare in that it does not separate social welfare from the economy. It attempts to integrate economic and social policies and 'favours social policies that contribute positively to economic development' (Midgley 1996:3).

'Social development' is a concept with broader scope than either 'developmental social welfare' or 'social work and community development'. Social development as a policy model has an egalitarian and humanistic vision of society in which all social institutions and the people within them work together to eradicate poverty, inequality and injustice. It has arisen as a result of the failure of other policy models to achieve a just distribution of the benefits of development, resulting in a situation where poverty continues in the midst of plenty (Midgley, 1995; Gray; 1998:58).

Others like Coetzee (1987:1) assert that development is for people as they experience their daily realities, feeling its implications and seeing its practical functioning. He also points out that although development is about people, the development problem spans a far wider area, so any form of development does not presume in itself to have the decisive answers. In this day and age of increased awareness of the fact that we live in a so-called global village one realises that development affects all people.

Streeten (1995: 12) takes this further when he states that: "Development is not about index numbers of national income, it is not about savings ratios and capital coefficients: it is about people for people" It brings a very interesting question to mind: 'What should be the focus of development, or in this case developmental local government?' The current researcher points out that its about human beings and their needs, in fact in the past we tend to put it more bluntly by stating that its objective should be to improve the living standard of the masses and providing people with opportunities to develop their potential.

Placed at the heart of this research are key questions like "What do we mean by social development and social development approaches to policy and government?" "What is our development path?"

## **2.2 Towards an understanding of social development: A global perspective**

To understand the social development paradigm we have to start with the development decades. During the 1950's, the United Nations gave priority to family welfare, childcare and youth work which it regarded as central to social development. The United Nations placed so much emphasis on remedial social welfare at the time that a later review of its activities concluded: "The general impression given is that social factors were regarded as residual to the overall process of development and that social policy would be designed to provide remedial or palliative measures rather than positive and dynamic activities in the social field" (United Nations: 1971).

However, by the mid-1960's, the United Nations had reassessed its original commitment to remedial social welfare and new approaches which were more directly focused on levels of living and the eradication of poverty.

These approaches sought to end the compartmentalization of the social services from economic development. Instead, the United Nations advocated that social programmes should be fully integrated with economic planning in an effort to enhance social welfare in the broadest meaning of the term (Midgley 1995:56-57).

The political approach to social development was pioneered by the international agencies and particularly the United Nations as an integral part of an effort to foster social and economic progress among the newly independent developing countries.

The United Nations published several reports on the question of popular participation in the 1970's and these reflected the organization's earlier involvement with community development (United Nations, 1971b, 1975).

Agencies such as the United Nations Children's Fund, the World Health Organization and the World Bank also put more emphasis on the involvement of local communities in social development and particularly in small-scale, local development projects (Newell, 1975; World Health Organization, 1981, 1982; UNICEF, 1982).

The social situation of many of the world's poorest countries remains unchanged from that vividly described by the Independent Commission on Development Issues in 1980:

“Many hundreds of millions of people in the poorest countries are preoccupied solely with survival and elementary needs. For them work is frequently not available or, when it is, pay is very low and conditions often barely tolerable. Homes are constructed of impermanent materials and have neither piped water nor sanitation. Electricity is a luxury. Health services are thinly spread and in rural areas only rarely within walking distance. Primary schools, where they exist, may be free and not too far away, but children are needed for work and cannot be easily spared for schooling. Permanent insecurity is the condition of the poor. There are no public systems of social security in the event of unemployment, sickness or death of a wage-earner in the family. Flood, drought or disease affecting people or livestock can destroy livelihoods without hope of compensation. The poorest of the poor ... will remain ... outside the reach of normal trade and communication. The combination of malnutrition, illiteracy, disease, high birth rates, underemployment and low income closes off the avenues of escape” (Brandt, 1980).

In the 1980's, this focus was further modified to include a concern for the environment, and for the way the unrelenting quest for economic growth has damaged natural as well as human habitats. Sustainable development, as this approach became known, has since attracted extensive attention in development circles (Estes, 1993; Redclift, 1987).

In 1990, the United Nations Development Programme published the first of a new series of documents (Brundtland Report 1987) dealing explicitly with social development. Although the organization used the neologism 'human development', perhaps in an attempt to placate those on the political right who have long denigrated the word social, human development is nothing more than a synonym for social development. The decision of the United Nations to convene the World Summit on Social Development in 1995 offers considerable ground for optimism. This event reveals that after a period of neglected, social development is again on the global agenda. (Midgley 1995:66).

The concept of sustainable development was popularized with the 1987 release of *Our Common Future* (also called the Brundtland Report) by the World Commission on Environment and Development. The Report defined sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland Report: 1987).

Two concept of “needs” and particularly the essential needs of the most vulnerable, to which it was agreed the greatest priority must be given, and the idea of limits imposed by the present state of our technology and social organization on the environment’s ability to meet current and future needs.

Development implies a progressive transformation of the economy and society. This transformation, in the most concrete sense of the term, may theoretically occur even in a rigid socio-political framework. This cannot occur if development policies do not take such factors as access to resources and distribution of costs and benefits into account. Even in the strictest sense of the term, sustainable development presupposes a concern for social equity between generations, a concern that must extend, logically, throughout one generation” (Brundtland Report: 1987).

Since 1992 the concept of sustainable development all over the world has increasingly become the term to be used to refer to macro economic sustainability, sustainability of financial policy, the potential of the economy for sustainable growth and the future survival and growth of business enterprises (Scheepers 2000: 317).

Later, in 1992, in Rio de Janeiro, parties to the United Nations Conference on Environment and Sustainable Development endorsed this concept, sending a clear message to all levels of governments on the urgency of reconciling economic and social development, and environmental protection. Sustainable development is essential to ensuring the well-being of human communities and the preservation of life-sustaining ecosystems (Gouvernement du Québec: 2002).

Over the past decades, however, many African governments have realized substantial progress in furthering their development objectives. Indeed, region wide rates of infant and child mortality are on the decline, literacy is on the increase, and larger numbers of African men and women are enjoying the benefits of basic and advanced education. The region’s adult mortality rates are on the decline and adult life expectation is increasing, albeit slowly.

Further, many of the region's governments are spending fewer of their resources on military and defence initiatives compared to earlier decades; instead, these governments are now investing those resources in social and economic development activities. As a region, however, considerable underdevelopment continues to exist in Africa. Africa remains indeed the least socially developed region in the world.

Poverty is widespread and today new and more vicious and communicable diseases including AIDS (World Health Organization, 1991), threaten vast numbers of African children and adults. The region's human rights agenda requires greater, more urgent attention as do the social, political, economic, and legal rights of the region's women (Steady, 1990).

According to Estes the responses of Africa's governments to the region's development crises have been direct, forward-looking, impassioned, and oriented to a more optimistic view of the region's future. Their priorities emphasize the need for more holistic approaches to development; the creation of development paradigms that better reflect Africa's own rich history and cultural traditions; economic and political self-sufficiency; the elimination of poverty and other forms of regional "mal-development" by the year 2000, or as soon thereafter as is practical and the establishment of a more equitable international economic order.

In South Africa the election of a new government in 1994 alongside the adoption of the Reconstruction and Development Programme (RDP), the framework of Growth Employment and Redistribution (GEAR), the Constitution of the RSA (1996) and a suite of legislative reforms, redefined the nature and function of development in a revolutionary way.

A fundamental principle contained in the RDP is that of people-centred development, premised on their active involvement and growing empowerment. Despite the debate about the positioning of the RDP within the web of government policies, the document remains a guiding instrument and a reference for all policy development on social issues.

In 1994 the South African government provided a framework and a philosophical context for social development in the form of the RDP (ANC, 1994). This now serves as a basis for policy-making across a wide spectrum of social institutions, among them social welfare.

The White Paper for Social Welfare (1997) provides the framework in which to debate the future of social work in the developmental welfare system it advocates. It is a system which requires a sincere commitment to working toward eradicating or, at least, toward minimising poverty in South Africa. This challenge raises numerous questions concerning, for example, the way in which resources are distributed, services are structured and priorities are determined (Gray 1998: 2).

The development paradigm, in response to which leaders, managers and officials will plan development in present-day South Africa, is outlined in the Reconstruction and Development Programme, which is the main policy on development and in post-apartheid South Africa. The RDP brings together strategies to harness all resources in a coherent and purposeful effort that can be sustained in future. These strategies are implemented at national, provincial and local levels by government and organisations within civil society that work within the framework of the RDP. These strategies cannot be implemented without planning. The RDP regards reconstruction and development as part of an integrated process. The first priority of the RDP is to begin to meet the basic needs of people i.e. jobs, land, housing, water, electricity, telecommunication, transport, a clean and healthy environment, nutrition, health care and social welfare in a deliberate effort to reconstruct family and community life in society (Scheepers 2000: 221).

The preamble to the Constitution of South Africa provides a mandate to the elected representatives to, inter alia, improve the quality of life of all citizens, to free the potential of each person and build a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations. The elected representatives are some of the leaders, managers and officials of the people of South Africa. Their mandate is to see to the development of South Africa and its people (Scheepers 2000: 17). All spheres of government in South Africa are required to collaborate in attaining the United Nations' Millennium Development Goals (MDGs) to eradicate extreme poverty and hunger by 2015. The achievement of universal primary education, the promotion of gender equality and the empowerment of women, the reduction of child mortality, improving maternal mortality, combating HIV/AIDS, malaria and other diseases and ensuring environmental sustainability are other vital social goals. Social development units/directorates at local level also need to ensure that their programmes are aligned with these national and international instruments and human development goals.



Local government is not directly responsible for creating jobs. Rather, it is responsible for taking active steps to ensure that the overall economic and social conditions of the locality are conducive to the creation of employment opportunities” (Municipal System Act, 2000). The White Paper for Local Government (1998) advocates a developmental and participatory approach to local governance to meet the social and economic needs of citizens, groups and communities to improve their quality of life.

Within the social sector documents, it is to be expected to find powerful resonances for these questions. Surely, there are enough mandates for writers in the social sector field to provide a clear definition and central intellectual understanding of the Social development concept to run right through all the documents.

The understanding of the concept “Social development” is described by the following writers as follows:

**Table 2.1 A comparison of theoretical perspectives of social development**

<b>Max-Neef (1987)</b>	<b>Midgley (1995)</b>	<b>Amartya Sen (1995)</b>
<ul style="list-style-type: none"> <li>• Fundamental human needs as subsistence,</li> <li>• Protection,</li> <li>• Affection,</li> <li>• Understanding,</li> <li>• Participation,</li> <li>• Recreation</li> </ul>	<ul style="list-style-type: none"> <li>• A process of planned social change</li> <li>• Promote the well-being of the population</li> <li>• Linked with economic development</li> <li>• Pro-poor strategy that is based on a people-centred approach</li> <li>• Strengthen the voice of poor people in decision-making</li> </ul>	<ul style="list-style-type: none"> <li>• Providing public facilities</li> <li>• Services to the poor is paramount</li> <li>• People have the right to be healthy well nourished, and knowledgeable</li> <li>• To participate in the lives of the community</li> <li>• Removing ‘unfreedoms’ such as illiteracy, ill-health, lack of access to resources and lack of civil and political freedom’</li> </ul>

Manfred Max-Neef, a Chilean economist who has worked for many years with the problem of development in the Third World, articulated the inappropriateness of conventional perspectives of development, that have lead to increasing poverty, massive debt and ecological disaster for many Third World communities. The main contribution that Max-Neef makes to the understanding of needs is the distinction made between needs and satisfiers.

Human needs are seen as few, finite and classifiable (as distinct from the conventional notion that “wants” are infinite and insatiable). Not only this, they are constant through all human cultures and across historical time periods. What changes over time and between cultures is the way these needs are satisfied. Human Scale Development (HSD) is defined as “focused and based on the satisfaction of fundamental human needs, on the generation of growing levels of self-reliance, on the construction of organic articulations of people with nature and technology, of global processes with local activity, of the personal with the social, of planning with autonomy, and of civil society with the state” (Max-Neef: 1987).

It is important that human needs are understood as a system – i.e. they are interrelated and interactive. There is no hierarchy of needs apart from the basic need for subsistence or survival as postulated by Western psychologists such as Maslow. Rather needs are simultaneous and complementary and trade-off are features of the process of needs satisfaction. Max-Neef classifies the fundamental human needs as: subsistence, protection, affection, understanding, participation, recreation (in the sense of leisure, time to reflect, or idleness), creation, identity and freedom. Max-Neef has found this methodology” allows for the achievement of in-depth insight into the key problems that impede the actualisation of fundamental human needs in the society, community or institution being studied” (Max-Neef 1987).

Unlike increases in income, the expansion of people’s “capabilities” depends both on the elimination of oppression and on the provision of facilities like basic education, health care, and social safety nets. Basic education, health care, and women’s rights are themselves constitutive of development. Growth in real output per head is also likely to expand people’s capabilities, especially at lower levels of income, but it cannot be considered, in itself, the ultimate yardstick of development or well-being (Max-Neef 1987).

Sen’s analysis focuses on individuals and their relation to an overall social context, not on collectives as the necessary link between the two. Gaining the freedom to do the things that we have reason to value is rarely something individuals can accomplish. For those already sufficiently privileged to enjoy a full range of capabilities, collective action may seem superfluous to capability, but for the less privileged attaining development as freedom requires collective action. Organized collectives – unions, political parties, village councils, women’s groups, etc. – are fundamental to “people’s capabilities to choose the lives they have reason to

value". They provide an arena for formulating shared values and preferences, and instruments for pursuing them, even in the face of powerful opposition (Max-Neef: 1987). Sen is clear that "informed and unregimented formation of our values requires openness of communication and arguments", but he does not pursue the question of how distribution of economic power over cultural processes in the modern economy might undermine the processes he advocates (Max-Neef 1987).

Amartya Sen (1995) designed the human development index (HDI) currently used by the United Nations (UN). Amartya Sen's idea of removing poverty and tyranny is key. Expanding economic opportunities and social deprivation is critical, and providing public facilities and services to the poor is paramount".

By adopting this approach the state embraces the notion that development is not merely about the accumulation of wealth or growth in the gross national product and that economic growth is not an end in itself. In line with Sen's position the state is creating more and more opportunities and freedoms for people that enhances their ability to help themselves, to lead the kind of live they value. Current and emerging public policies serves to expand and enhance public capabilities, encouraging individual initiative, entrepreneurship and social effectiveness that has a positive influence on our nation as well as the world (Sen:1995).

Midgley (1996) concurs that a combination of social and economic factors are the building blocks for social development. Although the concepts of these planning and development approaches differ, all of them agree that planning should be inter-sectoral. According to Midgley (1996) social development differs from social philanthropy which relies on private donations, voluntary effort and non-profit organizations to meet needs, solve problems and create opportunities social work which relies on professional personnel to foster welfare goals by working with individuals, groups and communities and social administration which relies on government intervention through variety of statutory social services in several ways. However, social development's most distinctive feature is its attempt to link social and economic development efforts. Social development explicitly seeks to integrate social and economic processes, viewing both elements as integral facets of a dynamic process of development. Social development cannot take place without economic development and economic development is meaningless unless it is accompanied by improvements in social welfare for the population as a whole (Midgley: 1995).

Social development is a planned change process designed to promote the human well-being of the population together with economic development. The transformation of social relations is also integral to social development in particular, the promotion of equality, non-discrimination and social inclusion (Midgley, 2004).

Midgley's (2004) notion of social development emphasizes the importance of social development as an integral part of economic development and underpins this research.

Local Economic development" or LED by the World Bank (1990) implies that it is primarily a process by which public, business and non-government sectors work together to create an enabling environment for economic growth and employment creation to improve everyone's quality of life.

There is a general understanding that LED is a new notion to most local authorities and that it needs to be promoted as a legitimate part of what local development means in practice. The challenge that confronts all of us involved is to ensure that the powers and functions of local government are exercised in a way that has maximum impact on the social development of our communities -- especially when it comes to meeting the basic needs of the poor and the growth of the local economy.

Given the challenges that we face in job creation and poverty eradication, LED builds a platform for bringing "all hands on deck" in working towards solutions.

### **2.3 The social development approach and practice**

In South Africa, the anti-apartheid welfare movement of the 1980's has broadened into a multidimensional welfare model which is inclusive of the rights and special needs of victims of past discrimination on the basis of race or colours, class, special needs of victims of past discrimination on the basis of race or colour, class, gender, religion, sexual orientation, ethnicity, age or disability. What is distinctive in South African social welfare policy, as is the case of other developing countries, is the fact that it is required to address wide-ranging social and economic needs.

The goal is to develop an indigenous social welfare model, appropriate to the South African political, social, economic and cultural context. Social development is increasingly being seen as the policy model most suited to South Africa's developmental and welfare needs. The social development policy model needs to embrace anti-discriminatory measures and remove obstacles and barriers which prevent people from gaining access to resources and services. At the same time, it must promote the empowerment and development, both social and economic, of those living in poverty (Gray 1998).

Anderson, Wilson, Mwansa and Osei-Hwedie (1994) proposed an empowerment model to enable social work practitioners to use a social development perspective. The model emphasises the prominence of socio-political contexts in the lives of individuals and the need for people to develop 'participatory competencies' as a means of empowerment. (Gray 1998).

The Department of Welfare launched consultations in 1995 which resulted in the White Paper of 1997. This White Paper conceived of a shift from welfare to social development. In July 2000, to some extent in response to the imperatives contained in the White Paper, the department was renamed the Department of Social Development. The term is frequently associated with government departments and ministries that are set up to achieve certain social objectives. Government thus responds to the needs of the poorest and the needy in two ways.

One of these is through what is termed the social wage. The social wage is the inputs that government makes to society in general. These services include health services, education and transport. The term social welfare is used here in its narrower sense – we may term it traditional social welfare – and include social welfare services, social benefits, social assistance and income maintenance or social security. In terms of this concept government seeks to provide some income for those who are destitute and suffer from extreme poverty including disabled and indigent persons (Patel: 2005).

Social development programmes are implemented through a collaborative partnership between government, civil society and the private sector. Government however is envisaged to play a leading proactive role in promoting human development. The focus of social development programmes is on social inclusion of those who are marginalised. The idea that economic development should benefit

the most disadvantaged in the society is one of the key features of the social development approach. High impact intervention strategies, a community-based and development approach to service delivery and a better balance between remedial, protective, preventative and developmental strategies are also envisaged. In this way social development programmes contribute to enlarging people's opportunities and choices to live productive and fulfilling lives.

Social development programmes typically include the following: health care; education and skills development; social safety nets such as social grants and the social package, access to basic services for the poor; the building of networks, systems of support and local institutions; employment and livelihoods and small business development opportunities and housing among others (Patel :2005).

Professionals and paraprofessionals drawn from health, education, social welfare, community development, including volunteers, and child and youth care workers among others play a key role in implementing social development strategies. These development agents are involved with 'doing' development. Intervention strategies include work with individuals, families, groups, communities and organizations and may also include social policy and planning interventions that could effect change on societal and even global levels. Social development practitioners require appropriate knowledge, skills and values to be effective. They tend to perform a wide range of roles in the course of their practice. The networker, broker, facilitator, educator and mobiliser, conferee, counsellor, mediator, enabler, advocate and empowerment roles are most applicable to social development practice (White Paper on Social Welfare,1997).

In order for local authorities to improve their capability of dealing with the new and complex problems brought by change, decentralisation of power and authority is an important foundation (Pieterse: 2000). Through this process local leaders gain access to more regulatory and co-ordination levers for strategic intervention in local processes.

Local authorities are challenged to adopt an integrated approach to development that should provide solutions to all the dimensions of social and environmental systems and their systemic interdependence through a process of self-sustaining development. David Korten, the president and founder of the People-Centred Development Forum (PCD Forum) stresses the fact that the majority of the

population should participate in the development process (Roodt :1998). Participation in this context becomes an essential component of a broad political program in which local knowledge becomes a driving force for social transformation. A developmental approach that emphasizes the interests of local communities, where the people take control over their own resources, have access to relevant information, have the means to hold public officials accountable and where they assume responsibility for their own development. A practical way in which municipalities can make this happen is through civic education (Pieterse: 2000)

Some of the benefits include, according to Pieterse (Pieterse: 2000) elected representatives that are informed and engaged with the work of the council, officials that are aware that they are meant to deliver a proper service to communities, opportunities for collaboration between the municipality and various citizen groups. Civic and citizen education is a critical dimension of strengthening the horizontal governance relation between local government and civil society. It provides an opportunity for the deepening of a broader culture of democratic participation, which will enhance the quality of social organisation within civil society and stimulate a broader layer of visionary future leaders that can contribute to sustainable development.

A municipality must structure and manage its administration, budget and planning processes to prioritize the basic needs of the community, promote the social and economic development of the community and participate in national and provincial development programmes. To 'start where the people are' really require of the change agent or program manager to from very early on develop a clear understanding of the existing interests, the ideology and perceived needs of the people. Any change agent that assumes that he or she know the interest of the people and then starts to facilitate change on the basis of his/her perception of the peoples needs and interests may become alienated from the community. If people in a community are involved in all phases of a programme, especially the decision making stages, the programme becomes theirs (Pieterse: 2000).

There is a growing realisation that: "Participation by the people in the institutions and systems which govern their lives is a basic human right and also essential for realignment of political power in favour of disadvantaged groups and for social and economic development" (Burkey: 1996).

Burkey (1996) also quotes Paulo Freire who warns us not to attempt to ‘... liberate the oppressed without their reflective participation ...’ Roodt (1998) confirms this by stating that “Participation by a broad spectrum of the population in local level governance is an ongoing objective of development practitioners in many parts of the world”.

Some of the experiences the researcher had in the present Integrated Development Plan (IDP) process focusing on maximised community participation, includes, inter alia: increased awareness amongst people of their own situation and the socio-economic realities that confront them, their real problems and where they come from, as well as a realisation that they have a role to play in solving these.

The new high ground of development introduces a paradigm within which the current status of participatory development is reflected in what has become known as people centred development. The Manila Declaration on People’s Participation and Sustainable Development is seen as the manifesto of this approach of which David Korten is the leading spokesperson (Coetzee :2001). This approach stresses that in the process of development the majority of the population should participate and emphasis should be placed on previously excluded groups such as women, youth, the disabled, the illiterate, etc. This approach has gained momentum internationally because it is seen as part of a movement away from centralised state control to regional and local democratisation.

According to Roodt (1998) ‘The emphasis is on a move from local government to local governance’. There is thus an increasing focus on local arrangements, social engineering and empowerment taking place at the local level of governance (Scheingold, 1991). But what does local governance mean? For some it means that local authorities need to move beyond their regulatory role and need to enter into ‘...an equal dialogue with participants who will create new democratic rules of the game’ (Coetzee: 2001).

Other definitions emphasizes a new form of public participation, one in which participation becomes more than just a legitimating exercise, where local knowledge becomes a driving force for social transformation and where participation can be expressed as achieving power in terms of access to, and control of resources necessary to protect livelihood.



Pieterse (2000) takes this concept of governance much deeper and argues that it's about "...effective collaborative planning, decision-making processes and mechanisms and implementation to co-ordinate distinctive efforts of the local government, civil society organisations and the private sector towards the progressive attainment of sustainable development and local democracy". The outstanding feature of change that confronts municipalities in our country, which also confronts municipalities all over the world, is its complexity. There are many factors that contribute to dynamic change, some which occur in spheres that are beyond the control of local authorities. The concept of governance will enable us to understand such an approach and assist us in finding effective and lasting solutions to the myriad of problems, which confronts local authorities. Developmental local government seeks to democratise local government democracy that is '...seen as creating a new set of opportunities, and the use of these opportunities calls for analysis of a different kind, dealing with the practice of democratic and political rights' (Sen:1999). Democracy if it is to succeed on a local level depends on the rules and procedures adopted, also on the opportunities offered to and utilised by citizens, democracy cannot survive without civic virtue, it needs to work for ordinary people.

#### **2.4 Policy and legislation for social development in South Africa**

Part of the transformation of governance in South Africa has resulted in the creation of policies and legislation to ensure that municipalities become more responsive to communities needs. Councillors and municipal officials have to understand the developmental role of local government and specifically the mandate of social and economic development. Local Government obtain its Constitutional mandate from Chapter 7, Section 152 and 153 of the Constitution (1996). Outlined below are the different categories of municipalities, the objectives and the development duties of municipalities. The objectives of Local Government are set out as follows in Section 152 (1) of the Constitution (1996):

- to provide democratic and accountable government for local communities;
- to ensure the provision of services to communities in a sustainable manner;
- to promote social and economic development; and
- to encourage the involvement of communities and community organizations in the matters of local government.

The developmental duties of municipalities are set out in Section 153 of the Constitution (1996) namely that a municipality must give priority to the basic needs of the community it serves when it comes to how its administration, budgeting and planning processes are structured and managed. A municipality must furthermore participate in both national and provincial development programmes and must promote the social and economic development of the community within which it is based.

Following the direction provided by the Constitution, the White Paper on Local Government (1998) (Section B (1)) was formulated and provides the cornerstone of developmental local government together with the Local Government Municipal Systems Act (Act 32 of 2000).

In this regard, the White Paper on Local Government states that local authorities must:

- maximize economic growth and social development;
- integrate and co-ordinate programmes;
- democratize development;
- provide household infrastructure and services;
- create liveable, integrated cities, towns and rural areas;
- focus on local economic development; and
- engage in integrated development planning, budgeting and performance monitoring.

The Local Government Municipal Systems Act (Act 32 of 2000) is the key policy guideline promoting developmental local governance. It is this policy that provides the specific function for local government in shaping and defining the social development role of municipalities. Table 1 highlights the specific roles and responsibilities of local government.

The diagram gives guidance as to the practical application to service delivery in local government.

**Table 2.2: Functions of Local Government**

<b>Functions of local government</b>	
<b>Legislative requirement</b>	<b>Roles and responsibilities in relation to service provision</b>
<p><b>Duties of municipal administrations:</b> Chapter 2 Section 6 of the Act:</p> <p>The administration of a municipality must:</p> <p>a) be responsive to the needs of the local community b) establish clear relationships and facilitate co-operation and communication between it and the local community</p> <p>This Section also gives the administration of Local Government the right to design programmes that will achieve these outcomes.</p>	<ul style="list-style-type: none"> <li>• Provision of childcare facilities</li> <li>• Primary interventions (such as referrals and crisis intervention)</li> <li>• Play a role in local economic development</li> <li>• Create an enabling environment for employment and income generating opportunities</li> <li>• Inter-sectoral and multi-disciplinary forums and action committees</li> <li>• Leadership development &amp; capacity building</li> </ul>
<p>Chapter 3 of the Act further outlines the general empowerment functions of local Administrations. These are :</p> <p>Section 8(2): A municipality has the right to do anything reasonably necessary for, or incidental to, the effective performance of its functions and the exercise of its powers</p>	<ul style="list-style-type: none"> <li>• Institutional arrangements</li> <li>• The creation of social development policy framework</li> </ul>
<p>Chapter 4 of the Act outlines the role of the local administrations in the development of a culture of community participation. In other words:</p> <p>Section 16 (1): A municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose:</p> <p>Encourage and create conditions for the local community to participate in the affairs of the municipality; Contribute to building the capacity of the local community to enable it to participate in the affairs of the community.</p>	<ul style="list-style-type: none"> <li>• Empowerment and capacity building to maximize community participation</li> <li>• The provision of forums and other channels whereby communities can give feedback and express needs</li> <li>• Focus on employment and income generating opportunities, as the locus of economic participation in the community</li> <li>• Building a culture of participation in local governance through promoting active citizenship</li> <li>• Promote participation in development activities and programmes in communities</li> <li>• Collaborative partnerships with NGOs, CBOs, FBOs, clubs and societies and private sector</li> </ul>

Chapter 5 of the Local Government Municipal Systems Act (Act 32 of 2000), identifies the importance of developing IDP's which will ensure that physical, social, institutional and economic planning processes of the different regions are linked to form a comprehensive whole. The outcome of this is the realization of the vision of Developmental Local Government as outlined in the White Paper for Local Government (1998).

The IDP process provides social development units/directorates at local level with the opportunity to ensure that community needs are adequately reflected in local plans and budgets.

Developmental local governance is shaped by specific policy and legislative guidelines. Whilst these policies have been implemented they cannot operate in isolation of strong intergovernmental relations. Intergovernmental relations are regulated in South Africa through guidelines in the Intergovernmental Relations Framework Act No 13, 2005 (IGRF Act).

The IGRF Act established the provisions to guide the three spheres of government in terms of:

- Implementing policy and legislation
- Establishing intergovernmental structures
- Managing the conduct of intergovernmental relations
- Settling disputes, and
- Monitoring and reporting to Parliament.

Central to the principles and objectives of the IGRF Act, is that whilst all three spheres of government have different roles and responsibilities, they cannot operate in isolation of each other. This forms the cornerstone of cooperative governance as required by the Constitution 41(2).

The fostering of inter-governmental relations and the creation of key structures ensure that local government has a voice in ensuring effective service delivery to communities in consultation with other spheres of government.

## 2.5 Social Development at the local authority level

### 2.5.1 Socio-economic profile of the Witzenberg municipality

**Table 2.3: District of the Witzenberg Municipality**

<i>URBAN AREAS</i>	<i>RURAL AREAS</i>
<i>Ceres, Bella Vista &amp; N'Duli</i>	Ceres Valley
<i>Wolseley</i>	Koue-Bokkeveld
<i>Tulbagh</i>	Achter-Witzenberg
<i>Prince Alfred's Hamlet</i>	Northern portion of Breede River Valley (Land van Waveren)
<i>Op-Die-Berg</i>	

At present there are 5 established towns with a population of 88 390 in the municipality. An outstanding feature of the municipality is a backlog of basic services, especially in the informal areas of N'Duli (Ceres), Pine Valley (Wolseley) and Chris Hani (Tulbagh).

#### **Demographic trends**

The composition of the population is an important building block to understand the reasons for development and underdevelopment. The structure of the Municipality's population is discussed below, with a specific emphasis on the vulnerable groups within the population, namely children and the elderly.

This approach is intended to examine the extent to which the vulnerable groups are included in the provision of services, and the areas in which the allocation of resources positively influence their well-being.

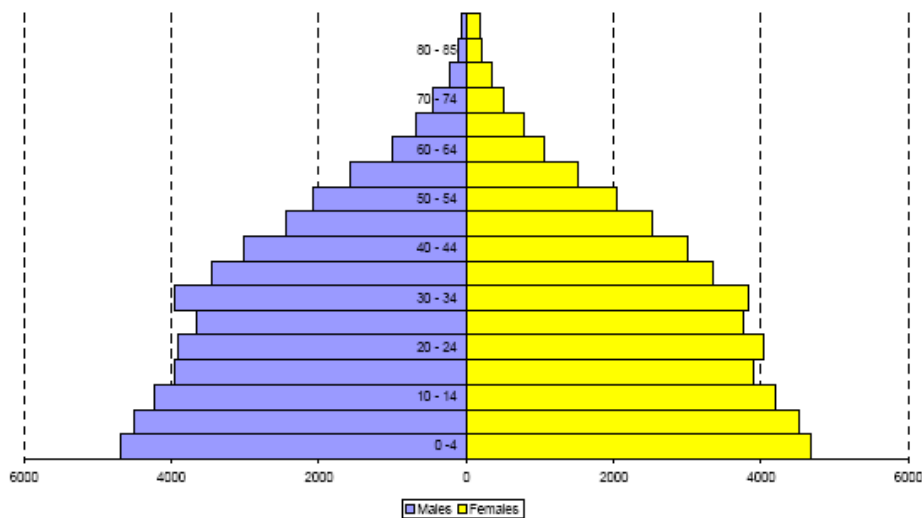
The Witzenberg local municipality has the smallest population in the Cape Winelands region, which accounts for approximately 14 per cent of the Western Cape's population in 2007.

As seen in Figure 1 below, the region has a bell-shaped population pyramid, reflecting a youthful population, with 48 per cent of the population being under the age of 25. This trend is forecasted to continue, with an estimated 47 per cent of the population to be under the age of 25 in the year 2012.

For purposes of this study, children are defined as individuals aged 0-14, the youth are defined as individuals aged 15-34 and the elderly are defined as individuals that are 65 and older.

The data contained in this section are derived from the Centre for Actuarial Research's (CARE) ASSA2003 Aids and Demographic model and are, unless otherwise stated, projections as at July 1. It should be noted that these projections may underestimate the population size, and consequently the growth rates. However, the model herein was the best available to the researchers (IDP Witzenberg Local Municipality 2009/2010).

**Figure 1: Witzenberg Local Municipality population pyramid, 2007**



Source: Actuarial Society of Southern Africa

### Children and youth

According to StatsSA, over 117 000 births were registered in the Western Cape in 2005, approximately 8, 5 per cent of the total births in the whole of South Africa. Within the Cape Winelands 14 014 births were recorded, representing 12 per cent of total births within the Western Cape. However, within the Witzenberg Municipality, only 39 births were recorded for 2005. This figure supports the slow population growth rate projections of the ASSA model as noted above (IDP Witzenberg Local Municipality 2009/2010).

Children do, however, form a large portion of the Witzenberg's population, with approximately 10, 6 per cent or 9 400 of the total population being under 4 years old. The proportion of under 4-year olds is expected to decline by 2012, when 10 per cent of the population will fall within the latter age category (IDP Witzenberg Local Municipality 2009/2010).

The youth accounts for 35,1 per cent of the municipality's total population, a ratio that is not dissimilar to that of the District's youth population proportion of 36 per cent. According to ASSA this percentage will decline to 33,5 per cent by 2012 (IDP Witzenberg Local Municipality 2009/2010).

### **The aged**

The aged currently account's for 4,0 % of Witzenberg's population, and as the population ages, the proportion of the aged is expected to grow to 4,5 % by 2012.

### **Gender**

As reported in Local Government (2006) the CWDM is relatively evenly split between males (49,8% compared to 49,6% of the total CWDM population) and females (50,2% compared to 50,4% of the total CWDM population). It is expected that this trend will increase slowly over time in favour of females (IDP Witzenberg Local Municipality 2009/2010).

### **Socio economic factors**

Witzenberg has 47 primary and secondary schools, representing 18 per cent of all schools in the Cape Winelands District, and on average has a learner/educator ratio of 37:1, compared to a ratio of 38:1 for the District. However, illiteracy rates in Witzenberg are high, with approximately 35 per cent of all people of the age of 14 being illiterate (Department of Education 2005 and Department of Health 2005).

Nearly 40 per cent of individuals in Witzenberg have not completed primary school education, with only 6 per cent moving on to higher education. It appears that the poor educational attainment of the Witzenberg population, coupled with the type of economic activity in the region and the employment opportunities it presents, has lead to a labour market with a low skills mix. Nearly two thirds of the Witzenberg labour force is employed in low skill categories.

The total unemployment stood at 14.6 per cent in 2001 which compares favourably with the district average of 18.4 per cent. However, when seasonal unemployment is considered, unemployment increases to 19.6 per cent in the Witzenberg and 22.4 per cent in the District. Social grant payments are social payments to individuals on the basis of specific needs and on the basis of having specific characteristics e.g. one of the old age grant specifications is the minimum age limit.

Social grants supplement income for those vulnerable and in need and lift households with no income out of abject poverty.

In the Witzenberg Municipality the proportion of households with below basic access to energy, water and telephone services fluctuated between 5.08, 2.26 and 5.9 per cent respectively between 1996 and 2001. Access to refuse removal and sanitation deteriorated in both the Witzenberg Municipality by 0.36 and 0.89 per cent respectively (Statistics South Africa: 2001 Census: Community profile database – DBSA).

Housing is an important area of service delivery in the Western Cape Province. According to Census 2001, the Witzenberg Municipality had close to 20,458 housing units, of which 79 per cent were brick structures. Informal housing comprise only 9 per cent of all housing units. Only 8.2 % of the population earned no income, which is lower than other local municipalities in the Winelands District Municipality (Department of Housing 2004).

The Witzenberg municipality has 11 wards, with provision for 21 ward seats in the region. In the past two municipal elections, 7 parties managed to obtain ward seats.. However, the dominant parties in both elections have been the African National Congress (ANC) and the Democratic Alliance (DA).

### **Economic structure and performance**

The economically active population (15-64 years) is an important resource for any economy. From the supply side, this segment of the population has a potential to contribute to economic growth through their involvement in the labour markets, if fully employed, and entrepreneurship. On the other hand, the same age group is the driving force behind household consumption patterns.

The economically active population accounted for about two thirds or 65,7 per cent of the Witzenberg's total population in 2007. This proportion is expected to increase marginally to 66 per cent by 2012. Furthermore, even though Witzenberg has been identified as a Project Consolidate Municipality, the budget assessment process (Western Cape Provincial Treasury, 2006: 8), found that the municipality is able to generate sufficient revenue and is not overly reliant on government funding. Revenue management can therefore be said to be in a good state. (IDP Review : 2008)



### **2.5.2 The social development context of Witzenberg Municipality**

The Witzenberg Municipality established a Social and Economic Unit in March 2006 to implement a social and economic development programme. Before this establishment the municipality only has a unit that comprised of three social workers and three support officers who were primarily responsible for the execution of the Indigent Subsidy i.e. free basic services to poor households who qualify.

Currently a social development plan and a LED plan have been compiled and it is in the process of being implemented. A LED Strategy is in place but a Social Development Framework or Policy need to be designed. This plan is part of the IDP of the municipality and has been adopted by Witzenberg Municipal Council.

Previous research by South African Local Government Association (SALGA) regarding social development in local government focused on the development of policy. The process of developing the policy was a participatory one involving the full participation of councillors nationally led by the chairperson of the South African Local Government Association (SALGA) Social Development Committee.

The process started in November 2006 with a workshop facilitated by Professor Patel and Ms Tessa Hochfeld of the Centre for Social Development in Africa (CSDA), at the University of Johannesburg. At this meeting the policy approach was discussed and agreed upon including the guidelines for the policy framework and focus areas. The CSDA was contracted to proceed with the development of the policy. A literature search was conducted together with seven face-to-face and telephone interviews with senior SALGA officials and office bearers.

This Social Development Policy Framework is a discussion document which will be used as a guide to further consultation by SALGA structures. Local government is also required to implement other wide-ranging government policies such as the White Paper on the Transformation of the Public Service (1995) and the Batho Pele initiative (1997). These policies together with other macro policies inform the way in which local government delivers efficient and effective services.

A pertinent policy for SALGA's social development policy framework is the White Paper for Social Welfare adopted by parliament in 1997 (Department of Welfare and Population Development, 1997). The policy indicated that the government is committed to the decentralization of the social welfare service delivery system.

According to the White Paper for Social Welfare decentralization of services is an urgent priority as it will promote increased access to services, greater responsiveness to needs at the local level, coordinated efforts, inter-sectoral collaboration and the empowerment of local communities who can be actively involved in addressing their own needs.

In the interim, the Department of Social Development was mandated to develop a strategy for the delivery of services at local government level in consultation with its stakeholders. Such strategy was to make recommendations on which functions could be most effectively devolved to local government level.

This has however not occurred and the Department of Social Development has indicated that in the medium term, IDP processes will inform social development at local level (cited in the Department of Social Development's Departmental Strategic Plan 2004/04 - 2005/06).

### **2.5.3 Social Development Programmes Areas**

The South African Local Government Association (SALGA) is mandated by the South African Constitution to assist in the wholesale transformation of local government in South Africa.

Its existence is anchored on Section 163 of the Constitution and the Organized Local Government Act of 1997. SALGA has identified the following focus areas for the development of social development programmes: poverty reduction; HIV and AIDS; municipal health (including environmental health); youth development; children; disabilities; gender equality; older persons; displaced persons – homeless people, economic migrants and refugees ; persons and groups who are excluded from full participation in society such as people infected and affected by HIV and AIDS and those who are discriminated against on account of their sexual preference; safety and security; sports and recreation; arts, culture and heritage; library and information management systems and disaster Management.

**Table 2.4 Multi-Modal Strategies and Programmes**

MULTI MODAL STRATEGY	PROGRAMMES
Poverty reduction and sustainable livelihoods strategies	<ul style="list-style-type: none"> <li>• Social relief and social assistance e.g. distribution of food parcels.</li> <li>• <b>Local economic and community development initiatives</b> <ul style="list-style-type: none"> <li>Entrepreneurship development</li> <li>Business development skills</li> <li>Saving schemes</li> <li>Food security –food gardens</li> <li>Employment programmes</li> <li>Community based public works programmes</li> <li>Facilitating access to municipal services and infrastructure to support livelihood activities</li> </ul> </li> <li>• Youth service &amp; Volunteer programmes</li> <li>• Advice Offices, Access to information (housing, financing and social security options, migrant and refugee support).</li> </ul>
Integrated family-centred, household and community based development strategies and support for vulnerable groups including children, youth, women, older persons, people with disabilities, displaced persons.	<ul style="list-style-type: none"> <li>• Early Childhood Development Programmes</li> <li>• <b>Skills development</b> <ul style="list-style-type: none"> <li>Parenting skills</li> <li>Life skills for youth</li> <li>Business skills development</li> <li>Job search</li> </ul> </li> <li>• <b>Counselling</b> <ul style="list-style-type: none"> <li>Family counselling</li> <li>Trauma counselling</li> <li>Peer counselling</li> <li>Lay counselling</li> </ul> </li> <li>• <b>Support programmes</b> <ul style="list-style-type: none"> <li>Help Lines</li> <li>Support groups</li> <li>Advice services</li> <li>Home based care</li> </ul> </li> <li>• Feeding Schemes</li> <li>• <b>Income generating programmes</b> <ul style="list-style-type: none"> <li>Food gardens</li> <li>Strengthening livelihood activities</li> <li>Facilitating access to resources to strengthen livelihoods</li> </ul> </li> </ul>
Community information, education and communication strategies	<ul style="list-style-type: none"> <li>• <b>HIV/AIDS education and prevention</b></li> <li>• <b>Advice Centres</b> <ul style="list-style-type: none"> <li>Access to social grants &amp; information on services, housing, consumer advice, paralegal services</li> <li>Counselling</li> <li>Awareness programmes around teenage pregnancy</li> <li>Substance abuse awareness &amp; education</li> <li>Career counselling, employment information</li> <li>Parenting skills</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>• <b>Multi Purpose Centres</b> offering <ul style="list-style-type: none"> <li>Peer and lay counselling</li> <li>Youth cultural &amp; arts programmes</li> <li>Volunteer programmes</li> <li>Host for community programmes</li> </ul> </li> <li>• Skills development – vocational and/or life skills</li> <li>• <b>Crime Prevention</b> <ul style="list-style-type: none"> <li>Diversion programmes for people in conflict with the law</li> </ul> </li> <li>• Community based public works programmed</li> <li>• <b>Sports Development</b> <ul style="list-style-type: none"> <li>Sport development especially for children and youth</li> <li>Maintenance of sports and recreational spaces</li> </ul> </li> <li>• <b>Library Services</b> <ul style="list-style-type: none"> <li>Promotion of community library services</li> <li>Library outreach programmes (especially in rural areas)</li> </ul> </li> </ul>
Advocacy strategies	<ul style="list-style-type: none"> <li>• Awareness raising</li> <li>• Capacity building</li> <li>• Legal advocacy</li> <li>• Community campaigns</li> <li>• Advocacy for services and policies</li> <li>• Representing needs of interest groups</li> <li>•</li> </ul>
Social Policy and Planning Strategies	<ul style="list-style-type: none"> <li>• <b>Research</b> <ul style="list-style-type: none"> <li>Action &amp; Participatory research</li> <li>Community surveillance</li> <li>Monitoring and evaluation</li> <li>Early warning systems</li> <li>Rapid appraisals</li> </ul> </li> <li>• <b>Capacity Building</b> <ul style="list-style-type: none"> <li>NGO's and CBO's in project cycle management</li> </ul> </li> <li>• <b>Community consultations &amp; participatory Planning</b></li> </ul>

(Adapted from Patel, 2005 Applied Fiscal Research Centre (AfreC) 2007)

The Witzenberg Social development Implementation plan for the financial year 2008/2009 is as follows:

**Table 2.5 Social Development in Witzenberg**

<b><u>SERVICE DELIVERY AREA</u></b>		<b>SOCIAL DEVELOPMENT: WITZENBERG</b>		
<b><u>OBJECTIVES</u></b>		Establishment a Human Rights Desk for Vulnerable groups		
<b><u>ACTIONS</u></b>		<b><u>MEASUREMENT</u></b>	<b><u>008 / 009</u></b>	<b><u>RESOURCES</u></b>
1	Securing funding for the implementation of a Human Rights Desk	Adequate funding obtain		Salga CWDM
2	Initiating and coordinating Disabled Programmes	Workshops with Disabled Persons Bilaterals with NGO's and government departments Job creation programmes for Disabled persons	R 10 000	DPSA Dept Social dev Dept Health Dept Eco Affairs FALSO
3	Initiating and coordinating Child Protection Programmes	Meetings with private welfare organizations, schools etc Life skills training		Badisa ACVV Churches Schools Dept Education
4	Initiating and coordinating HIV and Aids programmes.	Stakeholder workshops Bilaterals with government departments HIV/Aids Awareness	R 7 500	Dept Health Dept Social Dev Dept Education Witzenberg Aids Action Advice Office Siyakathala Ikayaletu
5	Support Early Childhood Development (Crèches)	Meetings with Government stakeholders Assistance to crèches		Dept Social dev Dept Health Dept Education CWDM
6	Strengthen farm eviction programmes	Partner with Witzenberg Advice Office on Farm eviction strategy Social support to evictions		CWDM Witzenberg Advice Office Dept Land Affairs Dept Agriculture
7	Strengthen forums pertaining Women, Disabled, Children, ECD, HIV/Aids and the Elderly  Youth Council	Quarterly forum meetings Partner with Government funders	R 37 500	Dept Health Dept Social Development Dept Education CWDM

#### **2.5.4 Challenges and opportunities**

Various challenges currently confront local government in furthering social development locally. One of the key challenges is the lack of understanding of the role of local government in promoting the social development of communities. Coupled with this is the limited championing of social development and the need for lobbying for increased social development budget allocations in local government. Intergovernmental relations remain a challenge for local government especially in regard to services delivery.

Local authorities have participated in intergovernmental initiatives and structures in an ad hoc and unsystematic way. Communication strategies are also not well defined between the different spheres of government. Local government can provide key information to provincial and national departments about local needs and realities. There are structured mechanisms in place for example, intergovernmental forums; these platforms could be used more effectively to reflect the voice of local government. A key mechanism to promote integrated planning is the Integrated Development Plan (IDP) processes. IDP processes can serve to integrate social development as a cross cutting theme in social development planning in local government. In many instances social development activities are narrowly focused and tend to be limited to participation in calendar events in communities for example Women's Day, 365 Days of Activism and Worlds Aids Day. A review of some of the IDP's initiatives indicates that social development as a function is under-developed. This research could contribute to more appropriately reflecting social development programmes in the IDP's (Patel: 2007).

The escalating social problems facing communities place further pressures on local authorities to meet community needs. The increase in the rate of people living with HIV and AIDS has placed additional strain on existing health resources. Unemployment and rising poverty levels especially in and among young adults and women headed households with young children remain a key priority. Youth development programmes are sorely lacking in communities.

There is under provision of community based services for the elderly and people with disabilities. Some municipalities are also faced with problems of homelessness and displaced persons including economic migrants who are moving to larger towns and metropolitan areas.

Whilst it is not the sole responsibility of local government to provide for the needs of vulnerable people, there is a definite role that local government could play in mobilizing all the relevant stakeholders to work together to support vulnerable people. Poor people survive in many different ways and there are creative opportunities for local authorities to strengthen people's livelihood efforts, build networks of support and promote opportunities for people's social problems to be addressed (Patel: 2007).

A critical challenge to local government service delivery is often cited as a lack of financial resources. Opportunities to enter into strategic partnerships can assist local governments in mobilizing additional funding or to access other governmental funding especially from the private sector. Public private partnerships at a local government level have proven to be successful and local governments could also learn from best case practice models elsewhere.

Whilst such strategic partnerships could serve to mitigate the financial resource burden on local government, there are nevertheless other factors that contribute to the financial burden of local authorities. These include a lack of spending of conditional grants i.e. Municipal Infrastructure Grant (MIG); problems experienced with the timing of intergovernmental transfers from national and provincial departments which impacts on the successful role out of projects at municipal level. Inadequate costing of social development and related programmes and financial management and general capacity constraints also impact negatively on effective and efficient service delivery (Patel: 2007).

The Witzenberg Municipality has been declared by National Government as a Project Consolidate municipality due to a lack of financial and other resources. At present there are five established towns in the municipality and it is characterised by a backlog of basic services especially in the informal areas of N'Duli (Ceres), Pine Valley (Wolseley) and Chris Hani (Tulbagh). High levels of poverty exist mainly in the winter months as the local economy is built around seasonal agricultural activities.

To ensure community participation, the IDP process was augmented by a door to door survey led by councillors of the municipality and supported by municipal officials (outside of normal working hours with no extra remuneration) and members of ward committees. While the primary aim of this exercise was to gain

insight into the views of communities, for inclusion in the IDP, it also provided a secondary opportunity to sensitise the 80 municipal volunteers and especially councillors to the IDP as a tool for a developmentally oriented Witzenberg Municipality. A total of 880 households were visited which represent about 5% of all households in the municipality.

With respect to the formulation of a vision, development objectives, development strategies and project identification, it needs to be understood that Witzenberg Municipality has been designated a “project consolidate” municipality, which have a profound impact on IDP and Budgetary processes. Currently the budget provide for social development projects to the tune of R 80 000 per annum. During our IDP/Budget Community meetings which were held from 12 to 16 May 2008 in the Witzenberg Municipal Area, communities were accusing Councillors of not implementing “election promises” namely delivering housing, creating jobs and giving support to vulnerable groups like the aged, youth, children, persons with disabilities and those affected and infected by HIV and AIDS. Councillors were also accused of using the votes of poor people to gain positions and that they and some municipal officials don’t adhere to the Batho Pele principles as they were putting it “the municipality don’t care for poor and vulnerable people”. The Mayoral committee members’ and the top management of the municipality indicated at these meetings that housing are provincial government’s responsibility but that the municipality has the responsibility to create a climate for economic development and that the limited budget for social development put a bigger responsibility on the municipality to force strategic partnerships with government departments.

Some of the issues raised by the community at IDP/Budget meetings in 2008 were the need for (Early Childhood Development) ECD facilities in areas of greatest need specifically informal settlements, job creation, opportunities for persons with disabilities and the combating of AIDS (Witzenberg IDP: 2007-2011).

Insofar as the design and specification of the projects for implementation are concerned, the most significant challenge relates to the fact that the municipality’s fiscal resources are inadequate to provide for the needs. This necessitated a major exercise in re-prioritising needs correctly, and ensuring that no wastage occur in the implementation of projects (Witzenberg IDP Document: 2007-2011).



Cabinet approved a comprehensive Local Government Turnaround Strategy on Wednesday the 2<sup>nd</sup> of December 2009. The Strategy was presented to Cabinet by the Minister for Cooperative Governance and Traditional Affairs, Mr. Sicelo Shiceka (Turn-Around Strategy: 2009). It is underpinned by two important considerations. The first is that a “one size fits all” approach to municipalities which is not useful or acceptable. Each municipality faces different social and economic conditions and has different performance levels and support needs. Thus a more segmented and differentiated approach is required to address the various challenges of municipalities.

The second consideration is that Cabinet recognizes that the problems in Local Government are both a result of internal factors within the direct control of municipalities as well as external factors beyond municipalities’ control.

The internal factors relate to issues such as quality of decision-making by Councilors, quality of appointments, transparency of tender and procurement systems, and levels of financial management and accountability. The external factors relate to the revenue base and income generation potential, inappropriate legislation and regulation, demographic patterns and trends, macro and micro-economic conditions, undue interference by political parties and weaknesses in national policy, oversight and Inter-Governmental Relations (IGR).

The twin over-arching aim of the Turnaround Strategy is to:

- Restore the confidence of the majority of our people in our municipalities, as the primary delivery machine of the developmental state at a local level.
- Re-build and improve the basic requirements for a functional, responsive, accountable, effective, and efficient developmental local government.

The five strategic objectives of the LGTAS are to:

- i. Ensure that municipalities meet basic needs of communities. This implies that an environment is created, support provided and systems built to accelerate quality service delivery within the context of each municipality’s conditions and needs;
- ii. Build clean, responsive and accountable local government. Make sure that systems and structures and procedures are developed and enforced to deal with corruption, maladministration and ensure that municipalities communicate and account more to communities;

- iii. Improve functionality, performance and professionalism in municipalities. Ensure that the core administrative and institutional systems are in place and are operational to improve performance;
- iv. Improve national and provincial policy, support and oversight to local government.; and
- v. Strengthen partnerships between local government, communities and civil society. Ensure that communities and other development partners are mobilized to partner with municipalities in service delivery and development.

The key interventions under these five strategic objectives focus on ensuring that:

- a) National Government (including state enterprises) organizes itself better in relation to Local Government;
- b) Provinces improve their support and oversight responsibilities over Local Government;
- c) Municipalities reflect on their own performance and identify their own tailor-made turnaround strategies;
- d) All three spheres of government improve Inter-Governmental Relations (IGR) in practice;
- e) Political parties promote and enhance the institutional integrity of municipalities; and
- f) A social compact on Local Government is put in place where all citizens, including public officials at all levels, those in the private sector, trade unions, professional bodies and traditional leaders are guided in their actions and involvement by a common set of governance values.

## 2.6 SUMMARY

The Chapter offer an idea of the social development approaches, important legislation and social development programmes, challenges and opportunities in the Witzenberg Municipality. It is important to note that Councillors are being confronted within communities to be invisible and discharge their duties by listening carefully to what communities say and to speak up, fearlessly, for their communities.

These councillors should promote all-round active participation of communities in the creation of jobs, and the fight against poverty, disease and the neglect of vulnerable groups namely the aged, children, youth, persons with disabilities and early childhood development. In this way councillors will become organisers of the South African people, the force that mobilises them to become active agents of a better life for all.

The review of programmes shows that the participation of poor people is a pre-requisite for growth. Without addressing inequality and poverty, there can be no long-term sustainable path to development. Poverty is understood as being the lack of social capabilities and capacities to access the opportunities and possibilities of a society moving forward. Building a space for social solidarity, encompassing vulnerable groups, entrenching pro-poor policies, are not simply acts of charity: they ensure the social cohesion, stability and capabilities for sustainable growth and development. In this scenario, the coordination and driving of such pro-poor policies is thus a central feature of all other policies and programmes and the key to their success.

## CHAPTER THREE

### Research Design and Methodology

#### 3.1 Introduction

This chapter outlines the research methodology and design of this study. The chapter begins with a discussion of the chosen research methodology, the research design and the population and sampling. As data collection remains an important aspect of any research, the chapter provides a thorough description of the methods of data collection and analysis used in the study. The chapter concludes with an in-depth explanation of the measures to ensure validity and reliability.

#### 3.2 Aim and focus of the study

The aim of the study is to explore the conceptualization of social development by councillors and senior employees of Witzenberg municipality.

The Research question guiding this study is:

What is the understanding of social development by councillors and senior employees of Witzenberg Municipality?

The objectives of this study are:

- d) To evaluate and synthesise literature pertaining to the conceptualization of social development in local government
- e) To explore and describe the understanding of social development by municipal councillors and the senior employees.
- f) To present the findings of the study with recommendations for a framework for the implementation of social development in the Witzenberg Municipality

### **3.3 Research design**

As the study aims to explore the experiences, perceptions and expectations of municipal councillors and the employees of social development, the researcher used a mixed methodology design model which allows the mixing of research paradigms. The researcher therefore mixed aspects of qualitative and quantitative paradigms in the design of the study. The explorative strategy of enquiry as part of the research design is included to explore the understanding pertaining social development by councillors and employees.

### **3.4 The research approach and process**

Apart from quantitative and qualitative research approaches, Creswell's (1994) proposes a third approach namely the mixed methodology design which represents the mixing of research paradigms. The researcher therefore mixed aspects of the qualitative and quantitative paradigms in the design of the study. According to Creswell (1994) the paradigms might be mixed in the introduction, in the literature review and theory use, and in the purpose statement and the research questions. This approach adds complexity to a design and uses the advantages of both the qualitative and the quantitative paradigms. Moreover, the overall design perhaps best mirrors the research process of working back and forth between inductive and deductive thinking in a study. On the negative side it requires a sophisticated knowledge of both paradigms conveying the linking of paradigms that may be unacceptable to some authors and requires that the writer convey a combination of paradigms unfamiliar to many researchers.

To answer the research question above (see 3.2), a mixed method was employed for this purpose. And as alluded to in 3.3 of this Chapter the researcher included the explorative strategy of enquiry as part of the research design as she aimed to explore the understanding of the conceptualization of social development by councillors and employees. In addition a descriptive strategy of enquiry was used as part of the research design because it allowed the researcher the opportunity to look with intense accuracy at the concept of social development, namely the understanding of social development by councillors and employees and to describe their perceptions and ideas.

Mouton and Marais (1999) assert that the quantitative approach is more formalised as well as more explicitly controlled than the qualitative approach, with a range that is more exactly defined and is relatively closer to the physical sciences. In contrast qualitative approaches are those in which the procedures are not as strictly formalised, the scope more likely to be undefined, and a more philosophical mode of operation is adopted.

Reid and Smith (1981) point out that in the quantitative approach the researcher's role is that of an objective observer and studies are focused on specific questions or hypotheses that ideally remain constant throughout the investigation. Data collection procedures and types of measurement are constructed prior to the study and applied in a standardised manner. Interviewers or observers are not expected to add their own impressions or interpretations. The researcher captured the quantitative element of the research through the first questions in the interview which focus on identification particulars and numerical values of gender, age, position and years of experience. In this regard specific questions were asked of all participants that was standardised.

When working from a qualitative perspective the researcher attempts to gain a first-hand, holistic understanding of phenomena and data collection gets shaped as the investigation proceeds. Methods such as participant observation and unstructured interviewing are used. Qualitative methodology rests on the assumption that valid understanding can be gained through accumulated knowledge acquired first-hand by a single researcher. Finally, the assumptions and methods of qualitative research lead to outcomes or findings that differ significantly from the results of quantitative research (De Vos: 1998).

The qualitative element was captured by asking questions to get a holistic understanding of social development by the participants. Valid understanding was gained through accumulated knowledge acquired first-hand from councillors and employees regarding their perceptions of social development in the local government arena. Councillors and employees had the opportunity to share their knowledge and experiences regarding social development.

The concept "triangulation" is sometimes used to designate a conscious combination of quantitative and qualitative methodology (Mouton and Marais: 1990).

According to Mouton and Marais (1990), the term “triangulation”, was originally coined by Denzin (1978). It refers mainly to the use of multiple methods of data collection with a view to increasing the reliability of observation, and not specifically to the combination of quantitative and qualitative approaches. Duffy (1993), states that triangulation can be by means of

- Theoretical triangulation which involves the use of several frames of reference or perspectives in the analysis of the same set of data,
- Data triangulation which attempts to gather observations through the use of a variety of sampling strategies to ensure that a theory is tested in more than one way,
- Investigator triangulation which refers to the use of multiple observers, coders, interviewers and/or analysts in a particular study, and
- Methodological triangulation is the use of two or more methods of data collection procedures within a single study.

It is therefore necessary that a researcher states clearly what is meant by the term “triangulation” in a particular study. In this study “triangulation” refers to Creswell (1994) who asks how one would design a study that combines the qualitative and quantitative paradigms in a single project. The author answers his own question by presenting three models that advance useful prototypes for combining designs namely the two-phase model (researchers propose to conduct a qualitative phase of the study and a separate quantitative phase of the study) the dominant-less-dominant model (the researcher presents the study within a single, dominant paradigm with one small component of the overall study drawn from the alternative paradigm) and a mixed methodology design model as referred to in 3.3 of this Chapter.

Krefting (1991) describes triangulation as the comparison of multiple perspectives by using different methods of data collection. In this study triangulation of data sources will be employed by means of interviewing two groups of participants namely councillors and employees. The researcher used triangulation by combining the structured questions which refer inter alia to the years of experience

in local government in conjunction with the descriptive questions namely to explore participants' understanding of social development in local government. It was evident that the views of the participants were based on their experience.

Guba's model (in Krefting, 1991) of ensuring the trustworthiness of qualitative data was applied. The four aspects, to ensure trustworthiness, are the truth-value, its applicability, the consistency and neutrality of the data. Truth-value asks how confident the researcher is with the truth of the findings based on the research design, informants, and the context in which the study was undertaken. It is concerned with the fact whether the findings of the study are a true reflection of the experiences of the participants of the study (Krefting; 1991). Truth-value is established through credibility.

The researcher made use of various interviewing techniques during the interview, e.g. probing, verbal and non-verbal expressions, restating and summarizing in order to explore and enhance the credibility of the study. Questions formulated in the interview schedule were put to all participants and the researcher made sure that participants understood the questions by at least asking each question twice. The researcher verified the information by transcribing the participants' responses and then asking them to confirm it.

### **3.5 The sampling method**

A sample, according to Arkava and Lane (1983 in De Vos 1998) refer to the element of the population considered for actual inclusion in the study or it can be viewed as a subset of a population in which the researcher is interested. The population for this study is comprised of Mayoral Committee members (also known as councillors) who are involved in social development programmes in the Witzenberg Municipality and employees of the Witzenberg Municipality at senior management level involved in social development initiatives.

The researcher used purposive sampling to select a sample of councillors and employees for inclusion in the research. According to Cilliers (1973) and Huysamen (1993) the size of the sample could also be influenced by the relative homogeneity of the population and the desired degree of reliability for the purposes of the investigation.



According to Yegidis and Weinbach (1996) purposive sampling is based on the assumption that this sampling method will provide the researcher access to some specialised insight or a special perspective, experience, characteristic, or condition that he/she wishes to understand. The approach to sampling was influenced by the availability of Councillors.

In the local government sphere there is two groupings namely councillors, who are the policy makers, and employees, who are responsible for the implementation of such policies. For the purpose of this study it was important to get an understanding of the notion of 'social development' as used by both groups in order to design a framework for social development in the Witzenberg Municipality (according to research objective 3 of the study).

The researcher obtained a list of all the councillors and employees from the management of the Witzenberg Municipality and telephonically invited them to participate in the study. Interviews were scheduled as participants indicated their willingness to participate in the study.

At the start of each interview the researcher provided the participants with the questions. Furthermore, she asked their permission to tape-record the interviews. She also informed them about who will have access to the recordings and the transcripts of the audio recorded interviews, namely the researcher, the person who will be checking the translations of the transcripts from Afrikaans to English, and the supervisor of the study. If they agreed to voluntarily participate in the research, they were requested to sign the consent form.

This study started in February 2007 whilst the African National Congress (ANC)/ United Independent Front (UIF) Coalition was in power in the Witzenberg municipality. On 26 October 2007 the political power shifted to the Democratic Alliance (DA) /Independent Democrats (ID) and UIF coalition and on 16 November 2009 the ANC/UIF/NPP coalition took control of the municipality. The interviews were finalized during the reign of the DA/ID/UIF coalition. For a more representative study the researcher also included participants from the ANC and NPP who were not part of the coalition at that stage.

### 3.6 Data collection methods

The researcher started the process for data collection by making contact with the participants through telephonic calls and visits to their offices. The purpose of this engagement was to invite the participants to take part in the study. Furthermore, the criteria for inclusion were explained to prospective participants and they were informed that their participation is voluntary and that their privileges/ rights as councillors or employees will not be jeopardized in any way. Those who agreed to participate in the study were explained the contents of the preamble to the consent form explained to them. On indication that they understood the content of the letter, they were requested to sign the consent forms. The interviews were scheduled around the availability of the councillors and senior management who usually has hectic schedules of meetings, workshops and conferences.

Data was collected by means of an interview schedule consisting of closed and open-ended questions. Holloway and Wheeler (2002) assert that semi-structured or focused interviews make use of questions that are contained in an interview guide with a focus on the issues to be covered. Individual interviews were conducted in the participants' language of choice and were audio-taped with their consent.

The following request and questions were used as a guide in collecting qualitative data from councillors and officials:

**Request:**

What is your understanding of the concept, Social Development?

**Questions:**

Who is responsible for social development?

What social development programmes are you aware of?

What is your role in terms of social development?

What is the role of the Witzenberg Municipality in social development?

What recommendations will you make pertaining to a more effective approach to social development?

The following request and questions were used as a guide in collecting quantitative data from councillors and senior employees:

- Identification Particulars (Name, Age, Gender)
- Position held in municipality
- Years of experience in local government

The researcher used the following techniques outlined by Creswell (2003): during all the interviews the researcher made a conscious effort initially to establish trust and built rapport and try at all times to ask questions that are only related to the study. The researcher demonstrated that she was listening carefully by using verbal cues. Interviewees were informed about the timeframe for the interviews and they had the opportunity to ask questions and seek clarification if questions were not understood.

The role the researcher adopted during the process of data collection can be described as that of participant-observer. In this role she interacted closely enough with participants' to get an insider view, but try to remain "objective" ( Compare Gold in De Vos et al., 1988). The researcher who is also the Manager for Socio-economic development in the municipality and some of the questions posed required objective responses which were directly related to the researcher's job description. Through observation the researcher realized that the municipal employees were more confident answering the open-ended questions regarding social development compared to the councillors. The latter were quite at ease answering quantitative questions which required less definite content. In answering some qualitative questions it was clear that participants based their input on experience gained through initiatives in the social development field.

The interviews were audio taped and later on transcribed and translated into English. According to Holloway and Wheeler (2002) the best form of recording interview data is by tape-recording because tapes contain the exact words of the interviewees. The researcher was also able to maintain eye contact and pay attention to what participants said.

### **3.7 Data analysis**

Neuman (1997) explains data analysis as a search for pattern's in recurring behaviours and themes while Marshall and Rossman (1990) describes data analysis as the process of bringing order, structure and interpretation to the mass of data collected.

Once the data collected became repetitive, a point of data saturation (Schurink in De Vos et. Al.,1998) was reached and the process of data collection was subsequently concluded.

The tape-recorded interviews were transcribed in English and a translator checked the translated transcripts. The transcripts were verified with all participants to ensure that the information is correct.

The researcher followed the eight steps as proposed by Tesch (in Creswell, 1994) to analyse data as alluded to in Chapter 1 of the study.

This entails the following:

1. The researcher got a sense of the whole data by reading all the transcripts carefully, jotting down along the margin the ideas as they come to mind in connection with each topic.
2. Choosing the transcript on top of the pile of the transcribed interviews, the researcher reads through the transcript, asking herself what it is she is reading. This step involved thinking about the underlying meaning, rather than the “substance” of information.
3. This process was repeated until a list of all the topics was acquired. The topics were then clustered together into baskets that could be labelled as “major topics”, “unique topics” and “leftovers”.
4. With the list at hand, the data has been revisited. An abbreviation for each of the topics was made in the form of codes and the codes were written next to the appropriate segments of the texts. This preliminary organizing scheme was used to see if new categories and codes emerge.
5. The researcher founded the most descriptive wording for the topics and turned them into categories.
6. Efforts were made to reduce the total list of categories by grouping together topics that related to each other. Lines were drawn between categories to show interrelationships.
7. The researcher then made a final decision on the abbreviation for each category and alphabetised the codes.
8. The data material belonging to each category was assembled in one place and preliminary analysis was performed.

### **3.8 Limitations of the study**

This study focused mainly on the Witzenberg municipality as one of the five municipalities in the Cape Winelands District. The study therefore cannot be generalized due to the fact that the municipalities are controlled by different political groups, coalitions and parties who have different policies and perspectives. Although the councillors were from different political parties it brought into the open a diverse range of views about the research questions.

Secondly, councillor's lifespan in holding political office, especially Mayoral committee members, is sometimes very short especially when the balance of power is threatened by another party. For instance the deputy mayor, who was also the portfolio councillor for public safety and social development during the time of the interviews being conducted, is no longer a member of council. This results in poor planning and offers no long term strategies in local government because there is no guarantee that the councillors drafting the policies will be around with the implementation of the policies.

Since the start of the study in February 2007 political powers changes on 26 October 2007 and again on 16 November 2009 which influenced the views of councillors.

#### **3.8.1 Literature reviewed**

There is a paucity of literature dealing with social development in local authorities is simply non-existent. Most of the literature dealing with development at this level focuses mainly on socio-economic development. Social development literature in the South African context does not focus on sustainability.

Also, literature is highly politicised and used in election campaigns with mere promises being made to the electorate.

#### **3.8.2 Research instruments**

A semi-structured interview schedule was employed which consisted of (a) open-ended and (b) close-ended questions.

Limitations of the research instrument is that it had a specific focus as it explored the views of only councillors and senior employees of one local authority.

The Interview schedule consisted of three components namely

1. Identifying details of participants namely gender, age, position, years of experience
2. Perceptions of Social Development. This aspect explored participants' perceptions, awareness of social development initiatives, who should initiate the programmes and who should be responsible.
3. The third component explored the role of local government in social development namely the role of municipality and councillors with the view of making recommendations for more effective programmes regarding vulnerable groups and by identifying five priorities for social development

### **3.8.3 Research design**

De Vos (1998) and Thyer (1993) view a “research design as a blueprint or detailed plan for how a research study is to be conducted”. Huysamen (1993) refines this definition by specifying that this plan, or blueprint, offers the framework according to which data are to be collected to investigate the research hypothesis or question in the most economical manner. Thomas (1989) views design as the planned and systematic application of relevant scientific, technical and practical information to the creation and assembly of innovations.

The research design made provision of a mix methodology which offered the opportunity to the participants to answer both open-ended and close questions.

The researcher intended to explore and described the understanding of the concept or idea of social development in a local government environment of councillors and of employees of Witzenberg Municipality but it seems that especially councillors don't give focus answers on open ended questions and more structured questions will be an effective tool when interviewing them. The question about the role of councillors in social development placed councillors in a position to comment on their own involvement whilst the employees were very outspoken and clear in their opinion about the role of councillors which was mainly based on local government legislation.

### **3.9 Problems encountered in conducting the study**

Political instability and by-elections influenced access to councillors who spent a lot of time in party caucuses at the time when the study was undertaken.

It was sometimes awkward for the researcher who is also an employee of the municipality to pose the questions to the participants about social development programmes in the municipality. However the researcher tried to create a climate in which participants could feel that they could be honest.

Local government as eluded to in Chapters one and two is the “closest to the people” and to ensure community involvement a ward committee system has been implemented whereby communities give their input through Integrated Development Plan (IDP) engagements. The municipality is being seen as the vehicle for service delivery and people don’t understand the different spheres of government namely the role of government departments, district municipalities and provincial government. This lead to municipalities having to play different roles, sometimes as facilitator or coordinator to service delivery objectives. Incapacity to effect meaningful community engagement, especially the connectedness at ward/neighbourhood level, disregards the necessity of ownership and sustainability of interventions within the municipality.

Importantly, community participation should not be seen as a legal compliance action but as essential to enable the community to take responsibility for the future development of the municipality and release the community’s own energy and resources in actions as part of the Integrated Development Plan.

Similarly, municipal-wide engagement should enable other social partners (organised business, labour, civil society) to consider its own role in contributing to the development of the municipality and applying its resources to achieve delivery on the long term development strategy as captured in the IDP.

### **3.10 Summary**

This Chapter provided a detailed discussion regarding the research paradigm, research design and methodology on which the current study is based. Data collection and analysis were presented and with a description of the research design and methodology as well as the data analysis. The next chapter will provide the reader with a comprehensive description of the research findings.

## CHAPTER FOUR

### Data Analysis and Findings

#### 4.1 Introduction

In this chapter the researcher will present the data analysis and findings of the study. In order to place the study and its findings in context, the biographical details of each research participant is presented. The findings that emerged from this study are subsequently discussed and substantiated with narratives from interviews.

#### 4.2 Data organisation

In order to organise the data, various strategies were employed. The dates and times of all interviews were recorded in the researcher's personal research file, as well as on both the interview audiotape and in the transcription. Records were kept of each interview in both electronic and printed format, which were stored safely in a filing cabinet to protect the confidentiality assured to each participant. Once the interviews had been transcribed, all the data were perused and given to each respondent in order to ensure verification of the information. The respondents then approved the information. Thereafter data, including the transcriptions, were stored for analysis.

Data organization is key to saving time; documenting data is one of the main requirements in organizing research information.

According to Noble (2009) data has to be accessible but also stored securely. Organising quantitative data follows the same principles as qualitative data, except that the categories in qualitative data are assigned names whereas quantitative data are assigned numerical values.



### 4.3 Data analysis

**Table 4.1 Tesch's framework for analysis**

This framework refer to the outline in Chapter 3 whereby the following themes and sub-themes with the categories were identified.

Theme	Sub-theme	Category
Perceptions	Views of: Councillors re social development Employees re social development	<ul style="list-style-type: none"> <li>• Awareness of the social development unit</li> <li>• Responsibility</li> <li>• Self help</li> <li>• Empowerment</li> </ul>
Knowledge	Understanding of: Councillors re social development Employees re social development	<ul style="list-style-type: none"> <li>• Policies</li> <li>• Legislation</li> <li>• IDP Framework</li> <li>• Need assessments</li> </ul>
Priorities	Views of: Councillors re social development Employees re social development	<ul style="list-style-type: none"> <li>• Women</li> <li>• Children</li> <li>• Disabled</li> <li>• Farm workers</li> </ul>
Contributions	Councillors	<ul style="list-style-type: none"> <li>• Soup kitchens</li> <li>• Grants</li> <li>• Material assistance</li> </ul>
Recommendations	Comments: Councillors re social development Employees re social development	

“Data analysis is the search for patterns in data and for ideas that help explain why those patterns are there in the first place” (Bernard: 2000). The aim of data analysis ‘is to understand the various constitutive elements of one’s data through an inspection of the relationships between concepts, constructs or variables and to see whether there are any patterns or trends that can be identified or isolated, or to establish themes in the data” (Mouton: 2001).

Qualitative data analysis, then, is based on the reduction, consolidation, interpretation and verification of data. The reduction of data occurs throughout the analysis, of which it forms an implicit part (Punch: 2005).

Related categories were grouped together according to the initial research questions posed at the beginning of this study. The research findings (categories)

were then organised into core categories of data that were created in order to capture the understanding of social development by councillors and employees. The core categories were named, taking into account concepts discussed in the literature and the initial research questions. The core categories related to the perceptions or understanding of 'social development' by councillors and employees in the municipality.

#### 4.4 Biographical details of the participants in the study

The participants in the study consisted of councillors from different political parties and employees from different departments in the municipality. The majority of the nine participants namely six (66.6%) were from the Coloured race group, one (11.1%) was from the white group and two (22.2%) were from the African group.

Table 4.1 offers a summary of participant's biographical data. All names are fictitious.

**Table 4.2 Profile of Councillors**

<b>PARTICIPANT</b>	<b>GENDER</b>	<b>AGE</b>	<b>RANK</b>	<b>YEARS OF EXPERIENCE</b>
Councillor 1	Male	50-59	Mayoral Committee member	1-5
Councillor 2	Male	40-49	Mayoral Committee member	1-5
Councillor 3	Male	30-39	Part time councillor	11-15
Councillor 4	Female	40-49	Part time councillor	6-10

The councillors represented different political parties, namely the Democratic Alliance (DA), ANC African National Congress (ANC), United Independent Front (UIF) and the National People's Party (NPP).

Three (75%) of the participants were male and only one (25%) participant was female. Two (50%) of the participants were between the ages of 40 to 49 years while one (25%) were in the age group 30 and 39 years and one (25%) were between 50 and 59 years. Two (50%) are members of the mayoral committee, meaning they are full-time councillors while two (50%) were part-time councillors.

**Councillor 1** serves on the Mayoral committee and is a full-time councillor. He is between the age category of 50 and 59 years and his experience in local government falls in the range of 1 and 5 years.

**Councillor 2** serves on the mayoral committee and is a full-time councillor. He is in the age category of 40 to 49 years and his experience in local government falls in the range of 1 to 5 years.

**Councillor 3** is a proportional representative PR-Councillor in a part-time position. He is in the age category of 30 to 39 years and his experience in local government falls in the range of 11 to 15 years.

**Councillor 4** is a Ward councillor in a part-time position. She is between 40 and 49 years and her experience in local government falls in the range of 6 to 10 years.

In terms of the gender division of councillors men were the majority which is representative of the composition of the municipal council notwithstanding the fact that a policy exist to promote gender equality on a 50/50 basis. The statement by the Minister in The Presidency Dr Manto Tshabalala-Msimang at the multi-party media launch of the National Campaign for 50/50 Representation of Women in Politics and Decision Making Positions in Parliament in 2009 can be summarized as follows: "In line with the SADC Protocol on Gender and Development, we recently signed in August 2008, and which we will be forwarding to National Parliament for ratification in the near future, all SADC Member States will be embarking upon national campaigns on the 50/50 representation of women. Globally the current call is for the 50/50 quota in all political and decision making structures and also at the implementation level. It is not just about numbers of women but it is a platform from which women can influence meaningful change, and make a difference to the lives of all women".

The national campaign is envisaged to meet the target by 2014 as required by the Gender and Development Protocol. This is to ensure that all legislative and other interventions are accompanied by public awareness campaigns calling for a commitment to at least 50% representation. These campaigns, including the use of affirmative actions measures, should demonstrate the vital link between the equal representation and participation of women and men in decision-making positions.

**Table 4.3 Profile of employees**

<b>PARTICIPANT</b>	<b>GENDER</b>	<b>AGE</b>	<b>POST HELD</b>	<b>YEARS OF EXPERIENCE</b>
Employee 1	Male	40-49	Management	1-5
Employee 2	Male	40-49	Management	6-10
Employee 3	Male	30-39	Management	1-5
Employee 4	Male	40-49	Management	1-5
Employee 5	Male	50-59	Management	1-5

The employees who participated in the study were all members of the senior management team of Witzenberg municipality.

All (100%) employees were male. Three (60%) of the participants are between the ages of 40 to 49 years while one (20%) was in the age group 30 and 39 years and one (20%) was between 50 and 59 years.

Four (80%) from the employees were appointed according to the requirements of Section 57 of the Local Government: Municipal Systems Act (Act no. 32 of 2000). These managers are sometimes called 'Section 57 Employees' briefly described as 'Municipal Managers and Managers directly accountable to Municipal Managers'.

From the years of experience it is evident that most (80%) of the employees has only 1-5 years experience in local government despite the fact that all the participants held management positions and their ages range from 30 to 59 years with an averaged age of 45 years.

In terms of the Employment Equity Act 2002 it seems there is no female employee on Senior Management level in the Witzenberg Municipality.

Our National Gender Policy Framework (2002) which was developed through a collaborative effort of the government and civil society, outlines the national vision of a society in which women and men are able to realize their full potential and to participate as equal partners in creating a just and prosperous society for all. We are in the process of reviewing this National Gender Policy Framework (2002) to ensure that it also speaks to both the developments in our country and the challenges ahead.

This Gender Policy Framework establishes guidelines for South Africa as a nation to take action to remedy the historical legacy by defining new terms of reference for interacting with each other in both the private and public spheres, and by proposing and recommending an institutional framework that facilitates equal access to goods and services for both women and men. The Gender Policy Framework proposes a process that moves away from treating gender issues as “something at the end-of-the-day” business attempts to ensure that the process of achieving Gender equality is at the very centre of the transformation process in South Africa within all the structures, institutions, policies, procedures, practices and programmes of government, its agencies and parastatals, civil society and the private sector.

#### 4.5 Perceptions of social development

**Table 4.4 Perceptions of councillors**

	<b>Core Categories</b>	<b>Cllr 1</b>	<b>Cllr 2</b>	<b>Cllr 3</b>	<b>Cllr 4</b>
<b>Perceptions of participants</b>	Health Services	x	x	x	
	Job creation	x	x	x	
	Community development for housing, electricity, water, sanitation, etc.	x	x	x	
	Poverty alleviation	x	x	x	x
	Social services to vulnerable groups	x	x	x	x
	Economic empowerment	x	x	x	x
	Safety and Security	x	x	x	
	Educational and skills development	x	x	x	
	Human rights development	x	x	x	

Three (75%) of the four councillors described social development as being comprehensive and include health services, job creation, community development through housing, electricity, water and sanitation poverty alleviation, social services to vulnerable groups, economic empowerment, safety and security, educational and skills development and human rights development.

**Councillor 1** stated “ *Een rede hoekom ek sê na my mening is dit al die bogenoemde, want jy kan nie net op een aspek konsentreer nie. Soos byvoorbeeld net oor gesondheidsdienste nie. Maatskaplike ontwikkeling sluit vir my alles in (die globale). So vir my gaan dit oor al die bogenoemde.*”

Translation: “*One reason why I agree with all the above, is because it is impossible to concentrate on only one aspect, e.g. Health Service. In my opinion, Social development encompasses all of the above, so for me it is all the above*”.

**Councillor 2** agreed with all the stated categories provided in the interview schedule “*On all the above because we realized that when all government departments work together we can produce positive outcomes*”.

**Councillor 3** stated his perception as follows: “*Ek sal sê dit sluit al bogenoemde in. Die veld van Maatskaplike Ontwikkeling is so wyd en strek ver dat daar moeilik grense getrek kan word*”.

Translation: “*I would agree that it is all of the above. The field of Social development is hard to define as it covers a wide area and is closely connected to so many other fields*”.

**Councillor 4** understands social development as “*social services to vulnerable groups and economic empowerment*”.

Social development has been perceived by councillors as a wide range of services which includes all aspects of human development and basic services.

When involving people at local government level, it is important to remember that most communities have only recently emerged from several decades of oppression by government institutions. Until the democratic election of 1994 communities recognised local councils as their legitimate authorities. This is one reason why conflict is often found at local level between the community or traditional authorities and elected councillors. Local councillors are elected representatives of their communities and are responsible for the welfare of these communities as defined by law and policy. They also have the powers to determine what development activities take place in their communities and are responsible for the communication between officials of local government and the residents. Their focus is mainly service delivery in the fields of social and economic development and the implementation of policy decisions (Scheepers: 214).

The perception of the concept “social development” has been used by councillors as one of these “spray-on aerosol words” applied to an increasingly wide range of situations with a diverse array of meanings. It seems councillors understand “social development” as to “bring” or deliver development and not realize that it is about intervening into development processes that already exist for example councillors have to know where the community is located on its own path of development, where the community has come from, how it has changed a long the way and what the next development challenges are likely to be.

It is clear that councillors link social development to basic needs of vulnerable groups as it is often reflected in election campaigns. These perceptions of councillors lead to the community demanding services from local government as the tier of government closest to the people.

We have to acknowledged the role that local government has played in democratizing South Africa especially the considerable progress made in meeting basic needs and the huge social and economic forces shaping local government and society in general but we have to admit that in the present context, the current state of local government necessitates a fresh approach (“doing things differently”) and a collective response from the state and its social partners (“local government is everyone’s business”) and a need for a national turnaround strategy for local government.

Social development proposes the implementation of comprehensive solutions to poverty involving all social sectors including health, housing, employment, welfare and education. It recognises the relationship between these sectors in providing for the well-being of people and refers to an ideal state of affairs which is approximated by societies in varying degrees (Gray : 1998).

**Table 4.5 Perceptions of Employees**

	<b>Core Category</b>	<b>Empl 1</b>	<b>Empl 2</b>	<b>Empl 3</b>	<b>Empl 4</b>	<b>Empl 5</b>
<b>Perceptions of participants</b>	Health Services	x	x	x	x	X
	Job creation	x	x	x	x	X
	Community development for housing, electricity, water, sanitation, etc.	x	x	x	x	x
	Poverty alleviation	x	x	x	x	x
	Social services to vulnerable groups	x	x	x	x	x
	Economic empowerment	x	x	x	x	x
	Safety and Security	x	x	x	x	x
	Educational and skills development	x	x	x	x	x
	Human rights development	x	x	x	x	x

All five (100%) of the officials described social development to include health services, job creation, community development through housing, electricity, water and sanitation, poverty alleviation, social services to vulnerable groups, economic empowerment, safety and security, educational and skills development and human rights development. It seems that the employees have a clear understanding of social development as being a holistic approach to service delivery.

The aforementioned is evident from the following narratives:

**Employee 1:** *“We are a developmental state and we don’t perform only our own services but also those of other government departments because we are the government closest to the people. Social development is about broader social responsibility to our community”.*

**Employee 2:** *“Ek sal sê die punte wat u genoem het is almal toepaslik en kan ingesluit word onder die breë persepsie van maatskaplike ontwikkeling”.*

Translation: *“I would say that all the above points are relevant and can be included in the broad perception of Social Development”.*



**Employee 3:** *“Depending on how you perceive it, it can be all of these above, it can also be social services to vulnerable groups depending on your opinion”.*

**Employee 4:** *“My comment is this sector has got different role players but they must come together and not work in silo’s because we are dealing with the same clients and we are dealing with the same community. It would be easier to combine the budget, to combine the resources, to combine the services so that it can be easier the services so we can reach even the poor of the poorest”.*

**Employee 5:** *“Social development in my mind is not a serial entity but it comforts a bit of care services for example health service would be a priority intervention for the upliftment of people, poverty alleviation, social services that we rendered to vulnerable group, women and children and not to forget the physically challenged. Economic empowerment is another leg of social development because economically active individual is able to uplift his own standard of awareness of human rights. Learning and education plays an entire role and the awareness of human rights is another entering tool in this whole gambit of social development. Social development is also part and parcel of local government’s developmental role. In my opinion they can emphasize needs to be placed particular on the development of children and youth because these ones, children form the deadlock of future adult generation”.*

The perceptions of social development by employees place an emphasis on self-reliance and the development of the people’s own skills. They argued that “social development” should focus on developing the capacity of local communities to exert ownership and authority over their lives and the governance thereof, through developing true independence.

According to Midgley social development differs from social philanthropy which relies on private donations, voluntary effort and non-profit organisations to meet needs, solve problems and create opportunities; social work which relies on professional personnel to foster welfare goals by working with individuals, groups and communities and social administration which relies on government intervention through variety of statutory social services in several ways. However, social development’s most distinctive feature is its attempt to link social and economic development efforts. Social development explicitly seeks to integrate social and economic processes, viewing both elements as integral facets of a dynamic

process of development. Social development cannot take place without economic development and economic development is meaningless unless it is accompanied by improvements in social welfare for the population as a whole (Midgley: 1995).

Social development has been experienced as a very broad subject. The White Paper for Social Welfare (1997) did not spell out a role and function for social development at local level, however it strongly promoted the idea of local authority being involved in developmental social welfare.

#### 4.6 Social development initiatives

Both councillors and officials were aware of social development initiatives in the area delivered by government departments, NGO's, faith base organisations, the local municipality and even programmes implementing on farms. According to them the initiatives are focused on vulnerable groups like children, disabled, people infected and affected with HIV/Aids and the social upliftment of farm workers.

#### 4.7 Social development programmes

**Table 4.6 Councillors' knowledge of Social Development Programmes**

	<b>Core category</b>	<b>Cllr 1</b>	<b>Cllr 2</b>	<b>Cllr 3</b>	<b>Cllr 4</b>
<b>Social development programmes</b>	Indigent subsidy	<b>x</b>			
	Environmental projects	<b>x</b>			
	Soup kitchens		<b>x</b>		
	IGR(Intergovernmental Relations) Forums		<b>x</b>		
	SMME(Small Medium Micro Enterprises) Forum		<b>x</b>		
	ECD(Early Childhood Development) Training		<b>x</b>		
	Programmes run by Badisa			<b>x</b>	
	Night shelter			<b>x</b>	
	Hope centre			<b>x</b>	
	FAS (Foetal Alcohol Syndrome) projects			<b>x</b>	
	Food security				<b>x</b>
	Food gardens				<b>x</b>

This was an open-ended question to get a broader picture of councillor's knowledge of social development programmes in the Witzenberg area.

All the councillors were aware of social development initiatives in the municipal area which is confirmed by the following narratives:

**Councillor 1:** *“Rondom deernis beleid en dan is daar ook omgewingsprojekte wat aan die gang is om mense in te lig om byvoorbeeld die omgewing te bewaar vir die nageslag”.*

Translation: *“Regarding indigent subsidy, and then there are environmental projects to inform people to preserve the environment for the next generation”.*

**Councillor 2:** *“The establishment of soup kitchens was the need as most people are suffering from incurable and curable diseases; if they have nothing in the stomach they are not able to take medication. The establishment of I.G.R. Forums and S.M.M.E. Forums, the establishment of food gardens plus training of Field Health workers and E.C.D.”*

**Councillor 3:** *“As ek vinnig kan dink en noem is dit Die Nagskuiling, HOPE, Hamlet Selfsorgoord en sop kombuise in Hamlet. Ek dink aan Departement van Landbou wat deel is van die Fas programme op plase en dit skakel almal in by Maatskaplike Ontwikkeling”.*

Translation: *“On the spur of the moment, I will name The Shelter, HOPE, Hamlet Self-help Centre and soup kitchens in Hamlet. I also think of the Department Agriculture which is part of the FAS programme on farms, therefore part and parcel of Social development”.*

**Councillor 4:** *“Die Voedselsekureits-program wat redelik onlangs geloods is op die 13de Maart 2009, en dan ook die groentetuine wat in samewerking met Departement Landbou begin is”.*

Translation: *The Food security programme, which was launched on 13 March 2009; also the food gardens in cooperation with the Department Agriculture”.*

Councillors argued that there are many CBO's and NGO's which are directly involved in these development programmes. “There are thousand of development organisations – those which for instance, would find it completely natural to

combine the provision of early childhood education, housing, water, primary health care or services for the disabled with subversive political activity” (Taylor : 1998).

Councillor’s input on programmes can be summarized as follows: “Past welfare policies and programmes were inequitable, inappropriate and ineffective in addressing poverty, basic human needs and the social development priorities of all people and racial, gender, sectoral and geographic disparities have created significant distortions in the delivery system. In general, welfare service provision has an urban and a racial bias (Gray: 1998).

Municipalities are defined in Section 2(b) of the Municipal Systems Act, 32 of 2000 as consisting of both (a) the political structures and administration of the municipality and (b) the community. The municipality has a duty to facilitate public involvement in its operation by providing meaningful opportunities for public participation, and to take measures to ensure that people have the ability to take advantage of such opportunities. The community should have easy access to the participation process and information that impact on their development and be able to actively participate in municipal-wide or ward-based opportunities.

**Table 4.7 Employees knowledge of Social Development Programmes**

	<b>Core Category</b>	<b>Empl 1</b>	<b>Empl 2</b>	<b>Empl 3</b>	<b>Empl 4</b>	<b>Empl 5</b>
<b>Social development programmes</b>	Indigent	x	x	x		X
	LED (Local Economic Development) initiatives	x				
	Food security	x	x			
	IGR (Intergovernmental Relations)	x		x	x	
	Poverty alleviation	x			x	
	EPWP (Expanded Public Works Programme)		x			
	Programmes Housing		x			
	ECD (Early Childhood Development)		x			x
	LED (Local Economic Development) Tourism			x		
	HIV/Aids			x	x	x

	Core Category	Empl 1	Empl 2	Empl 3	Empl 4	Empl 5
	Job creation				x	
	Youth development				x	
	Business development				x	
	Safety programmes				x	
	Soup Kitchens					x
	Hope Centre					x

This was an open-ended question to get a broader picture of employees' knowledge of social development programmes in the Witzenberg area. All the employees were aware of social development initiatives in the municipal area and confirm it as follows;

**Employee 1:** *“Social development programmes include LED, Indigent, Food Summit and Intergovernmental Relations ( IGR).*

**Employee 2** *described Social Development Programmes as “Armoed-verligting is definitief een van die programme wat geïmplementeer word binne Witzenberg Munisipaliteit. Ek dink hier byvoorbeeld aan die deernisprogramme. Ek dink byvoorbeeld ook aan werkskeppingsprojekte wat ons loods ten opsigte van strate en paaie wat ons herbou. Ek dink aan stormwater kanale wat ons gereeld skoon maak deur middel van werkskeppingprogramme (EPWP), en ek dink van die ander belangrike programme is behuisingsprogramme wat ons tans loods in Pine Valley. Ook die water, riool, strate, stormwater en elektrisiteits-dienste wat ons installeer om die behuisingsprojekte moontlik te maak. Tans is daar 'n verskeidenheid van opleidingsprogramme wat geloods word binne Witzenberg Munisipaliteit waarop werknemers gereeld gestuur word vir opleiding. Daar waar nou byvoorbeeld weer 'n kursus aangebied ten opsigte van water en riool, suiweringwerke, watersuiwering. En dan ook sokkombuise wat geloods was in die omgewing van groentetuin-programme, en dan is daar byekorf-eenhede wat ook gebruik word vir klein besighede. Klein boere en hul ontwikkeling in die omgewing word ondersteun. Ons is tans besig met 'n crèche wat gebou word in Chris Hani in Tulbagh en ek dink dit kan ook bydra tot die maatskaplike ontwikkelingsprogramme”.*

Translation: *“Poverty alleviation is definitely one of the programmes that is being implemented in the Witzenberg municipality. I am thinking about the Indigent programme. I can also think of job creation projects that we launched in respect of streets and roads restructuring. There are the storm water channels that we clean regularly through job creation programmes (EPWP), Other important programmes are housing programmes that are currently underway in Pine valley. Also the water, sewerage, streets, stormwater and electricity services that we install to make housing projects possible. Currently there is also a number of training programmes that have been launched in the Witzenberg municipality where employees have been involved. Soup kitchens have been launched, also food gardens and bee-hive units for small businesses. Small emerging farmers and their development in the area are supported. We are currently busy building a crèche in Chris Hani in Tulbagh and I believe these all contribute to social development”.*

**Employee 3:** *“HIV/Aids programmes, especially municipal programmes to motivate staff for voluntary counselling and testing”.*

**Employee 4:** *“Most of the programmes are based on the topics above that are job creation, community development like health services whereby we got TB, HIV/Aids, cancer and all other different issues. We got job creation where skills development in terms of people are trained as entrepreneurs , trained as business people and there are also other service providers who assist them in terms of business plans, in terms of how to tendering, in terms of how to put yourself on a data base at our municipality. Community development – there are people that assisting us in terms of community development officers, there are housing projects also whereby electricity, water, sanitation are also been serviced to all the towns within our municipality. Poverty alleviation with food gardens, we got all other situations in terms of food parcels, gardens, house hold gardens and community gardens. We also got stakeholders within the community like NGO’s where the municipality finance them in terms of dealing with that particular issue of food security. Then we’ve got social services to vulnerable groups like disabled people. We assist them in terms of other stakeholders. Then we got youth we assist them. Safety and security – we got places like HOPE centre where it looks after abuse women and children and other people in the district. We assist people in terms of all these awareness campaigns that are in use right now. These people are registering for ID’s and all human rights developing and all human rights days,*

*national dates we also make people aware of those especially now that is coming up the 27 April whereby it was the first election in 1994. We have also partnership with all other departments in terms of I.G.R. sub committees where we sit down and discuss how we are going to approach poverty within our area”.*

Employees realized that the demand for the delivery of development resources and services has increased dramatically along with the intentions and policies of the new government and the expectations of its constituency. As the frustration of unmet expectations grows the government is increasingly turning to the NGO sector for development programmes in the hope that it can deliver on a scale which is completely beyond its capacity and resources.

The White Paper for Social Welfare (1997) has advocated a range of development programmes aimed at addressing poverty. These include adequate social protection for vulnerable groups, food aid, competency-building, skills development and job creation programmes (Gray: 1998)

At the organisational level, there are numerous non-governmental initiatives to reduce economic poverty or to improve the access which disadvantaged groups have to resources. Various “intermediate” NGO’s, including churches, are involve in micro-development, health initiatives, alternative education, law, business, research and training (Gray : 1998).

#### 4.8 Initiator of social development programmes

**Table 4.8 Councillors views on initiator of Social Development Programmes**

	<b>Core category</b>	<b>Off 1</b>	<b>Off 2</b>	<b>Off 3</b>	<b>Off 4</b>	<b>Off 5</b>
<b>Initiator of programmes</b>	National government	<b>x</b>				<b>x</b>
	Provincial government		<b>x</b>			
	District municipality		<b>x</b>			
	Local government	<b>x</b>	<b>x</b>		<b>x</b>	
	Non-governmental organizations					
	All the above			<b>x</b>		

Of the four councillors two (50%) indicated that all social development role players initiated the programmes while Councillor 2 indicated that local government is the initiator and Councillor 4 indicated provincial government are initiating programmes.

The councillors elaborated as follows on who should initiate Social Development Programmes:

**Councillor 1:** *“Ek voel op hierdie stadium dit is al die bogenoemde. Die Provinsiale regering kry mos hulle gelde van die Nasionale regering af, die Distrik munisipaliteit weer van die Provinsiale regering af. So hulle almal is basies ook deel van die ander want die een kan nie los staan van die ander een nie“.*

Translation: At this stage I feel that it is all of the above. The Provincial government receives funding from the National government, and the District municipality receives funding from the Provincial government. They are all inter-linked“.

**Councillor 3:** *“Ek sal sê dit sluit al vyf bogenoemde in ”. Nasionale regering het sy eie ontwikkelings-programme van Departement Maatskaplike Ontwikkeling. Provinsiale regering het ook sekere programme wat hulle uitrol waarteen daar op ‘n stadium soms groot kritiek was. Die Distriksmunisipaliteit het ook programme”.*

Translation: *“I would say it includes all of the five mentioned above. National government has its own programme of Social development. Provincial government also has certain programmes that they roll-out, not without a fair amount of criticism. The District municipality also has programmes”.*

**Councillor 4:** *“Ek weet nie, maar volgens my moet dit die provinsiale regering wees wat afwentel na plaaslike regering”.*

Translation: *‘I don’t know, but according to me it must be provincial government which decentralizes the programmes to local government”.*

Councillors’ different perceptions of the spheres of government who have to initiate social development programmes can also impact negatively on the expectations of the communities they are accountable for. “The previous dual functions of providing services and resources to communities and toppling the discredited regime are clearly of the past. Those communities previously excluded from state provision are now the very ones that have voted the new government into power and as such are the target beneficiaries of the more equitable redistribution of state controlled resources” (Taylor: 1998).

National or provincial government can also delegate other responsibilities to municipalities. When municipalities are asked to perform the role of another



sphere of government, clear agreements should be made about who will pay the cost. If municipalities are given responsibility for something without being given a budget to do the work, it is called an “un-funded mandate”.

Local government is not directly responsible for creating jobs. Rather, it is responsible for taking active steps to ensure that the overall economic and social conditions of the locality are conducive to the creation of employment opportunities. Provision of basic household infrastructure is the central contribution made by local government to social and economic development (White Paper on LG:1997, Section B 1.4).

**Table 4.9 Employees views on initiator of Social Development Programmes**

	Core category	Empl 1	Empl 2	Empl 3	Empl 4	Empl 5
Initiator of programmes	National government	x				x
	Provincial government		x			
	District municipality		x			
	Local government	x	x		x	
	Non-governmental organizations					
	All the above			x		

All five officials have different views on who is responsible to initiate social development programmes as reflected by the following observations:

**Employee 1:** *“Sometimes it is National Government, or ourselves as local government, but National government usually gives the grants”.*

**Employee 2:** *“Daar is baie projekte wat geloods word waarvan die munisipaliteit glad nie bewus is nie en ek dink die munisipaliteit kan ’n kardinale rol speel in die sukses van daardie programme wat deur hulle dan nou ook geloods word. Daar is programme wat deur Provinsiale regering ge-inisieer word. Distriksmunisipaliteit se programme, en dan natuurlik op ’n Plaaslike regeringsvlak is daar ook programme wat geloods word. Ek dink byvoorbeeld aan Provinsiale Regering: behuising is veral ter sprake, en dan is dit ook MIG befondsing wat gebruik word vir infrastruktuur wat die bou van huise moontlik maak. Ek dink aan die Kaapse Wynland Distriksmunisipaliteit waar daar byvoorbeeld werkskepping projekte is waarvoor daar begroot word en basiese dienste voorsien word vir sekere bewoners. Ook straatvee-projekte ensovoorts. Dan op Plaaslike regeringsvlak dink ek aan byvoorbeeld leerders-opleiding in terme van kleinboere ensovoorts”.*

Translation: *“There are many projects that are launched of which the municipality is wholly unaware, and I believe that the municipality can play a cardinal role in the success of those programmes. There are programmes which are initiated by the provincial government. There are District Municipality programmes, and of course programmes on local government level too. Provincial Government for example, has its housing programme, and then there is the MIG Funding which is used toward infra-structure which in turn makes the construction of houses possible. I think of the Cape Winelands District Municipality with its budgeted job creation projects which ensure the provision of basic services to certain residents. Also street sweeping for terms of emerging small farmers, and so forth”.*

**Employee 3:** *“All spheres of government namely national, provincial, district and local government are responsible to initiate programmes”.*

**Employee 4:** *“In fact it is local government. That is Witzenberg Municipality which comprises of organizations, councillors, officials and other community based organizations like ACVV and other stakeholders in our community and then we also take it through the District Municipality. The district got a district cluster whereby all social development practitioners are coming together on monthly basis discussing the way forward.*

**Employee 5:** *“Our local municipality offers a system on 22 soup kitchens and this contribute to food security particularly the Indigent households and also especially while these applicants wait for their indigent support we are able to alleviate some of the deprive households. Secondly in partnership with external stakeholders an early child development centre for the Chris Hani informal settlement is in the planning face. A step down facility for HIV/Aids patients is well supported in the N'Duli informal settlement. A group of victims of abuse and destitute children are been keep in a safe house in and this programme is managed by a NGO called HOPE. There is also financial support that we give to the Witzenberg Youth Council for the various programmes that they launched for the upliftment of their constituency”.*

Within any local area many different agencies contribute to development, including national and provincial departments, parastatals, trade unions, community groups and private sector institutions.

According to the Municipal Systems Act (Act 32 of 2000) Chapter 2 Section 6 of the Act, The administration of a municipality must be responsive to the needs of the local community, establish clear relationships and facilitate co-operation and communication between it and the local community. This Section also gives the administration of Local Government the right to design programmes that will achieve these outcomes.

Chapter three of the South African constitution refers to co - operative government. Section 40(1) refers to government as being separated into national, provincial and local spheres, which are distinctive, inter-dependent and inter-related. Although acknowledging the distinctiveness of each sphere of government, it could be argued that more emphasis should be placed on its interdependency and inter-relatedness. It is therefore in the spirit of the latter that the STP programme's approach to inter- governmental relations are viewed.

Section 41(1) (a-h) spells out the principles of cooperative government and inter-governmental relations

#### 4.9 Responsible stakeholder for social development

**Table 4.10 Councillors' views on stakeholders responsible for social development initiatives**

	<b>Core category</b>	<b>Cllr 1</b>	<b>Cllr 2</b>	<b>Cllr 3</b>	<b>Cllr 4</b>
<b>Responsible stakeholder</b>	Department Social development	<b>x</b>	<b>x</b>	<b>x</b>	<b>x</b>
	Provincial department of Local Government and Housing community development workers	<b>x</b>	<b>x</b>	<b>x</b>	
	Municipality	<b>x</b>	<b>x</b>	<b>x</b>	<b>x</b>
	Non-government organizations	<b>x</b>	<b>x</b>	<b>x</b>	
	Community based organizations	<b>x</b>		<b>x</b>	
	Faith-based organizations	<b>x</b>	<b>x</b>	<b>x</b>	

Three (75%) of the four councillors indicated that all stakeholders namely Department of Social Development, the provincial department of local government and housing's CDW's, municipality, non-governmental organisations, community base organisations, faith-based organisations and state departments are responsible for social development.

**Councillor 1** commented as follows “*Ek sê weereens dat dit al die bogenoemde is want hulle almal is gekoppel aan mekaar*”.

Translation : *I'll once again say all of the above since they are all linked.*

Only one participant (25%) (**Councillor 4**) felt that the municipality and the department social development are responsible. “*Hoekom ek so sê is dat die munisipaliteit jou organisasie is wat nader aan die mense is vir wie dienste bedoel is*”.

Translation: “*Why I am saying so, is because the municipality is your organisation which is closest to the people for whom services are provided*”.

The welfare services of the state and non-governmental organisations (NGO's) often do not reach those living in absolute poverty. The efforts and initiatives of the NGOs, community-based organisations (CBO's) and specific National Councils (like those for Child and Family Welfare and for the Blind) to reach out to those living in absolute poverty were often frustrated by geopolitical boundaries, repressive laws, racial segregation policies, financial constraints and lack of capacity. The last two constraints still constitute impediments today (Gray: 1998).

Inter-governmental relations are the organisation of the relationships between the three spheres of government. The Constitution states that “the three spheres of government are distinctive, interdependent and interrelated”. Local government is a sphere of government in its own right, and is no longer a function or administrative implementing arm of national or provincial government. Although the three spheres of government are autonomous, they exist in a unitary South Africa meaning that they have to work together on decision-making, co-ordinate budgets, policies and activities, particularly for those functions that cut across the spheres” (White Paper: 1997, Section B 1.3).

**Table 4.11 Employees views on stakeholders responsible for social development initiatives**

	Core category	Empl 1	Empl 2	Empl 3	Empl 4	Empl 5
<b>Responsible stakeholder</b>	Department Social development	x	x	x	x	x
	Provincial department of Local Government and Housing community development workers	x	x	x	x	x
	Municipality	x	x	x	x	x
	Non-government organizations	x	x	x	x	x
	Community based organizations	x	x	x	x	x
	Faith-based organizations	x	x	x	x	x

All five (100%) employees agreed that social development initiatives must be based on intergovernmental relationships which include all non-governmental organisations.

The employees commented as follows on who should assume responsibility for Social Development initiatives:

**Employee 1:** *“all of the above because all are stakeholders and roleplayers in the social development process but some government departments are the key drivers”.*

**Employee 2:** *“Weet jy my gevoel is, wie direk verantwoordelik moet wees vir maatskaplike ontwikkeling, is die Munisipaliteit, en my motivering daarvoor sal wees omdat dit die naaste aan die mense is en direk in aanraking is met die mense. En dan 'n verskeidenheid van forums en strukture wat gebruik word om dit te koördineer en dit meer effektief te maak op plaaslike vlak. Dan ook Die Departement Maatskaplike Dienste, maar ook die Departement van Plaaslike Regering en Behuising se gemeenskapsontwikkelingswerkers asook die nie-regerings organisasies kan betrokke wees by maatskaplike ontwikkeling“.*

Translation: *“I feel that it should be the municipality, simply because it is closest to the people and has direct contact with the people. There should also be forums and structures in place to co-ordinate and make it more effective on local level. Department Social Development and the community development workers of Department Local Government and Housing, and the NGO’s are also involved in social development”.*

**Employee 3:** *“The Inter-governmental relations with government departments will speak to the social development programmes”.*

**Employee 4:** *“I think it is all of the above, but with the facilitation role is to be given to the municipality, which is Witzenberg’s officials. Witzenberg comprises of Non-governmental organizations, Community-based organizations and Faith-based organizations. Then we can liaise with province; thereafter with other departments in terms of I.G.R.”.*

**Employee 5:** *“The success of the programmes depends on sound Inter-governmental relations while the Department of Social Development should be the overarching driver or the other role players must see their efforts and they should share responsibility. The local municipality must take responsibility for all other governmental departments, NGO’s, also community-based organizations, while all must interface in addressing the social development challenge”.*

Chapter 4 of the Act outlines the role of the local administration in the development of a culture of community participation. As stated in the Act:

*Section 16 (1): A municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose:*

*Encourage and create conditions for the local community to participate in the affairs of the municipality and contribute to build the capacity of the local community to enable it to participate in the affairs of the community.*

The State has a major role to play in addressing poverty. However, ideas about this involvement vary according to ideological standpoints. Capitalists advocate minimal State intervention and emphasise the importance of economic growth. They believe this can best be achieved in a free market economy. On the other hand, Socialists see this strategy as individualistic in that it encourages self-interests and the redistribution of resources more equitably (Gray: 1998).

One of the municipality's most important tasks is to find out the needs of its citizens and how best to satisfy these needs. Firstly, a municipality must determine what services it is providing, who is receiving it and what the quality thereof is. For example: How often is the household refuse collected? Secondly, the municipality must determine what services should be expanded or improved. Are some areas in the community very dirty and poorly maintained? Thirdly, the priorities for expanding services must be decided (White Paper on LG: 1997, Section B 1.4).

#### 4.10 Role of local government in social development initiatives

**Table 4.12 Councillors' views on the role of local government in social development initiatives**

	Core category	Cllr 1	Cllr 2	Cllr 3	Cllr 4
<b>Role of municipality</b>	Identifying social development needs	x	x	x	x
	Initiating social development projects	x	x	x	x
	Strengthen and/or support existing social development projects	x	x	x	x
	Facilitate inter-governmental relations to ensure social development service delivery	x	x	x	x

All participants described the role of the municipality as: identifying social development needs, initiating social development projects, strengthening and/or supporting existing social development projects and facilitating inter-governmental relations to ensure social development service delivery.

**Councillor 1:** *"I think all role players are dependent on each other, and local government needs their support in all these categories".*

**Councillor 3:** *"We have to understand that local government has a specific role in terms of the Acts, and we have to see the role against the backdrop of the applicable Acts".*

Government has the responsibility to make policies and laws about the rights and responsibilities of citizens and the delivery of government services. Government collects revenue (income) from taxes and uses this money to provide services and

infrastructure that improves the lives of all the people in the country, particularly the poor". Each municipality has a council where decisions are made and municipal officials and staff who implement the work of the municipality. Councillors are aware that they have to build the kind of leadership that is able to bring together coalitions and networks of local interests that cooperate to realise a shared vision and actively seeking to empower the most marginalised groups in the community and encouraging their participation (White Paper on LG: 1997, Section B 1.3).

**Table 4.13 Employees views on the role of local government in Social Development initiatives**

	<b>Core category</b>	<b>Empl 1</b>	<b>Empl 2</b>	<b>Empl 3</b>	<b>Empl 4</b>	<b>Empl 5</b>
<b>Role of municipality</b>	Identifying social development needs	x	x		x	x
	Initiating social development projects	x	x		x	x
	Strengthen and/or support existing social development projects	x	x		x	x
	Facilitate intergovernmental relations to ensure social development service delivery	x	x	x	x	x

All participants except one described the role of the municipality as: identifying social development needs, initiating social development projects, strengthening and/or supporting existing social development projects, and to facilitate inter-governmental relations to ensure social development service delivery.

The following narratives support the content reflected in Table 4.13:

**Employee 3:** *"The role of the municipality is to facilitate inter-governmental relations to ensure social development service delivery".*

**Employee 4:** *"It is all of the above but the municipality should also take the leading role in facilitating".*

**Employee 5:** *"Measure before you can manage. This means we had to identify first of all what the social development needs are. Thereafter those projects must be initiated; these must be strengthened to ensure sustainability, and inter-governmental relations are of prime concern because with a lack of shared responsibility there will hardly be success with those interventions".*



The employees argued that a lack of a coherent long term plan has weakened our ability to provide clear and consistent policies. It has limited our capacity to mobilise all of society in pursuit of our developmental objectives. It has hampered our efforts to prioritise resource allocations and to drive the implementation of government's objectives and priorities. In addition, weaknesses in coordination of government have led to policy inconsistencies and, in several cases, poor service delivery outcomes.

“Local government can also promote social development through functions such as arts and culture, the provision of recreational and community facilities, and the delivery of aspects of social welfare services. Municipalities have the constitutional power to provide childcare facilities, and may provide grants to associations for this purpose in terms of the provisions of the legislative landscape. The empowerment of marginalised and disadvantaged groups is a critical contribution to social development. Municipalities should also seek to provide an accessible environment for people with disabilities, so as to facilitate their independence” (White Paper on LG: 1997, Section B 1).

#### 4.11 Contribution of councillors to social development

**Table 4.14 Views on Councillors contribution to Social Development**

	<b>Responses</b>	<b>Cllr 1</b>	<b>Cllr 2</b>	<b>Cllr 3</b>	<b>Cllr 4</b>
<b>Councillor contribution</b>	Empowerment of community pertaining policy	<b>x</b>			
	Identify needs Advocacy and awareness		<b>x</b>		
	Identification and initiation of projects			<b>x</b>	
	Identification of projects Ensure projects reach the right people				<b>x</b>

This was an open-ended question to explore councillors' views on their own contributions to social development.

The participants felt that the role of councillors differ from the empowerment of communities pertaining policy; Identification of needs, Initiation of projects, Advocacy and awareness, Stimulating the social development agenda on ward committees and bring ward issues to council.

**Councillor 1:** *“Raadslede kan ’n reuse aandeel hê deur betrokke te wees in hul wyke ten opsigte van gemeenskapsontwikkeling projekte. Om die gemeenskap te bemagtig ten opsigte van raadsbeleid en gemeenskapsontwikkeling”.*

Translation: *Councillors can have a huge impact just by being more involved in Community projects. To empower the community by educating them on council policy and community development.*

**Councillor 2:** *“This is also the councillor’s responsibility to identify the needs of the community and to ensure proper participation. Personally, you can do your own research and then do service delivery. Then you could come up with proposals on how each issue can be tackled, and yourself be responsible and accountable. Advocacy and awareness are crucial.*

**Councillor 3:** *“Dit is die leiers wat die naaste aan die mense is. So hulle behoort die behoeftes te kan identifiseer. Ek dink raadslede behoort spesifiek ’n rol te speel by die identifisering en inisiëring van die projekte met die ondersteuning van die plaalike munisipaliteit”.*

Translation: *“It is the leaders who are closest to the people. So it should be easier for them to identify the needs. Councillors should focus on identifying as well as initiating projects with the help and support of the municipality”.*

**Councillor 4:** *“Deur saam te werk met jou Maatskaplike kantoor, die personeel wat daar is. Die raadslede is baie keer die mense wat eerste die behoeftes daar buite raaksien en hulle moet nou saam werk met die spesifieke departement want so kan hulle help sodat die behoeftes beter aangespreek word of dat die projekte wat daarmee gepaard gaan die regte mense bereik en hulle dalk ook makliker kan bereik”.*

Translation: *“By working together with the social development office and staff. Councillors are often the first to recognise the needs of the people and should therefore work closely with the different departments. In that way they can assist in dealing with the issues and make sure that the projects being launched reach the right people without delay”.*

Councillors articulate their major contribution as the identification of needs and taking it to council but shift their responsibilities to the state and NGO's in social development arena. Councillors didn't touch on their role as policy makers especially their role towards social development policy. "Future improvements in social policy will require policy makers to not only adopt a longer-term perspective, but to also make better use of evidence about the possible effects of policy. For example gaining better knowledge about the goals of social policy through research into what people in society regard as the characteristics of a better society; developing data and knowledge about current observed outcomes, their distribution across the population and their likely future trends and developing knowledge about what 'interventions' are effective in the widest sense – where we define interventions to include governance arrangements, means of influencing social capital and values, and direct interventions such as employment programmes" (Social Policy: 1988).

The next challenge, therefore, is to consolidate on the gains being made by some communities and people, and for communities to develop sufficient independence to take genuine ownership of government at the local level. This ownership will have come about when communities ensure that their "real" leaders are representing their interests on the local government structures. Those who have proved themselves in the community organisations of being leaders who can be trusted to understand and represent the real needs and interests of the community must take the next step on the political ladder and go into local government" (Taylor : 1998).

**Table 4.15 Views of Employees of Councillors' contribution to Social Development**

	<b>Responses</b>	<b>Empl 1</b>	<b>Empl 2</b>	<b>Empl 3</b>	<b>Empl 4</b>	<b>Empl 5</b>
<b>Councillor contribution</b>	Voice of the people Have roles and responsibilities	x				
	Social development agenda points on ward committee meetings Projects submit to council		x			
	Do surveys with CDW's and NGO's			x		
	They are central in social development issues				x	
	Field work Bring ward issues to council					x

This was an open-ended question.

This question aims to explore what employees thought councillors can contribute to Social Development. The participants view councillors contribution as follows: the voice of the people, they have specific roles and responsibilities, they have to ensure social development agenda points on ward committee meetings, ensure the submission of projects to council, to do surveys and field work with CDW's and NGO's.

**Employee 1:** *“Councillors are the voice of the people and it is expected of them to bring queries from their constituencies to the municipality for efficient resolution”.*

**Employee 3:** *“Government agencies should use councillors and work on a ward basis for social development. They must do surveys and councillors should not only represent the community with regard to municipal matters but also with regard to other social matters and stuff like that. We have successfully used our ward committee officers and councillors”.*

**Employee 4:** *“So the councillors are central to any social development issues because they are dealing with all these aspects”. In each and every local municipality the councillors are the bosses of that particular area. So their involvement practical involvement can give or take us forward because policies are made by them and they got an influence in elected by the communities as their leader that they trusted. Then if you can just get them together in order to run to this whole process. Even the government itself trust the councillors because they are employed by them, elected by the communities. So the councillors are central to any social development issues because they are dealing with all these aspects”.*

**Employee 5:** *“Putting people genuinely first will enable the councillor to familiarize him first hand of what is happening on this bound. Secondly for the sake of transparency and good governance the community must see the councillor busy with doing field work etc. He must be present in the community”. To enhance their own sense of Batho Pele. Putting people genuinely first will enable the councillor to familiarize him first hand of what is happening on this bound. Secondly for the sake of transparency and good governance the community must see the councillor busy with doing field work etc. He must be present in the community. Regular interaction on ward committee basis is important because that is a forum structured*

*where inputs can be tabled and thereafter the councillor must take the responsibility to bring these issues forward and tabled it at the port folio committee at council where resolutions can be taken”.*

Employees understand that local government is being faced by the challenge of moving communities from dependence to independence and that there are increasing instances where communities are using their skills to mobilise and organise very effectively around the new challenges that face them. They are dealing with crime at community level, no longer waiting for the state to take initiative but taking responsibility for ridding their area of crime, and demanding support for their initiatives from the authorities.

“The indicators that inform this opinion are to be found at community level where many have transferred the hopelessness of their oppressed dependency on the previous regime, to a hopeful dependency on the new government to rectify and recompense for the injustices of the past. As those who have perhaps achieved independence through the struggle move into government, there are increasing numbers of individuals and organisations who are already moving back towards their old oppositional stances and accusing the “new elite” little interest in the real needs of those who put them in power” (Taylor: 1998).

Municipalities need to be aware of the divisions within local communities, and seek to promote the participation of marginalised and excluded groups in community processes. Municipalities must adopt inclusive approaches to fostering community participation, including strategies aimed at removing obstacles to, and actively encouraging, the participation of marginalised groups in the local community” (White Paper on LG: 1997).

#### 4.12 Recommendations for social development programmes in the Witzenberg Municipality

**Table 4.16 Councillors recommendations for social development**

	<b>Core category</b>	<b>Cllr 1</b>	<b>Cllr 2</b>	<b>Cllr 3</b>	<b>Cllr 4</b>
<b>Recommendations for effective services</b>	More social development staff		x		
	Better coordination with social development stakeholders or partnerships within the municipal area	x	x		
	Realistic budget for initiatives		x	x	x
	More integrated approach between municipal directorates		x		x
	Effective support services within the municipality		x		x
	Strategic alignment of provincial and local government initiatives		x		x
	Partnerships with other community organizations e.g. CBOs, NGOs, faith-based organizations, farm workers initiatives, etc.		x		

All four (100%) of the participants made the following recommendations regarding more effective services namely more social development staff, better coordination with social development stakeholders or partnerships within the municipal area, realistic budget for initiatives, more integrated approach between municipal directorates, effective support services within the municipality, strategic alignment of provincial and local government initiatives and partnerships with other community organizations e.g. CBOs, NGOs, faith-based organizations and farm workers initiatives.

The councillors commented as follows:

**Councillor 1:** *“Better coordination with social development stakeholders or partnerships within the municipal area is needed. All roleplayers have a collective responsibility”.*

**Councillor 3:** *“A realistic budget will encourage effective service delivery and all these recommendations will lead to a more integrated approach”.*

**Councillor 4:** *“A realistic budget, more integrated approach between municipal directorates, effective support services within the municipality and strategic alignment of provincial and local government initiatives will lead to effective service delivery. There should be strategic/co-operative planning between them”.*

The developmental duties of municipalities are set out in Section 153 of the Constitution (1996) that a municipality must give priority to the basic needs of the community it serves when it comes to how its administration, budgeting and planning processes are structured and managed. A municipality must furthermore participate in both national and provincial development programmes, and must promote the social and economic development of the community within which it is based.

A central principle of the Reconstruction and Development Programme (RDP) is the empowerment of poor and marginalised communities. This is repeated in the Growth, Employment and Redistribution (Gear) strategy which calls for “a redistribution of income and opportunities in favour of the poor”.

Developmental local government is uniquely placed to combine empowerment and redistribution in a number of concrete programmes. For example:

- Service subsidies (equitable share) are a focused mechanism for providing services to the poor at below cost, and thereby provide an opportunity for low-income households to improve their circumstances.
- Support to community organisations in the form of finances, technical skills or training can enhance the ability of the poor to make their needs known and to take control of their own development process.
- Socio economic development and community empowerment is mainly directed at poverty eradication. The majority of the poor are women, and empowerment strategies which focus on women are likely to prove the most effective and inclusive (White Paper on LG: 1997, Section B 1.3).

**Table 4.17 Employees' recommendations for Social Development**

	<b>Core categories</b>	<b>Empl 1</b>	<b>Empl 2</b>	<b>Empl 3</b>	<b>Empl 4</b>	<b>Empl 5</b>
<b>Recommendations for effective services</b>	More social development staff	x	x	x	x	x
	Better coordination with social development stakeholders or partnerships within the municipal area	x	x	x	x	x
	Realistic budget for initiatives	x	x	x	x	x
	More integrated approach between municipal directorates	x	x	x	x	x
	Effective support services within the municipality	x	x	x	x	x
	Strategic alignment of provincial and local government initiatives	x	x	x	x	x
	Partnerships with other community organizations e.g. CBOs, NGOs, faith-based organizations, farm workers initiatives, etc.	x	x	x	x	x

All five (100%) of the participants made the following recommendations for more effective services namely more social development staff, better coordination with social development stakeholders or partnerships within the municipal area, realistic budget for initiatives, more integrated approach between municipal directorates, effective support services within the municipality, strategic alignment of provincial and local government initiatives and partnerships with other community organizations e.g. CBOs, NGOs, faith-based organizations, and farm workers initiatives, etc.

The employees commented as follows:

**Employee 1:** *“All of the above, we need more staff and a realistic budget.*

**Employee 2:** *“I agree with all the above because it will lead to more sustainable programmes and a collective approach towards service delivery. Partnerships with government departments and NGO’s will be strengthened”.*

**Employee 3:** *“I will more say realistic initiatives. More integrated approach between municipal directorates it is fine but it is not necessary for social development. Effective support services within the municipality”.*



**Employee 5:** *“All the above is applicable but I would select the budget as factor that will impact. Secondly that the partnerships with other community organizations for example. CBO's, NGO's, faith-based organizations, farm workers initiatives. Witzenberg Municipality is extremely limited in what it can budgeted for in terms of social development programmes although our budget is so poor it still needs to go a long way and be more realistic to cater for the social needs. The inter-governmental relations are on a reasonable footing but this also needs to be sustained. The financial and technical support that has been promised needs to be more forthcoming. The third recommendation is to strengthen the local economic development in our organization because employment is empowering to self employment.*

The government's social development plan, embodied in the Reconstruction and Development Programme (RDP), provides the policy context within which social workers need to consider their role and the contribution which they might make to the alleviation of poverty in our society. Poverty and social welfare in South Africa have thus been used as political tools enabling certain groups to gain ascendancy over others (Gray: 1998).

The outcomes which developmental local government seeks to achieve may differ overtime. However, in our current circumstances the key outcomes are as follows:

- Creation of liveable, integrated cities, towns and rural areas.
- Community empowerment and redistribution
- Local economic development

Local government is responsible for the provision of household infrastructure and services, an essential component of social and economic development. This includes services such as water, sanitation, local roads, stormwater drainage, refuse collection and electricity. Good basic services, apart from being a constitutional right, are essential to enable people to support family life, find employment, develop their skills or establish their own small businesses (White paper on LG: 1997, Section B.1).

#### 4.13 Perceptions of vulnerable groups

**Table 4.18 Councillors' identification on the most vulnerable groups in Witzenberg municipal area**

	Core category	Cllr 1	Cllr 2	Cllr 3	Cllr 4
Perceptions of vulnerable groups	The aged	x	x		x
	Children	x	x		x
	Disabled	x	x		x
	Farm workers	x	x	x	x
	Women	x	x		x
	Those infected with HIV and AIDS	x	x		x
	Unemployed persons	x	x		x
	Victims of abuse	x	x		x

Three (75%) of the participants identified the aged, children, disabled, farm workers, women, those infected with HIV and AIDS, unemployed persons and victims of abuse as the most vulnerable groups.

The councillors commented as follows:

**Councillor 2:** *“One most critical group is farm workers, we have to concentrate on them because there is no real communication as some cannot read and write. They need the special attention and with the help of the farmers we can open their mindset and be creative”.*

**Councillor 3:** *“Daar is ’n paar plase waar ons gekom het, waar mense nog R27,00 ’n dag verdien. Mense woon in huise wat nie eens ’n dak op het nie. Die mense word so geonderdruk dat hulle nie eens weet waar om te gaan aanklop nie om hulp nie. Om eerlik te wees, met my ondervinding sal ek plaaswerkers op die stadium uitsonder. Ek beweeg baie tussen mense en dit wat ek nou gesien het: die omstandighede van plaaswerkers, is onaanvaarbaar”.*

Translation: *“There are a lot of farms, where people earn R 27,00 per day. People are staying in homes with no roofs. People are oppressed to the point where they feel they don't know who to turn to. In my opinion and from my experience, I would say that farm workers should be at the top of the list. I am in contact with them on a regular basis and from what I have seen their living conditions are unacceptable”.*

The notion of “The Poorest of the Poor” is a term that is frequently used by various government departments in South Africa as well as politicians to designate the targeted beneficiaries of various state intervention policies. There is no official definition of the term, but it is taken to refer to the most vulnerable groups within the country, including poor children and old age pensioners, women headed households and rural, rather than urban dwellers. Its use can be misleading if it is understood to suggest that the states of poverty experienced by others who do not fall into these groups should not be addressed with equal vigour. Because it has not been clearly defined, its use can lead to confusion: on the one hand it could imply that *only* the ‘poorest’ of the poor are deserving of assistance and that those who are poor (but not among the poorest) should be left to fend for themselves. On the other hand it may just be a pragmatic decision within the constraints of limited resources to target first those who are the poorest (Dercon: 2005).

Maré (1993) warns, however, of the dangers of viewing ethnicity simply as a means of political manipulation of a vulnerable group by a powerful class, organisation, state or person (s) for the purposes of gaining power. He points out that the ethnicity also contains within it the potential for acknowledging and protecting cultural diversity, without necessarily rewarding and privileging this social identity with political power (Gray: 1998).

In rural areas, the challenges of building liveable environments range from securing access to land and services for the rural poor, to addressing the distortions in ownership and opportunity that apartheid created between white and black rural dwellers.

In many settlements the majority of residents commute up to 70 kilometres to work in towns and cities. The distance between home and work not only imposes high transport costs, but also imposes harsh social and personal costs. The creation of sustainable and quality living environments for communities in these settlements requires innovative strategies and programmes (White Paper on LG: 1997, Section B.1.4).

**Table 4.19 Employees identification on the most vulnerable groups in Witzenberg municipal area**

	Core category	Empl 1	Empl 2	Empl 3	Empl 4	Empl 5
<b>Perceptions of vulnerable groups</b>	The aged	x	x		x	
	Children	x	x		x	x
	Disabled	x			x	
	Farm workers	x	x	x	x	x
	Women	x			x	
	Those infected with HIV and AIDS	x			x	
	Unemployed persons	x	x		x	x
	Victims of abuse	x			x	

Five (100%) of the participants identified the aged, children, disabled, farm workers, women, those infected with HIV and AIDS, unemployed persons and victims of abuse as vulnerable groups but place an emphasis on the access to services for vulnerable groups staying in remote areas.

The employees commented as follows:

**Employee 2:** *“The aged, children, farm workers and unemployed persons. “ Ek dink dit is ’n area wat afneem binne maatskaplike ontwikkeling wat dalk bly in die agtergeblewe juis omdat dit ver van die ou dorp se areas is en die afstande dit bietjie moeiliker maak. Ek dink meer inisiatief kan dalk geloods word om daardie mense nader te bring aan die maatskaplike programme wat binne die plaaslike owerhede geloods word”.*

Translation: *“I think that this an area that tends to be neglected where social development is concerned because it is remote and removed from town. I feel more should be done to make the social programmes that the local Government launch more accessible to them”.*

**Employee 3:** *“The aged, children and farm workers and their geographic areas where they coming from need to be taken in consideration”.*

**Employee 4:** *“It is not all of the above, definitely not, but it can also be all of the above depending on the occasion or geographic area where the person comes from”.*

**Employee 5:** *“In sequence of priority I would say firstly it would be children. They form about 50 % of our community. The second vulnerable group that I would target for assistance is the disabled and farm workers. Thirdly, it would be the unemployed people in general.*

According to Frankenberger (2003: 21) “poverty and food insecurity are essentially static concepts whereas vulnerability is dynamic and describes how people move in and out of poverty and food insecurity. (They) often are a snap-shot in a point in time that will not be able to capture dynamics of the vulnerability dimension” (Journal of Agricultural and Development Economics :2005).

Citizens and communities are concerned about the areas where they live: they are concerned about access to services and economic opportunities, mobility, safety, absence of pollution and congestion, proximity to social and recreational facilities and so on. Local government can impact on all of these facets of our lives (White Paper on LG: 1997, Section B 1.4).

#### 4.14 Priorities in social development for Witzenberg Area

**Table 4.20 Councillors’ views on priorities for social development in the Witzenberg municipal area**

	<b>Core category</b>	<b>Cllr 1</b>	<b>Cllr 2</b>	<b>Cllr 3</b>	<b>Cllr 4</b>
<b>Priorities in social development</b>	Capacity-building of Social Dev Unit	<b>x</b>			
	Sustainable projects	<b>x</b>			
	Communication with stakeholders	<b>x</b>			
	Better budget Must be pro-active	<b>x</b>			
	HIV/Aids		<b>x</b>		
	Food security		<b>x</b>		<b>x</b>
	Awareness		<b>x</b>		
	Training		<b>x</b>		
	Skills development		<b>x</b>		
	Farm workers support			<b>x</b>	
	Illiteracy			<b>x</b>	
	Foetal alcohol syndrome			<b>x</b>	
	Abuse of women			<b>x</b>	
	Alcohol abuse			<b>x</b>	
	Poverty alleviation				<b>x</b>
Job creation				<b>x</b>	

This was an open-ended question to explore all possible social development priorities in the Witzenberg area.

According to the participants priorities in social development differ from institutionalization of social development, strengthening of social development programmes namely ECD, Foetal Alcohol Syndrome, Job creation, Food security, HIV/Aids, substance abuse and rural development.

Councillors commented as follows:

**Councillor 1:** *“Volhoubare projekte is nodig. Kapasiteit en ontwikkeling van die departement. Kommunikasie strategieë en goeie werksverhouding tussen alle rolspelers. ’n Beter begroting vir gemeenskapsontwikkeling. En dan die laaste een is die munisipaliteit moet pro-aktief wees ten opsigte van toegang tot toelaes van die nasionale en provinsiale regering”.*

Translation: *“Sustainable projects is needed. Capacity and development of the department. There should be good communications strategies and working relationship among all involved. A better budget for community development. Lastly the municipality should be pro-active with regards to access to grants from the provincial and National Government”.*

**Councillor 2:** *“Trainings, Establishment of projects where the community can own the projects like crafts”. People that are suffering from HIV / Aids. That the aim of soup kitchens to help partly to alleviate poverty and people who take medication be able to take medication when they receive soup. Awareness programmes, trainings, establishment of projects where the community can own the projects like crafts and establishment of computer centres and the involvement of ABET for better skills.*

**Councillor 3:** *“As ek kan begin sal ek sê plaaswerkers, veral die omstandighede waarin hulle lewe. Die uitbuiting van plaaswerkers deur werkgewers Die FAS probleem is ’b bekommernis.. Ongeletterdheid is ’n groot uitdaging in ons area asook die mishandeling van vroue en kinders. En dan sal ek sê die toename in alkohol en dwelmgebruik of misbruik”.*

Translation: *If I can start, I will say farm workers. Especially the circumstances they living in is a concern. The exploitation of farm workers by their owners. The FAS problem on farms is a concern. Illiteracy is a big challenge as well as the abuse of women and children. As well as alcohol and drug abuse”.*

**Councillor 4:** *“Armoede verligting, Werkskeppingsprojekte – om meer van ons mense te bemagtig om vir hulle self ’n inkomste te kan genereer. Die sopkombuise. Die veiligheidshuis vir mishandelde vroue en kinders”.*

Translation: “Poverty alleviation, job creation projects – to empower more people that they can generate their own income. The soup kitchens. The safe house for abused women and children”.

The notion that there is a need to ensure that all individuals should be guaranteed an adequate quality of life is also a central feature of the work of Amartya Sen (1999). Sen emphasises that people require a wide range of freedoms so that they are able to lead the kind of life they want to lead. In other words, if we value people having control over their lives, they should be free from poverty, have access to basic healthcare, possess at least some minimum level of education, and be able to exercise political choices in a democracy.

The starting point must be to prioritise the delivery of at least a basic level of services to those who currently enjoy little or no access to services. This can be achieved with the assistance of capital grants from the Consolidated Municipal Infrastructure Programme, or through local cross-subsidisation, or by mobilising private investment in municipal infrastructure. It can also be facilitated by assisting groups within the community to establish their own delivery institutions (White Paper on LG: 1997 Section B.2).

**Table 4.21 Employees' views on priorities for social development in the Witzenberg municipal area**

	Core category	Empl 1	Empl 2	Empl 3	Empl 4	Empl 5
Priorities in social development	LED to address unemployment	x				
	Indigent	x	x			
	Infra structure development	x				
	Housing	x				
	Strengthening partnerships	x				
	Job creation		x	x	x	
	Training		x			
	Soup kitchens and food gardens		x			
	Poverty alleviation			x		
	Skills development			x		
	Substance abuse			x		
	Tackle poverty				x	
	Health				x	x
	More staff to reach vast areas				x	
	Youth					x
	Rural development					x
	ECD					x
Safe house					x	

This was an open-ended question to explore all possible social development priorities in the Witzenberg area.

According to the participants priorities in social development differ from institution development of social development, strengthening of social development programmes namely ECD, Foetal Alcohol Syndrome, job creation, food security, HIV/AIDS, substance abuse and rural development.

The employees commented as follows:

**Employee 1:** *"We are a developmental state and we don't perform only our own services but also those of other government departments, because we are the government closest to the people. Social development is about broader social responsibility. LED to address unemployment, Indigent households, more services such as houses in informal settlements, and strengthening the partnership with health, education etc.*



**Employee 2:** *“Werkskepping is van kardinale belang – ons het ‘n baie arm gemeenskap. Ons Deernis beleid het ‘n direkte positiewe gevolg op armoede. Opleiding, groentetuine en sopkombuisie”.*

Translation: *“Job creation is very important – we have a very poor community. Our indigent policy has a direct positive outcome on poverty. Training, food gardens and soup kitchens”.*

**Employee 3:** *“Employment creation skills”.*

**Employee 4:** *“Poverty, health, job creation, more staff to reach people, transport to make the services more accessible”.*

**Employee 5:** *“The first area would be youth development because their education is very important. Coupled with that is moral regeneration among our youth. We need to place more emphasis on such programmes for the upliftment of the youth. Second priority area would be health, because we have a lack in health education facilities. There are quite a large number of health issues that people suffer in our area. Thirdly, access to social service facility for the rural community. We’ve got a very big rural area. Fourthly, you would have to explore local economic development opportunities. Public safety is another priority area. We need a “safe house” especially for the vulnerable who are exposed to domestic abuse, as well as a haven for the children that are on the streets”.*

The Brundtland Report (1987) argues that inter-temporal equity required ‘meeting the needs of the present generation without compromising the ability of future generations to meet their own needs’. In other words, the goals of current social policy should recognise and provide for the well-being of future generations.

Municipalities must ensure that higher levels of services to residents and businesses are provided on a sustainable basis. This requires long-term infrastructure investment planning and a careful assessment of the levels of services which communities can afford. The provision of household infrastructure is also integral to the provision of housing, and municipalities must ensure that strategies and programmes for the provision of housing and infrastructure are appropriately integrated (White Paper on LG: 1997, Section B.2).

#### **4.15 Summary**

In this chapter the processes of data collection and data organisation were discussed. The biographical details of each participant were presented in order to give the reader contextual insight and understanding into the themes which emerged during the data analysis.

The data analysis was done where all the research questions were presented in table form and evaluated and discussed. A discussion of the findings and recommendations will be presented in the following chapter.

## CHAPTER FIVE

### Conclusions and Recommendations

#### 5.1 Introduction

In this chapter the researcher will present the main findings of this study in relation to the literature review and present recommendations regarding further research indicated the implementation of the findings and possible policy implications.

#### 5.2 Conclusions

To the research question posed at the initiation of this study: “What is the understanding of social development by councillors and employees of Witzenberg Municipality?” it seems that councillors and employees has the same understanding of social development and that both of them see social development as holistic development which include health services; job creation; community development through housing, electricity, water and sanitation; poverty alleviation; social services to vulnerable groups; economic empowerment; safety and security, educational and skills development and human rights development. This understanding of social development is also aligned with the international and national literature specifically the policy framework of SALGA (South African Local Government Agency). The only difference between the councillors and employees is that councillors tend to refer to vulnerable people whilst employees focus on an integrated approach towards social development.

The White Paper for Social Welfare (1997) reflects the government’s attempt to address the problems in the welfare system and is the result of consultation with large numbers of stakeholders. Its stated aim is to build an ‘integrated social welfare system’, which is ‘equitable, sustainable, accessible, people-centred and developmental’ (White Paper for Social Welfare, 1997: 8). It states: ‘The challenge facing the welfare system is to devise appropriate and integrated strategies to address the alienation and the economic and social marginalisation of vast sectors of the population who are living in poverty, are vulnerable, and have special needs’ (Preamble to White Paper for Social Welfare, 1997).

The White Paper thus proposes a developmental framework and gives particular attention to issues such as poverty, the status of women, vulnerable groups such as children and the aged, and those who have special needs, such as those with physical or mental disabilities. Emphasis is placed on the family as 'the basic unit of society' and it is stated that 'family life will be strengthened and promoted through family-oriented policies and programmes' (White Paper for Social Welfare 1997: 14).

In recent years, social development has received considerable attention as a potentially effective strategy to break the cycle of poverty. As one of the potential role-players in social development efforts, the social work profession is facing a number of fundamental challenges. Arising from these socio-political changes, the current task for social work is to reconstruct a social work theory and practice that is uniquely South African, one which seeks to reach those most in need by using effective methods, approaches and strategies (Gray: 1998).

In conceptualization of social development councillors overemphasized the political, social and economical processes and structures that lead to vulnerable conditions and the tendency to understand people as passive victims. As policy makers councillors tend to expect officials to deliver social development services which were not part of the IDP priorities ascertain by the communities whilst employees can only deliver services which are aligned to the municipal budget. These actions frustrate officials who can't deliver a service to every body based on different needs. A social development framework is therefore critical which will minimize misperceptions of the community pertaining expected services. Municipalities need stable and visionary political leadership with professional administrations that account to and are responsive to their communities, plan and provide basic services in a sustainable manner, ensure "value for money" spent, inspire investor confidence and make residents proud of the areas they live in.

The participants are aware of social development programmes and their inputs is mainly based on their experience with the social development unit in the municipality and therefore their argument that local government have to take the leading role in social development. Institutionalization in term of staff, resources and budgets for social development in local government is limited due to the bulk of capital and operational budgets been spend on core functions namely basic services (electricity, water, refuse removal).

However, especially councillors don't really understand the value of IGR partners. The IGR role of the different spheres of government in implementing social development need to be clarified especially to councillors. The employees on the other hand are very clear on the value of IGR partners and emphasized the need of strengthening these partnerships.

Councillors and employees realize the significant role in working with their communities but need to define appropriate ways in which needs can be addressed. They are not able to provide effective leadership in developing a common vision amongst communities and stakeholders about what can and ought to be done in a progressive and programmatic way. The SALGA framework in this regard is a valuable tool. Councillors being the "voice" of the community have to empower people to take responsibility for their own development in ways that will not harm the future of their children. Councillors need to caution that being the "voice" of the people expect from them to sit and listen to the community and not to be bias, have vested interests and ignore the local reality of the community's social development needs.

The researcher was also amazed by the extent at which ordinary people were able to use their local knowledge in analysing the Witzenberg development environment, coming forward with appropriate strategies and participating in the decision making process. The community participation process also focussed on creating an enabling environment for poor and marginalized people to speak out, as a result these words now assisted in breaking down age-old walls that divided key stakeholders in our local community. One example is that of farmers and farm workers, through structured participation we are slowly, but surely breaking down the animosity between the two most important role-players in the most important economic sector, namely Agriculture in the Witzenberg. Participation is about creating an environment in which people can involve themselves directly in decision-making processes and directly in the planning and implementation of development.

Municipal departments will be compelled to become more responsive to the needs of citizens and seeks solutions in partnership with communities and the private sector. As a result this institutional change stimulated by participatory governance can contribute to greater efficiency and innovation. This ties in with stimulating greater community ownership, non-monetary contributions to development

processes and direct involvement in maintaining infrastructure investments. In addition participatory governance will assist municipalities in addressing social problems, due to the fact that it strengthens social cohesion and inclusivity.

It seems that the fact that the Witzenberg municipality's social development unit are active in social development initiatives it influence the expectations the participants have regarding social development.

Municipalities have not been effective in mediating expectations, and mobilising and supporting communities to tap into the wide network of state and non-state resources. At the same time the other spheres of Government have not deepened the reach of their programmes sufficiently and have not supported municipalities and local communities effectively.

This is demonstrated by the "service delivery" protests in the country. These protests are not necessarily driven solely by municipal failure but rather by government-wide breakdowns in confronting urbanisation and growth. These wider breakdowns are resulting in the mushrooming of informal settlements where the poor are seeking refuge in the absence of any suitable and affordable alternatives.

For our society to achieve the ideals in our Constitution, it needs a coherent plan that can shape its programmes, priorities and budgets. But it needs more than that. It needs a capable and effective state, sound institutions, an active electorate and strong partnerships between social actors.

There are also substantial weaknesses in the capabilities of the state, and state failures are harmful to poverty-reduction. The construction of a developmental state cannot happen by decree, nor is it a single event. It is an ongoing process of building intelligent public institutions. It is about building a culture of caring public services, of prudent conduct and honest interaction with society.

To change a society's social and economic structure and culture takes a long time. Policies to bring about such changes often take a long time to bear fruit. Long lead times often require long-term planning. We should aim to build a developmental state with strategic, political, administrative and technical capacities to lead the nation in social development. Two striking weaknesses in government are the lack of a coherent plan and poor coordination. There is a need for better long term

planning to inform shorter term plans, resource allocation, trade-offs and the sequencing of policies. The rationale derives both from our own context and the lessons of international experience.

Some of the main obstacles to accelerating basic services are the lack of critical infrastructure in rural areas and the proliferation of informal settlements in urban areas. Both these obstacles are beyond the capabilities (institutional and fiscal) or powers and functions of municipalities to confront by themselves. Highly uneven responsiveness to the challenges of local government in the management and provision of services has contributed significantly to the state of distress local government finds itself in today.

The researcher therefore agrees with the cabinet approved comprehensive Local Government Turnaround Strategy of December 2009. One of the two most important considerations is that a “one size fits all” approach towards municipalities is not useful or acceptable. Each municipality faces different social and economic conditions and has different performance levels and support needs. Thus a more segmented and differentiated approach is required to address the various challenges of municipalities. In the case of Witzenberg municipality big strides were already made in terms of social irrespective of a low budget, but with strong IGR partnerships the municipality can become the best practice on sustainable social development in local government.

### **5.3 Recommendations**

#### **5.3.1 Social development policy**

- ✓ A common understanding of social development – its definition(s), theories, and measurement approaches need to be fostered.
- ✓ The SALGA proposed social development framework has to be workshopped by councillors.
- ✓ A social development policy for Witzenberg municipality had to be developed and approved by councillors.
- ✓ Social development policy need to be populated
- ✓ To reliably measure social development, tools and methodologies need to be advance.

### 5.3.2 Inter-governmental Relations

- ✓ We need to take strategic partnerships from merely intergovernmental relations to intergovernmental prioritization, planning, budgeting and implementation. These partnerships and networks between government departments and community base organisations from different sectors including the political, social and economic sectors can lead to the common goal of sustainable development in services of the community across national, organisational and industry borders.
- ✓ Create an environment for IGR partners local and national to prioritize, plan budget and implement social development initiatives.

### 5.3.3 Institutionalization

- ✓ The role of local government in social development is currently base on the proposed SALGA framework. The Witzenberg municipality has a social development unit but the budget allocated for social development is limited. After the development of the municipal social development policy a lobby for an increase budget have to follow.
- ✓ Restore the confidence of the majority of our people in our municipalities, as the primary delivery machine of the developmental state at a local level.
- ✓ Re-build and improve the basic requirements for a functional, responsive, effective, efficient developmental local government.
- ✓ More focus on planning and more attention to coordination are related interventions to remedy what has not worked.

### 5.3.4 Possible further research topics:

- The efficiency of a social development framework for local government
- How does civil society perceive social development programmes on local government level
- The efficiency of IGR on local government programmes



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## **POLICIES AND LEGISLATION**

**IDP** Witzenberg Local Municipality 2009/2010. Integrated Development Plan available at: <http://www.witzenberg.gov.za>.

**IDP** Mangaung Local Municipality 2003 / 2004. Integrated Development Plan. available at: <http://www.bloemfontein.org.za>.

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**APPENDICES****ANNEXURE A****Informed Consent****Towards an understanding of social development by councillors and senior employees of the Witzenberg Municipality**

**Researcher (Master student) :** Jo-Ann S Krieger  
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Thank you for your willingness to participate voluntarily in this research project. In accordance with research protocol you are requested to give written consent of your willingness to participate in the study.

The purpose of this study is to ascertain the understanding of the concept social development of councillors and employees in the Witzenberg Municipality. This study is done to make recommendations to Witzenberg municipality in fulfilment of a Masters Degree.

With your permission the interview will be recorded with an audio-recorder. Transcriptions of the interview(s) will be kept in a locked cabinet and will only be available to the researcher and the research supervisor. All information obtained during the course of this study will be treated in confidence and if you so wish you may use a pseudonym to ensure anonymity. Your participation in this research project is voluntary and you are at liberty to terminate your involvement at any point.

If you are prepared/willing to participate in this study, please sign the consent form below.

Yours sincerely

JS Krieger  
Researcher

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I, \_\_\_\_\_

(name and surname) declare that I understand what the study entails and that I am willing to voluntary participate in it.

Signature .....

Date .....

## Annexure B

### INTERVIEW SCHEDULE

#### 1. PARTICULARS OF RESPONDENT

##### 1.1 Gender:

Male		Female	
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##### 1.2 Age of respondent:

20 – 29 years	
30 – 39 years	
40 – 49 years	
50 – 59 years	
60 – 69 years	
70 + years	

##### 1.3 What is your position within the Witzenberg Municipality?

Mayoral Councillor	
Director / Acting Director	
Manager	

##### 1.4 Years of experience in local government:

1-5 years	
6-10 years	
11-15 years	
More than 15 years	

## 2. PERCEPTIONS OF SOCIAL DEVELOPMENT

Councillors and employees have different perceptions about social development. The following questions aims to explore such perceptions:

### 2.1 What do you consider social development to be?

Health services	
Job creation	
Community development for housing, electricity, water, sanitation, etc.	
Poverty alleviation	
Social services to vulnerable groups	
Economic empowerment	
Safety and Security	
Educational and skills development	
Human rights development	
All of the above	
None of these above	

#### Comments / other:

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### 2.2 Are you aware of any social development initiatives in the Witzenberg Municipal Area?

Yes		No	
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### 2.3 Can you name the programmes and their significance for social development?

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2.4 Who initiated the social development programmes?

National government	
Provincial government	
District municipality	
Local government	
Non-governmental organizations	
Other	

2.5 Can you list such programmes?

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2.6 Who, in your opinion, should be responsible for social development?

Department Social development	
Provincial department of Local Government and Housing community development workers	
Municipality	
All government departments	
Non-government organizations	
Community based organizations	
Faith-based organizations	
All the above	

### 3. THE ROLE OF THE LOCAL GOVERNMENT IN SOCIAL DEVELOPMENT

3.1 What should be the role of the Municipality in social development initiatives?

Identifying social development needs	
Initiating social development projects	
Strengthen and/or support existing social development projects	
Facilitate intergovernmental relations to ensure social development service delivery	
All the above	

3.2 How can councillors contribute to social development?

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3.3 Are you currently satisfied with the social development programmes of the municipality?

Yes		No	
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3.4 Motivate your response.

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- 3.5 What recommendations will you make for more effective and sustainable social development initiatives?

More social development staff	
Better coordination with social development stakeholders or partnerships within the municipal area	
Realistic budget for initiatives	
More integrated approach between municipal directorates	
Effective support services within the municipality	
Strategic alignment of provincial and local government initiatives	
Partnerships with other community organizations e.g. CBOs, NGOs, faith-based organizations, farm workers initiatives, etc.	
None of the above	

Motivate your response:

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- 3.6 Who do you consider to be the most vulnerable group in the Witzenberg municipal area?

The aged	
Children	
Disabled	
Farm workers	
Women	
Those infected with HIV and AIDS	
Unemployed persons	
Victims of abuse	
None of the above	
All of the above	

3.7 Have you ever consulted with members of such groups regarding their needs?

Yes  No

3.8 Are the needs in your opinion real or perceived?

Real		Perceived	
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Motivate your response

Real:

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Perceived:

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3.9 What other attempts have been made to address the needs of the vulnerable groups through social development initiatives?

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3.10 If any attempts were made, what were the outcomes of such initiatives?

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3.11 What were the major challenges encountered with such social development initiatives?

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4. What do you consider to be the 5 (five) priorities for social development in the Witzenberg municipal area and why?

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5. Are you aware of or do you foresee any resource constraints for any social development initiatives in the Witzenberg Municipality?

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Thank you for your participation.

Jo-Ann Krieger