

**IMPLEMENTATION OF A DEVELOPMENTAL  
APPROACH TO SOCIAL WELFARE SERVICE  
DELIVERY AT NKANDLA IN KWAZULU–NATAL**

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# **IMPLEMENTATION OF A DEVELOPMENTAL APPROACH TO SOCIAL WELFARE SERVICE DELIVERY AT NKANDLA IN KWAZULU-NATAL**

**BY**

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Submitted to the Faculty of Arts in partial fulfilment of the requirements for  
the degree of Masters in Community Work in the Department of Social  
Work at the

University of Zululand

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## DECLARATION

I, Nomusa Hlengiwe Patience Khanyile, hereby declare that the dissertation entitled **“Implementation of a developmental approach to social welfare service delivery at Nkandla in Kwa-Zulu Natal”** is the result of my own investigation and research and that it has never been submitted for any other degree or to any other University. Work done by other researchers was acknowledged.

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**NHP Khanyile**

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**Date:**

## **ACKNOWLEDGEMENTS**

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- Authors whose works have been cited;
- My friends and colleagues for encouraging words;
- Respondents for participating in this study and made it possible and ;
- My family

NHP Khanyile  
KwaDlangezwa

## **DEDICATION**

**TO**

My parents MaNsibande Faith and Duckie Douglas, brothers Nkosinathi, Sibusiso and in memory of my late brother Sandile, daughter Nomcebo and child Thulani for being my source of inspiration

## **ABSTRACT**

The study focused on the implementation of a developmental approach to social welfare service delivery at Nkandla. It intended to establish whether or not existing service providers implement a developmental approach to community development initiatives with aim of developing and empowering individuals. It further looked at the extent to which local communities participate or do not participate in public affairs.

The findings revealed that, the majority of people view the government departments' system of governance as unresponsive to the societal needs. Lack of effective communication mechanisms between the officials and the communities appears to be the main factor. Communities are hardly consulted for planned initiatives as a result projects are just implemented not really looking at the felt needs. People at the grassroots level do not have knowledge on how government structures function. This makes it difficult for them to have meaningful and effective means of participation.

All the undesirable effects outlined above, provide a sound and compelling basis for the strictly implementation of the developmental approach or the available policies for the benefit of the community at large. Lastly on the basis of this study, the critical recommendation was a need to change the mindset of government departments' officials in order to involve communities more seriously.

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## **CHAPTER 1**

### **1. ORIENTATION TO THE STUDY**

#### **1.1 Introduction**

South African communities, particularly rural communities, face numerous challenges. These challenges ultimately result in various forms of poverty. In an attempt to address some of these challenges in a democratic era, the White Paper on Social Welfare (1997) was formulated and produced. The essential aspect of the White Paper on Social Welfare (1997) is, amongst other things, to develop and implement an integrated poverty-eradication strategy that provides benefits for those in need within a sustainable development framework. The paper provides some guidelines for social service providers.

In line with the White Paper on Social Welfare (1997), this study puts emphasis on developing relevant programmes to alleviate poverty and to focus on human skills development (capacity building) as the cornerstone of sustainable and community-driven development. Furthermore, the study stresses the need for the development of local communities' capacity to take charge of their own circumstances in a meaningful manner. Without direct community involvement in development efforts sustainability of community projects could forever remain a pipedream.

The changeover of the South African government in 1994, brought along a need for transformation to all levels of society, with an aim of improving service delivery and making services more accessible and responsive to the needs of South Africans. The South African government adopted a developmental approach to social welfare as part of transformation.

The White Paper for Transforming Public Service Delivery (1997), White Paper on Reconstruction and Development (notice 1954 of 1994) and Policy on Financial Awards to Service Providers clearly stipulate the government's

expectations of delivering social welfare services in a developmental manner at all levels.

In agreement with the above mentioned policies, Patel (2005: 98) stresses the concern of transformation wherein it was outlined that developmental perspective to social welfare in South Africa is firmly rooted in a right –based approach, with its goals including achieving of social justice, equitable access and equal opportunities to services and benefits, a minimum standard of living and a commitment to meeting the needs of the most disadvantaged in the society. South Africa's developmental approach to social welfare evolved from the country's unique history of inequality and the violation of human rights. The perceived challenge is the implementation of policies (operational point of view). It is on this basis that a study that focuses on the implementation of a developmental approach to social welfare service delivery, especially in the participation of rural communities, has been seen to be relevant.

## **1.2 Background information**

In pursuance of the objectives of the White Paper on Social Welfare (1997) various development programmes were initiated, especially in rural communities. The initiated poverty relief programmes focused on all population groups: children, youth, families, women, the elderly and people with disabilities. Such programmes aimed at bringing change, achieving human development and overcoming the social divisions of the past.

Patel (2005:104) pointed out that developmental social welfare is beginning to be implemented in the South African context through policies and programmes of the Department of Social Development and as part of an overall inter-sectoral strategy across all government departments. It calls for democracy and participation in social and economic development. In promoting policies, development agents or actors should facilitate the process.

The study is premised on the belief that government, whilst continuing to provide social welfare services to destitute families, such support should not

be allowed to develop into some kind of dependency syndrome. Instead, communities need to be encouraged and assisted to develop survival strategies, through carefully crafted sustainable and relevant programmes.

There is a need for a paradigm shift in delivering social welfare services, the shift from apartheid and remedial welfare model to a developmental service delivery model (Patel, 2005: 154).

The developmental approach highlighted in this study is regarded as the cornerstone of sustainable and community-driven development - an integrated development approach to a community development agenda. This approach is consistent with the concept of development, in particular, socio-economic development and structural development, in terms of service structures designed to enhance service delivery to individuals, organisations and communities.

The study focuses on the extent of service providers' involvement of client system on the implementation of a developmental approach towards growth and empowerment of individuals and communities in the process of social welfare service delivery at Nkandla. The implementation of a developmental approach is likely to be functionally effected through enhancement of client systems' participation in issues affecting them. It is hoped that a study of this nature might indicate whether or not social welfare service providers do encourage involvement of the client systems in their implementation of an integrated developmental approach to community based initiatives.

The study also examines the programmes in place that provide required capacity to individuals through community participation in social welfare services, to promote and develop socio-economic values based on self-reliance and self-development. To this end, local communities need at some stage to sustain themselves without having to rely on government subsidies, support or handouts.

### **1.3 Statement of the Problem**

At Nkandla, the prevailing socio-political system can be favourably compared to that of past apartheid government policies. Past apartheid government policies were based on an unrealistic principle: the principle of exclusion and discrimination based mainly on race and gender. However, this should not be the case at Nkandla; services should now be provided on principles that are based on the Constitution of the Republic of South African (Act no 108 of 1996) and *Bato Pele* principles.

In the researcher's observation, the system of state administration within the Nkandla lacks open communication. Open communication, in the opinion of the researcher, allows individuals to exchange views on common issues and plays an active part in the development and implementation of public policy directives affecting all in local communities. Within Nkandla communities', resistance to change also hinders community participation.

In the researcher's observation, both service providers and service beneficiaries still labour under the impression that someone outside Nkandla remains accountable for what is happening within the area. This mindset is likely to contribute towards hindering community-based initiatives and, above all, may be the primary factor contributing to underdevelopment at Nkandla.

Patel (2005: 322) stresses the issue of transformation wherein it is outlined that developmental social welfare services set out to enhance social functioning and human capacities, promote social solidarity, participation and community involvement in welfare, promote social inclusion through empowerment of those who are socially, economically and politically excluded from the main stream of society.

In most instances, the researcher observed that some local communities accept from government departments developmental projects without any consultation with affected local communities, and without any formal training of local project managers. Residents were expected to run and manage projects without any capacity building training for self-reliance and

sustenance. This quite often resulted in community development initiatives which started with excellent intentions closing down within a very short period of operation. Service providers often dictated what should be done, without the beneficiaries' involvement, and there was no chance for local residents and project managers to exercise their potential. Delivered services were quite often not of high or good quality. The approach used was more therapeutic in nature. Service providers should determine and redress the manner in which they assist communities.

A sustainable, community-driven and inclusive developmental approach should have, as its primary objective to empower individuals, to push back frontiers of poverty and permanently consign it to a scrap yard. In this process, local communities should be involved in all aspects of the local community: for example, engagement in the local community's social, agricultural, educational, political, economic and technological life. An individual with a number of different skills gain self-esteem and is able to assume different roles within the family and in the community, being in that state that person is empowered.

This research has as its primary intention to establish how beneficiaries of social welfare services at Nkandla feel about the extent to which they participate in public affairs and in the provision of social services, and whether or not from their perspective such participation does allow them to have a meaningful say over public affairs. The research will also establish if benefiting communities were ever provided with any capacity building training, for community activities, and if such training enabled them to sustain initiated development projects, introduced to local communities.

#### **1.4 Research questions underlying the study**

This study will address the following questions, namely:

1. What is the level of service providers understanding of developmental approach?
2. What role do service providers play in the process of developing and



- ensuring participation of community members in developmental initiatives?
3. How do service providers influence community members' participation in their interventions?
  4. What are developmental social work methods employed or utilised by the service providers when implementing developmental social welfare?

### **1.5 Objectives of the Study**

The objectives are the “steps one has to take, one by one, realistically at grassroots level, within a certain time-span in order to attain” the aim or goal (Fouché, 2002: 107 – 108).

The objectives of the study are as follows:

1. To assess the level of service providers' understanding of developmental approach.
2. To ascertain the roles of service providers in promoting participation of client system towards implementation of developmental social welfare services.
3. To determine how service providers' enhance or hinder client system's participation in their interventions.
4. To find out what social work methods are employed or utilised by the service providers when implementing developmental social welfare.
5. To determine whether service providers are capacitated enough in relation to the developmental approach in rendering social welfare services.

### **1.6 Motivation of the study**

The researcher derived inspiration to undertake this study through her own experiences, working with a number of poor, disadvantaged and under developed rural communities of Nkandla. The researcher observed that there are a number of challenges Nkandla communities face in their development aspirations and agenda.

The researcher is employed by the Department of Social Development since the year 1997. At present the researcher is stationed at Ulundi Cluster Office previously known as Ulundi Regional Office. Prior to getting stationed at the

Cluster Office, the researcher, as already stated, used to work with local communities of Nkandla. It was during these intervening years that the researcher came to realise that Nkandla communities still face many development challenges in the New South Africa.

In the process of working with some of these communities, the researcher discovered that there had been no noticeable community platforms enabling, encouraging and influencing local residents to engage in dialogue, to exchange ideas from which informed decisions could be based, and rational decision making processes improved. Community participation in public affairs and in the provision of social services is almost non-existent. In the researcher's observation, the existing socio-political system puts no emphasis on participatory approaches to development consistent with democracy and the Constitution of the Republic of South African (Act no 108 of 1996).

Local residents can hardly participate in public debates, decision making processes and in public policy formulation of Integrated Development Plans (IDPs), which are regarded as plans that should help speed up public service delivery through budgets and budgetary processes. Instead, government comes up with readymade recipes for the community to buy in. This approach is in conflict with the Constitution of the Republic of South African (Act no 108 of 1996). The Act, among other things, emphasises community involvement in public affairs.

Nkandla communities quite often do not play a significant role in activities affecting their lives, like initiating or formulating a project, responding to identified community needs, managing the project and implementing it properly for their own growth and development. The researcher has been part of these communities when she used to be a community worker at Nkandla. The researcher observed that official public bureaucracy hinders individuals and communities from growing and maximising their potential in the process of developing themselves and their communities.

The other aspect that motivated the researcher is the observation over the years that people are unable to overcome the situation in which they find themselves. This could be ascribed to the fact that they undermine and view themselves as helpless or lack essential information, skills and knowledge to determine their life destiny.

Furthermore, motivation for the study emanated from criticism levelled against Social Work in South Africa. Social work has been viewed, as having been largely reactive, recognising already existing problems and designing specific reactive programmes to solve the situation at hand. Again (Patel, 2005:154) pointed out that the welfare service delivery model was based on a social treatment approach to service delivery that was informed by the medical model with its sole emphasis on remediation, social pathology and individual clinical practice. It was based on deficits needed to be diagnosed and treated.

The essence of this study is to ascertain extent to which service providers involve client system in their implementation of the developmental approach in social welfare service delivery.

The mindset of public officials that serve the local residents appears not to have changed from past apartheid practices. Officials still believe that local residents are not capable enough to deliberate on matters that directly affect them. Public service providers just come up with solutions to identified community problems.

This research intends establishing whether Nkandla Department of Social Development officials have been able to involve client systems in their interventions. This had to be explored in the service providers' ability to plan, coordinate, implement, monitor and evaluate developmental projects and more particularly on how operational plans and strategies become known and understood to residents for their growth and development.

The study has been intended to reveal factors that promote or hinders and/or prevent individuals from participating in their own growth and development

efforts. Even more worrying, from an observational viewpoint, is the attitude of local residents that seem unable to identify their strengths, inherent capacity and drive towards change that provides them with the potential for development based on advancing a life career and values of sustainability; self-reliance and self-development.

Research findings are meant to throw some light on the direction the government department needs to take in the process of improving delivery of social welfare service at Nkandla.

### **1.7 Definition of Terms**

The researcher found it essential to define a number of concepts to be used in this study as different terms have broader meanings.

#### **1.7.1 Development**

According to Coetzee, Graaff, Hendricks and Wood (2001:119-120) development is defined as the term not only implying the satisfaction of basic needs, but also the right to live a meaningful life. It is based on human well being and action plans should aim at providing the opportunity for people to become more than they are. It is seen as the desirable direction and is defined by the people who find themselves in the situation of underdevelopment. It is further explained as the process of directed, determined or controlled change, leading to some form of economic growth, political autonomy and social reconstruction.

#### **1.7.2 Community Development**

White Paper for Social Welfare (1997:68) defined community development as the process by which the efforts of the people themselves are united with those of government authorities to improve the economic, social and cultural conditions, to integrate those communities into life of the nation and to enable them to contribute fully to the national progress. It is a process and method that is aimed at enhancing the capacity of communities to respond to their needs and improving their capacity for development through community

mobilisation – local community participation, resource mobilisation and execution of projects, thus enabling these communities to be self reliant.

According to Gray (1998: 58) community development is defined as a method of intervention which emphasises the involvement of people within localised communities in proposing, planning and promoting development priorities for their own communities, further defined as an intervention strategy, a way in which services are rendered. It is a democratic, grassroots or bottom-up, humanistic, people-centred approach that emphasises the participation of local people in all aspects of development and their empowerment through, among other things, education, awareness raising, capacity building and community action.

For the purpose of this study the concept was used with an aim of understanding community development situation at Nkandla if need be to look at ways of improving Nkandla community through capacity building training; creation of effective communication structures and a sound management system. The system envisaged that it should focus on human skills development and an integrated approach to socio-economic development. Such system should, hopefully, result in an improvement of community participation in public affairs and better quality of life among local communities.

### **1.7.3 Poverty**

According to Swanepoel and De Beer quoted by Narayan, Chambers Shah and Petesch (2000:33) poverty is said to be like heat; one cannot see it; one can only feel it; so to know poverty one has to go through it – words by a poor person living in Ethiopia.

A number of individuals; families and communities are regarded as poverty stricken if they are without basic needs: no food, no shelter and no means of survival.

In this study, the concept “poverty” is defined as the state of being poor or deficient in money or means of subsistence. The poor are seen as being handicapped by the lack of resources in the environment, limited opportunities for employment and for educational advancement.

For the purpose of this study, the concept was used to put more meaning and clarity on the research undertaken. Poverty was mentioned to create an understanding of different circumstances around an individual that might hinder him or her to participate effectively in matters affecting his or her life. People who are socially oppressed are often poor; persons in poverty are very much inclined to be the objects of discrimination in their everyday life (Van Wormer, 2006:130).

#### **1.7.4 Social Welfare**

Zastrow (2010: 03) broadly defines the term as meaning a nation’s system of programmes, benefits and services that help people meet those social, economic, educational and health needs that are fundamental to the maintenance of society. It is not only for meeting needs, but it is also about the management of social problems or conditions and the maximisation of opportunities.

The White Paper for Social Welfare (1997) defines Social Welfare as “an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people.” Social welfare is intended to promote well-being of individuals, families and communities.

For the purpose of this study, it is essential to understand the concept in order to be clear as to which social welfare services are provided at Nkandla. Are such services enhancing the well being, encouraging and developing individuals or depriving service beneficiaries to grow? What is the extent for meeting the basic needs and the degree for advancement opportunities?

### **1.7.5 Project**

According to Steyn *et al.*, (2003:3) a project is any planned, temporary endeavour undertaken to create a unique project, service or other complete and definite outcome (deliverable) within a limited time scale and budget. Project requires mobilization of resources from a number of different functions or disciplines. Temporary implies that a project has a beginning and an end. End is reached when the project objectives have been achieved or when the project is terminated for some reasons. Putting definition in short project is a response to a need, the solution to a problem identified.

In this study projects referred to are Poverty Alleviation Projects initiated and funded by the Department of Social Development. These projects include home community based care projects and income generation projects. The researcher intends to know or find out the involvement of beneficiaries when such projects were initiated, implemented and completed. Furthermore, having been engaged in such projects do beneficiaries acquired certain skills for their survival and self reliance?

### **1.8 Preliminary Literature Review**

According to Davies (2007:38), a literature review is defined as a process of reading what others have said concerning the topic and in particular tracking down and reading many research reports on the subject. In agreement with Davies, Neuman (2000:446) pointed out that the literature review provides the framework of the research and identifies the area of knowledge that the study is intended to expand. It shows the path of prior research and how the current project is linked to the former.

The researcher reviewed what other authors have said about issues relating to the study. Different literature was consulted concerning issues of development, developmental social welfare, empowerment and community participation. It emanated though that very little has been done previously on the developmental approach.

### **1.8.1 Social development**

Midgley (1995: 25) defines social development 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. Development is said to be focusing on the social economy, it provides an interdisciplinary basis for analysing and dealing with current social problems and promotion of social welfare.

Patel (2005:30) pointed out that social development is essentially a people-centred approach to development that promotes citizen participation and strengthens the voice of the poor in decision-making and in building democratic and accountable institutions. It is also considered to be multi-disciplinary and cuts across sectors such as health, education, economic development, social security and social welfare services. Social development goals are to promote social and economic development; participation of socially excluded in development efforts; achieve tangible improvements in the quality of life of the people; promote human development and social well-being (Patel, 2005: 204–206).

For the purpose of this study, social development should be understood and looked at clearly wherein one focuses on the processes and programmes in place aiming at developing human beings, ways and means of dealing with the identified challenges and also checking whether plans in place are assisting different stakeholders to deliver services in an effective and efficient manner for developing individuals in totality. Social development should be accompanied by economic development for all human beings to experience sustained community driven development.

### **1.8.2 Developmental Social Welfare**

Patel (2005: 154–161) pin pointed on developmental social welfare as the new direction needing paradigm shift from social treatment to a developmental service delivery. It is conceptualised as a right-based approach to service delivery, wherein there is promotion, protection and defense of the rights of those who are vulnerable and at risk, integrated



family-centred and community based services which are locally accessible, working with diverse needs and different sizes of clients and application of a range of community development initiatives. It is where social workers deliver services to clients of different sizes and work at different levels of intervention.

The goal of developmental social welfare is to facilitate the provision of developmental social welfare services to all South Africans more especially those vulnerable, marginalised and with special needs. It is concerned about empowering individuals, families and communities aimed at building their strengths to be able to manage needs, social problems and human relations.

For the purpose of this study the researcher views the concept of developmental social welfare as essential because it looks at involving previously disadvantaged individuals / communities as that of Nkandla. Tackling issues of participation that each and every member should or has a right to participate in decision making, showing his or her strengths. Furthermore focuses on the delivery of integrated services aiming at the individuals' growth. If individuals and communities can be assisted in a developmental way every member will be able to manage the situation they come across besides having to wait for external help.

### **1.8.3 Developmental approach**

A "developmental approach to an integrated socio-economic development" can be seen as being based on the strengths of the individual, group or the community to embark on activities that contribute meaningful to planned socio-economic development initiatives. Such community should promote capacity for growth and development of institutions, processes and programmes (Department of Social Development, 2009 (a):13).

Midgley (1995:25) defines a developmental approach as a process of planned social change designed to promote the well being of population as a whole in conjunction with a dynamic process of economic development. It focuses on integrating economic and social development for the benefit of all members of society.

For the purpose of this study the researcher understands this approach as calling for a combined or integrated approach, to augment what local people already do well, together with the resources and assets to which they have access. Above all, sustained development should take place within a coordinated infrastructure in the form of aviation facilities, harbours, roads, water, electricity, telecommunications, technology and the right climate, as well as availability of individuals with relevant skills for development and a passion for development.

#### **1.8.4 Empowerment**

The New Dictionary of Social Work (1995:21) quoted by Gray defines “empowerment” as a process whereby individuals and groups attain personal or collective power which enables them to actively improve their living conditions. It denotes the full participation of people in the formulation, implementation and evaluation of decisions. It is a people – centered process where power is acquired through the acquired skills and knowledge.

According to Potgieter (1998), empowerment is defined as a process of increasing personal, interpersonal and collective power, which allows individuals, families, groups and communities to maximise their quality of life. The helper enables them to gain capacity to interact their environment in ways that enhance their need gratification, well being, and satisfaction and closely linked to competence, self-esteem, support systems and belief that individual actions with others can lead to improvement in one’s situation.

For the purpose of this study, empowerment is important because it is about capacitating an individual to manage his or her life and or the living standard, taking full control of structures, programmes and processes established to sustain development initiatives. In this regard, communication and participation play a vital part in making development partners understand commonly shared development strategies. Through the use of individual strengths local residents could share ideas and experiences with one another, to benefit the municipal service area.

### **1.8.5 Self reliance**

Integrated Service Delivery Model for the Department of Social Development (2006) defines "Self reliance" as the connections of residents to one another and to the environment that shape them and make local economic development relevant to planning and decision making processes, as well as leadership functions. Self reliance is the way out of dependency. It is hampered by dependency on people for handouts and on technology that cannot be sustained without outside assistance. It is the act of the people mobilising themselves, inquiring, deciding and taking initiatives of their felt needs and relying primarily on local resources, knowledge, technology and strengths. Self reliance comes from within but directed outwards and is based on social relationships – one cannot make people self reliant, it is an attitude, state of mind, a trust in or a positive perception of potential and capabilities that people have about their own mental and material resources as the primary stock to draw on in the pursuit of their outcomes.

Self reliance calls for independence where people are able to do things on their own for themselves in a developmental manner. The researcher understands this concept to mean that an individual is self reliant when he or she is able to implement different ideas, acquired skills and knowledge to benefit him, her, local organisations and the entire local community.

In relation to the study, self reliance is attained if individuals and the community members at large are being able to rely on one's capabilities, the ability to manage one's own affairs and capacity to make independent decisions. Once community members are capable to identify their problems and make decisions in terms of such problems, in that instance those members can be said are self reliant .

### **1.8.6 Community Participation**

"Community participation" in development can be defined as the involvement of community members in development activities of the community in order to influence the outcomes of those activities and obtain as many benefits as possible from the results of those activities. Participation means people

involving themselves to a greater or lesser degree, in organisations indirectly or directly concerned with the decision making about and implementation of development (Coetzee & Graaf, 1996:313).

For the purpose of this study the researcher understands community participation as an important aspect in achieving development. Community participation should not be limiting or not be limited. It should look into ways that communities engage with matters affecting them. Communities should identify their felt needs through the participation process and the identified needs be met appropriately.

#### **1.8.6.1 The importance of community participation or impact on lack thereof**

Swanepoel and De Beer (2006:28) outline participation as an essential aspect in development and it is important to clearly understand what participation entails. It is said participation does not mean involvement as when people are involved they are allowed to engage in projects under certain conditions whereas when people are mobilised to participate, they do so fully in all aspects of the project. They become part of the decision making, planning, implementation and evaluation of the project. They participate fully in the management of the project.

In researchers' views it means for every project to be successful and sustainable community members need to participate fully in ensuring that every element within the project is taken into account for all members to be self reliant and self sufficient. All categories need to be engaged in the process of participation.

Furthermore, it is said through participation a solid, local knowledge base is used for development. The other point highlighted is that those people who do not participate in their own development have no affinity for development efforts and results.

Participation becomes a way of ensuring equity, the poorest of the poor needs to be included in matters affecting their future as a democratic right. People

need not just to feel part of the project, not there to do practical work and to be present to use their local practical knowledge but they need to be there because of their democratic right and to make informed decisions concerning the project. Guiding principle clearly pin point that people need not to be mobilised to play a minor role and to fill subordinate position. People need to be role-players; if they are not there something is wrong.

If there is no participation going along with empowerment or power it is said that participation “is an empty and frustrating process for the powerless.” If there is no participation people can be used as cheap labour, wherein an excuse is always said that ordinary people are not capable of anything else except physical labour. The decision making and planning are seen as outside the ambit of ordinary people because participation is seen as interfering with the effective provision of basic needs (Swanepoel and De Beer, 2006:29).

#### **1.8.6.2 Roles of social service providers in promoting participation**

Service providers in this study are referred to as community development workers. Swanepoel and De Beer (2006:53-56) highlight a number of roles played by community development workers, to mention a few they play a role of being a guide. Service providers are aware of pitfalls and obstacles than ordinary people, they have a better idea what consequences of any action might be. On the other hand, they do not know everything, they do not have answers to all problems, and they are also in a learning process.

People need not to depend on them but it means providing understanding within a certain situation and not entitles them to lead from front.

The other role is that of adviser. Community members are given advice in a very limited scope. Service provider motivates and provides information on the possible choices people can make and consequences of each choice. When offering an advice one is not telling people what to do and what not to do but is encouraging them and giving options for individuals to take decisions on their own.

Service providers also play a role of an advocate for the community members they are working with. Community development worker has different contacts with a number of stakeholders which is usually lacking within the communities. They assist communities with proper channels to follow in certain circumstances. Service provider needs to work with ordinary people to transfer learning rather than always representing the people to the outside world. Allowing community members' time to show their potential is really encouraging effective participation.

The other essential role service providers' play is that of an enabler. Community members are enabled to fulfill their abstract human needs, are helped to gain meaningful empowerment and enhance the learning processes. In this instance people are helped to do what it should be done. Communities are encouraged to act, and workers create space for people to move forward. Service providers do not become active themselves but they allow community members space.

Service providers also play a role of being a facilitator. People are helped to make rational decisions, enable them to participate fully, help them to discover resources and help them to plan and implement. Service providers need to ensure that the role is not overplayed as that may be taking away the responsibility of community members to take charge of their own fate. Service providers need to strike a balance in a number of roles in order to ensure that all community members fully engage themselves in activities affecting them.

#### **1.8.7 Sustainable Development**

Fitzgerald, McLennan and Munslow (1997:289-290) pointed out that sustainable development is dependent on the empowerment of people to sustain their own development in order to be the sustainers of development in their communities. In a community, development can only be sustained if people concerned have the capacity and the will to use that capacity to manage their development.

Sustainable development intends to promote lifestyles and ethics that take the limits of the natural environment into account. Development should be seen now and ensuring that there are ways and means of growth maintained even in the future.

With reference to this study, the ideals supported and promoted are those of sustainable and community driven development. The community is expected to take full charge of provided services and make these last forever through community support and protection. In this process development service providers are expected to work collaboratively with local communities in pursuance of this objective.

Individuals and or communities should be capacitated enough with knowledge, skills and thorough techniques on how to handle different situations, with that information or knowledge in their disposal community members can perform as expected and that knowledge acquired will benefit them for the rest of their lives (future). If capacity building process occurred properly, then, that person will sustain himself in the future.

#### **1.8.8 Capacity building of service providers**

de Beer and Swanepoel (1998:89-96) point out that training for community development is directed at project staff or community workers, at trainers, at communities or at a combination of these. Inclusion of senior officials and policy makers on trainings is perceived essential or critical. Learning process is regarded as a vital aspect of community development so it is important that many role players are exposed to and share the same type of training input.

The dual problems of a vast need for appropriately equipped community-level workers and the lack of adequate resources leaves the training of trainers as one of the few viable options for spreading skills on a wide scale. There are principles of community development training that apply to all situations of training for community development.

- Problem based needs – community development deals with concrete and abstract human needs. The real life issues around which problem manifest and needs to form the point of departure.
- Build on existing knowledge – build on existing knowledge provides a point of departure. It requires the trainer to tailor the training programme to the level of knowledge of the training group.
- Learning by doing – this is allowing for practical, hands-on and action based experience. Learning by doing can take different forms with different aims.

Service providers therefore need to be capacitated taking into account the outlined principles. It is essential for one to undergo capacity building in order to acquire skills and knowledge to effect change in certain situations, adding information to the already existing one and taking into account that when one is trained by doing, that is always remembered.

## **1.9 Research Methodology and Procedure**

In this study the research method and procedure was discussed as follows:

### **1.9.1 Research Methodology**

Thyer (2010: 27) refers to research methodology as the study of the research process, which, in the quantitative framework, generally involves identifying a problem, formulating a hypothesis, collecting data to test the hypothesis, and then testing the hypothesis through the use of statistical procedures.

It deals with the practicalities of planning a research study, collecting data, testing hypothesis, interpreting results, and minimising problems in the conduct of the research study.

### **1.9.2 Research Design**

Royse (2011: 27) defines research design as something like a blueprint. It outlines the approach to be used to collect the data. It describes the



conditions under which the data will be collected; how the subjects or respondents will be selected; what instrument will be used; and generally provides information about who, what, when, where and how of the research project.

In this study the researcher used the descriptive type of study. According to Terre Blanche *et al* (2006:44) descriptive studies aim to describe phenomena accurately, either through narrative-type descriptions, classification or measuring relationships. Descriptive studies seek accurate observations, and the research design should focus on the validity (accuracy) and reliability (consistency) of the observations and the representativeness of sampling. In agreement with Terre Blanche *et al* (2006), Babbie and Mouton (2001:80) outline descriptive design as the one aiming at describing situations and events. The researcher observes and describes what was observed.

Neuman (2000:22) mentions goals of descriptive research as that of providing a detailed, highly accurate picture, locating new data that contradict the past data, create a set of categories or classify types, clarify a sequence of steps or stages, document a causal process or mechanism and report on the background or context of a situation.

In relation to the study, the researcher investigated the extent to which service providers involve client system in their implementation of a developmental approach in social welfare service delivery at Nkandla, Kwa-Zulu Natal, South Africa. There have been no studies conducted to explore whether service providers have implemented developmental social welfare when rendering the mandated services.

### **1.9.3 Population**

A population means the group or collection that we are interested in generalizing about. More formally a population is the theoretically specified aggregation of study elements (Rubin & Babbie, 2010:135). The research population in this study was respondents from Nkandla, service providers and members of Non-Profit Organisations (NPO) project beneficiaries. Service

providers are estimated at thirty three (33) – total estimated number of all Service providers within Nkandla DSD whilst beneficiaries are estimated at fifteen (15) funded projects with an estimate of more than six (600) hundred beneficiaries.

#### **1.9.4 Sample**

According to Thyer (2010:41) sampling refers to the methods that researchers use to select the groups of persons, objects, or a phenomenon that they actually observe, selection is done from the population. Most of the time researchers wish to use the sample to make inferences about the population.

In this study the sample was 40 respondents. One category involved ten (10) officials working for Nkandla Department of Social Development – Nkandla Service Office. Thirty (30) beneficiaries were drawn from ten (10) Poverty Alleviation Non-Profit Organisations (projects) funded by the Department of Social Development. In each project three (3) respondents were taken.

The researcher used probability sampling. Dudley (2005:150) defines it as the sampling in which every person in the population has an equal chance of being selected. The type of probability sampling used was random sampling which Dudley also defines as sampling approach in which each person in the population has an equal probability of being selected based on chance. This sampling is said to be easy to do if a researcher has access to everyone in the population at the same time (Dudley, 2005:151).

#### **1.9.5 Data collection and procedure**

The researcher used questionnaires. Questionnaires were developed and hand delivered to the respondents for completion. The questionnaires were collected for analysis and interpretation. Questionnaires consisting of open and close-ended questions that assisted to clarify matters where necessary. The tool was constructed in English and translated into isiZulu as respondents were Zulu speakers and a number of beneficiaries had a low level of literacy de Vos, Strydom, Fouché and Delport (2005:168) point out that this data collection method saves time, response rate is raised as the respondent

completes it during his or her convenient time. On the other hand, this method has limitations; respondent cannot complete it or lose the tool.

In this study the researcher requested an authority to pursue the study from the Department of Social Development, permission was granted.

#### **1.9.6 Data analysis**

Dudley (2005: 237) defines data analysis as a process of transforming data into useful information. It is the last step in research process. In agreement with Dudley, Royse (2011:309) defines data analysis as having a purpose of taking raw data, the completed survey forms, questionnaires produced in the data collection stage and summarise them. In a sense the researcher is involved in a translation process. In this research study quantitative method was used.

Terre Blanche *et al.*, (2006:47) point out that quantitative researcher collects data in the form of numbers and use statistical types of data analysis as it was the case with the researcher she used statistical analysis, graphs and figures. Quantitative methods begin with the series of predetermined categories, usually embodied in standardised quantitative measures, and use data to make broad generalisable comparisons.

#### **1.10 The value of the study**

The research results will be of importance in doing the following:

1. Providing and getting crucial information regarding an implementation of a developmental approach at Nkandla;
2. Research results will be useful in assisting different stakeholders who might be recently in contact with the community in order to understand challenges faced by the local community and to know exactly what they need to do to improve or overcome the situation at hand;
3. Research results will also provide information (input) to policy makers in order to know exactly which policies are practical and realistic in rural communities (moving from theory to practice) amend if need be;

4. Findings will also assist the Departmental officials to improve service delivery for the benefit of Nkandla local residents.

### **1.11 Dissemination of findings**

The researcher will disseminate the findings of the study in a form of a research report – one copy to be handed to the Department of Social Development at Ulundi Cluster Office, the second, copy will be handed to Nkandla Service Office and the third one to Nkandla Local Library.

Furthermore, slots will be requested during Departmental forum meetings to share findings and workshops organised to disseminate research results to other Service Providers working at Nkandla in order for the responsible officials to support one another in rectifying the situation where necessary.

The researcher also anticipates publishing of an article in relevant academic journals.

### **1.12 Presentation of chapters for the study**

The study will be structured and presented as follows:

- Chapter 1: Orientation to the study
- Chapter 2: Literature Review
- Chapter 3: Research Methodology
- Chapter 4: Data analysis
- Chapter 5: Summary of findings, recommendations and plan of action (Conclusion).

### **1.13 Summary**

In this chapter the researcher covered introduction, motivation to the study and research methods followed in the execution of the study. It was outlined that the Department of Social Development service providers do not consult with the service beneficiaries whenever delivering service and the service delivered is somehow not developmental in nature.

## **CHAPTER 2**

### **2. LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter reviews literature relating to developmental social welfare, human skills development, community participation, sustainable integrated development and community-driven development with an aim of promoting and developing sustainable communities.

The researcher's focus is on the implementation of a developmental approach towards social welfare service delivery at Nkandla. It is seen in relation to the concepts of poverty, community development, developmental social welfare, empowerment, community participation, strategies currently in place provided by the government to enhance social welfare service delivery for individuals and community under study.

#### **2.2 Social Welfare policies on Social Development in South Africa**

The Department of Social Development document (2006) outlines it clearly that the democratic government of South Africa adopted a developmental framework and aspired towards being a developmental state. However, the aspiration to become a developmental state is being questioned, in view of the increasing gap between the rich and the poor over the years of democracy. Although it was expected that it would take a considerable time to eradicate the legacy of the past, but it is a matter of great concern that the levels of poverty and inequality are on the increase in South Africa.

South Africa adopted the White Paper on Social Welfare (1997) in line with its developmental agenda with a view of adopting a developmental approach to social welfare and the intention to address issues of poverty and inequity, promoting social development by integrating social interventions with economic development. Furthermore, the White Paper for Social Welfare when looking at the issues of poverty in South Africa gives an indication that South Africa has experienced declining economic growth rates over the last

two decades, the average annual growth rate of the Gross Domestic Product falling below the annual population growth rate. The situation has resulted in decreased per capita income and increase in poverty and pressure on the welfare system to meet basic human needs. The Human Sciences Research Council (HSRC) study revealed that the poverty gap in South Africa has grown from R56 billion in 1996 to R81 billion in 2001, indicating that poor households were affected more during the said period and a large, poor population being the KwaZulu–Natal Province with the biggest poverty gap of R18 billion.

Reconstruction and Development Programme (RDP) also outlined that of the poor in South Africa, 75% live in rural areas mainly in KwaZulu- Natal, Eastern Cape, Northern Province and currently Limpopo Province. Poverty is predominantly amongst Africans and 65% of them are poor. There is close relationship between poverty and the size of the household – larger households with many dependants are much poorer. Families headed by females are 57% poverty stricken as compared to 43% of families headed by males.

According to Nkandla Municipality Integrated Development Plan (2005/2006) it stipulated clearly that Nkandla Municipality, the area under study is poverty stricken. Nkandla being a rural area is characterised by poverty where most families are poor and live under unfavourable conditions that disadvantage them from accessing basic services that include health, proper education, transport, educational facilities as well as welfare services.

The United Nations Development Programme, 1994 outlines that people living in poverty are also faced with an educational challenges. It is said education takes a largest share of government budget whereas a number of illiterate people is still striking. Children are dropping out of school due to numerous factors; there are a number of illiterate adults of which more often are women. On the other hand it is seen that children who do attend school regularly; their education is often inappropriate and irrelevant to the developmental needs of the nation due to the nature of education provided.

According to uThungulu Integrated Development Plan Review (2007/8) education is a concern in Nkandla local municipality. There are about 158 schools being Primary and Secondary schools, 84 Early Childhood Development facilities, 51 are said to be run and managed by the communities whereas 33 are attached to Primary Schools.

Nkandla Local municipality, on the other hand, managed to initiate an integrated programme to address Early Childhood Development issues with specific reference to children's rights as obtained in Chapter two of the Constitution of the Republic of South Africa (Act no 108 of 1996). Partnerships were initiated and maintained with Training Resources in Early Childhood Development (TREE) and United Nations Children's Fund's (UNICEF).

At Nkandla, poor health and medical care is an extremely scarce social service. There are only two hospitals which are Nkandla and Ekhombe, limited number of health facilities exposes Nkandla communities to ill health. Nkandla area is so wide and scattered with the estimated population of 133 602 of which 43% are men and 57% are women (Nkandla Municipality IDP document, 2005/2006: 32-34 and Nkandla IDP, 2007/8: 118-119). Hospitals are far away from the residential areas even some clinics are not easily accessible. Some people need to travel more than 90 minutes to reach the health facility whereas in other communities no clinic seems to be accessible or available like in Dolwane node.

Rural areas are mostly the ones in which state services are often inadequate as compared to urban areas where there is less or no poverty and where the services are not much needed like in rural areas but being available. Some of the factors which have entrenched themselves in the lives of the rural communities and which will need more than a restructured education and financial assistance are: unavailability of employment opportunities, the efforts made to capacitate individuals and or communities, economic and political position of rural communities to develop and improve themselves. One should consider that the rural people were much neglected because of the former

apartheid system and practices in the country. A number of cases, rural people do not have sufficient means to satisfy the basic needs.

The Department of Social Development (2006) document stipulated that the White Paper provided policy framework for welfare to incorporate a development focus, but the implementation of this policy is a huge challenge, given the transformation agenda of a new democracy. It was for this reason, that the researcher intended to investigate the implementation of a developmental approach for the benefit of Nkandla vulnerable groups or community towards social welfare service delivery given that the Social Welfare White paper policy framework is in place.

The elected democratic government invested more money in social security at the expense of social welfare service delivery and the achievement of social development goals. Hence, despite having adopted a developmental approach to service delivery, the social sector's progress in delivering on its developmental mandate lagged and is still lagging behind. Social grants made and are making a huge contribution to alleviate poverty of many households in South Africa as a number of beneficiaries solely depend on the grant for their survival. The financial burden of social security is increasing and it has been noted as becoming unsustainable. The government acknowledged that no exit levels were planned for social grants. This reality emphasised that whilst caring for the vulnerable and the marginalised and thus achieving social justice, the government has not fully delivered on its social development goals (Department of Social Development, 2006).

In April 2005 the government took a positive step forward to shift social assistance to an independent agency with its budget, that agency was and is South African Social Security Agency (SASSA). This was a victory for the social welfare services agenda and budget but it compounded the crisis in social welfare service delivery because it exposed the neglect of social welfare service delivery and the failure to realise the aim of achieving social development goals through services over the years.



The Gauteng Welfare Summit (2006:7) openly declared that the government had neglected Non-Governmental Organisations (NGOs) and social service delivery. This acknowledgement laid the foundation for a new start in the social welfare sector and created a platform for strengthening the partnership between the government, NGOs and civil society at large. The social welfare sector had to reposition itself in terms of statutory and developmental social services by leading and facilitating the integration of prevention, intervention and rehabilitation strategies. The social welfare sector was held accountable for its policy framework to impact on social development and in the absence of resources to achieve this, was confronted with serious challenges to deliver on its social development goals.

It was highlighted that the major reason for not delivering on social services was the lack of resource capacity. On top of that the lack of proper guidelines as to how social welfare should achieve social development goals was an even bigger obstacle. Besides the broad social welfare policy framework of the White Paper for Social Welfare (1997) and the Financial Policy for Developmental Social Welfare Services (1999), there were no specific guidelines as to how integrated developmental social services and social development would be achieved. The public acknowledgement of the neglect of social services in 2006 paved the way for the birth of the Integrated Service Delivery Model (ISDM) (2006) towards improved service delivery.

### **2.3 The Integrated Service Delivery Model (ISDM)**

The White Paper on Social Welfare (1997) introduced the Developmental approach for the delivery of social services, which emphasized the multi-dimensional and integrated service delivery as well as the achievement of socio-economic justice.

In 2001, the National Minister for Social Development changed the Departments' name to Department of Social Development to signify the shift historically welfarist approach to service delivery. The new paradigm shift is aimed at collective empowerment, facilitation of capacity building and enabling the poor and vulnerable to gain control over their lives.

The Integrated Service Delivery Model (2006) was launched on the 28/11/2005. The model seeks to provide clarity on the nature, scope and level of services in a developmental social service sector, excluding social security. Social Security should be a measure that largely provides immediate relief, with the possibility of beneficiaries exiting from the system and be redirected to developmental social welfare services to ensure sustainability of intervention efforts (Department of Social Development, 2005).

With the Integrated Service Delivery Model, the Department of Social Development seeks to provide a comprehensive, equitable and qualitative service delivery system that will contribute to a self-reliant society. It is premised that sustainable development approach which is strength-based needs to recognise the capacity of individuals, families and communities to interact creatively with the environment and utilise the available resources in order to address socio-economic needs.

The reconstruction of the country requires the involvement of various role players responsible for delivery of social welfare services and developmental programmes. This, therefore, calls for the involvement of all spheres of government in the provision of services. The model also encourages partnerships or working relationships in order to achieve the common goal of “a better life for all”.

### **2.3.1 Strengths of the Integrated Service Delivery Model (ISDM)**

Derived from the Gauteng Welfare Summit (2006:11) the strengths of the ISDM as agreed upon by both government and Non-Governmental Organisations are as follows:

- It describes the core business of the sector – outlining clearly what needs to be achieved or what really constitute developmental social welfare services.
- Clarifies the constitutional, legal and policy mandate of the sector.

- Provides a framework within which all role players can locate themselves and strengthen the linkages between them.
- Highlights the human resources challenges facing the sector.
- Begins a process of putting basic norms and standards for social service delivery.
- Begins to equip the sector to do what it has to date never been able to do like being able to allocate the necessary resources needed to carry out its responsibilities.

### **2.3.2 Challenges of the Integrated Service Delivery Model (ISDM)**

Embedded in the strengths of ISDM (2006) are also certain limitations and challenges in implementing the model. Model was adopted in year 2006, but it was never claimed to be a comprehensive or fixed model. From the beginning the Department of Social Development emphasized that the model “is not cast in stone, but will grow as the sector moves forward” (Gauteng Welfare Summit, 2006:12). Challenges for social service delivery include the following:

- Determining norms and standards for practice to provide a basis on which services can be costed
- Building resource capacity and having a human resource plan for the sector
- Designing and maintaining a comprehensive database for social service delivery
- Strengthening the partnerships between government and Non Government Organisations

Underpinning the implementation challenges are the conceptualisation and contextualisation issues for successful implementation of the ISDM (2006) which are amongst the following:

- Relationship and context of welfare and development
- The scope of integrated social services within a developmental paradigm
- Social Services and community development
- Indicators for developmental social service delivery.

## 2.4 Transition and paradigm shift

The changed political climate in South Africa spurred what can be termed “paradigm shift” in all sectors across the country but more importantly in the welfare sphere. It must be noted that when societal paradigms achieve dominance they become embedded in social structures that perform socialisation; therefore, they shape thinking and action about the relationships between various societal groups, societal responses to human need and social problem.

Lombard (1996:162) at the emerging time of development paradigm for social welfare wrote: “misconceptions and misunderstanding create many uncertainties and even resistance and fear amongst social welfare workers.” For me as a researcher in this study *Lombard* meant if one does not know and not clearly understanding his or her role in a certain environment and how to perform that given task it becomes a challenge. This trend continued throughout the decade and even today this trend is visible.

Potgieter (1998), Midgley (1995), the White Paper for Social Welfare (1997) and the Integrated Service Delivery Model (2006) all give an indication that the Developmental approach transcends the Residual approach that has dominated the welfare thinking in the past. The Social Development approach which started from 1994, aims at collective empowerment, facilitating the processes that help the poor, vulnerable and marginalised to regain power and control over their lives. However, the ISDM (2006) indicates that despite South Africa having adopted a developmental approach, over the past years it has been predominantly on social security, to the detriment of developmental social welfare services.

The notion of what constitutes developmental social welfare service delivery has been a concern and is still a concern. Gray (2006) highlighted the point of *what* and *how*, saying the assumption is that professionals know and understand all concepts and contexts but it is the other way round where it is realised that professionals seem not knowing what needs to be achieved and

without knowing the “what”, the “how” will be difficult if not impossible. It is necessary to first define what services constitute social welfare services.

## **2.5 Social Welfare**

According to Social Work Encyclopedia, Social Welfare is defined as a full range of organised activities of voluntary and governmental agencies that seek to prevent, alleviate or contribute to solution of a recognised social problem.

Patel (2005: 18-19) pin pointed that social welfare came into existence with an aim of addressing social problems and to meet human needs. Social welfare services were initially provided by religious and voluntary organisations ultimately the government, voluntary sectors and other social actors joined hands in meeting the needs, managing social problems, providing social benefits and social programmes. Further stressed that it is “A nation’s system of programmes, benefits and services that help people meet those social, economic, education, and health needs that are fundamental to the maintenance of society.”

Social welfare services exist to satisfy a need. This is evident by the key programmes of the Reconstruction and Development Programme (RDP, 1994:7). It is said Social Welfare includes the right to basic needs such as shelter, food, health care, work opportunities, income security and all aspects that promote the physical, social and emotional well being of all people in the society with special provision made for those who are unable to provide for themselves. Five key programmes outlined in the RDP (1994) document:

- Meeting basic needs is the first priority, wherein basic needs of people should be met – housing, jobs, water, electricity, health, social welfare, etc. People should be involved in decision – making, be employed in construction and being empowered to manage large scale programmes.
- Developing Human Resources, the focus is people centered; people should be educated and be provided with different skills (training). This

underpins the capacity to democratise the society, thus allowing them to participate on the basis of knowledge, skills and creativity.

- Building the economy, central to building the economy is the question of worker rights. Past policies of labour exploitation and repression must be redressed. In building the economy programmes dealing with reconstruction, development, industry, trade of commerce, upgrading the infrastructure need to be taken into account.
- Democratising the State and Society, in linking democracy, development and people centred approach, new democratic order is paved, This sets out the role of the Constitution and Bill of Rights of all spheres of government, parastatals, NGOs, police and security forces in facilitating socio-economic development.
- Implementation of RDP (RDP, 1994) raises many challenges in its implementation as it involves processes and forms of participation by organisations outside government.

Once all of the above programmes are properly implemented every community member will live a satisfactory life knowing all needs are met as required. In the study, it is essential to understand the social welfare concept in order to be clear as to which social welfare services are provided to Nkandla beneficiaries. Are such services enhancing the well-being, encouraging and developing individuals or depriving service beneficiaries to grow? What is the extent for meeting the basic needs and the degree for advancement opportunities?

Rural development can be achieved through helping rural people to set priorities for development by building local capacity to plan and implement local economic development, the provision of physical infrastructure and social services.

### **2.5.1 Developmental Social Welfare as a developmental strategy**

The concept “developmental social welfare” refers to a welfare system designed to facilitate the development of human capacity and self reliance

within a caring and enabling socio-economic environment. Its strategy is to “increase welfare coverage to previously not reached sections of the population, to redistribute services and resources, and to achieve a more just and equitable system of welfare provision” (Gray, 1998).

It focuses on social protection, maximisation of human potential and on fostering self – reliance and participation in decision making. Developmental social welfare has a particular focus on the causes and effects of social vulnerability and marginalisation, and the delivery of integrated services to communities, families and persons affected by these phenomena.

In the study the researcher conceived developmental social welfare as a multi-dimensional process which involves changes in attitudes, structures, economic growth aspect, decrease in inequality and alleviating absolute poverty. In that case if individuals and communities are assisted in a developmental way, members will be able to manage their situation besides having to wait for external help.

A developmental approach to socio-economic development can be seen as being based on the strengths of the individual, group or the community to embark on activities that contribute meaningful to planned socio-economic development initiatives. Such community should promote capacity for growth and development of institutions, processes and programmes.

The question to be addressed regarding the developmental social welfare policy would be: What then is the purpose and goals of this system / developmental strategy?

According to the White Paper for Social Welfare (1997), the purpose of the developmental social welfare system is: “To serve and build a self-reliant nation in partnership with all stakeholders...which maximises its existing potential and is equitable, sustainable, accessible, people-centred and developmental.” The goals of the strategy, according to the White Paper for Social Welfare (1997), are:

- To facilitate the provision of appropriate developmental social welfare services to all South Africans, especially those living in poverty, those who are vulnerable and those who have special needs. These services include rehabilitative, preventive, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning;
- To promote and strengthen the partnership between Government, the community and organisations in civil society and in the private sector which are involved in the delivery of social services;
- To promote social development intersectorally both within the social development department and in collaboration with other Government departments and Non-Governmental stakeholders; and
- To realise the relevant objectives of the Constitution of the Republic of South Africa and the Reconstruction and Development Programme with regard to nation building of the people of South Africa.

In agreement with the White Paper for Social welfare, RDP (1994:52) also highlighted goals of a developmental social welfare programme as the attainment of basic social welfare rights for all South Africans, redressing the imbalances of the past through affirmative action in respect of those who have been historically disadvantaged, the empowerment of individuals, families and communities.

Developmental social welfare as a strategy is based on certain principles and values embedded in the *Batho Pele* principle of 'people first' and others such as securing basic welfare rights, equity, non-discrimination, democracy, improved quality of life, human rights, people-centered policies, Ubuntu – Ubuntu meaning recognising an individual and that person has a good sense of humor in that he or she is able to communicate well with other members in the community, investment in human capital, sustainability, partnerships, intersectoral collaboration, decentralisation of service delivery, quality of service, transparency, accountability, accessibility and appropriateness.



Patel (2005:156) when conceptualising developmental social welfare services sees these services as involving the transformation of welfare services that require the adoption of new principles and values that are pertinent to organisational change and development in the new context and building the right based culture in the organisation. Furthermore, developmental social welfare services hold the view that clients should be involved in decisions affecting their rights and honouring their responsibility.

Developmental approach means that individuals and client population are not the passive receivers of rights but active partners with those working for the realisation of rights and having shared interests. Developmental social welfare model promotes a people – centred philosophy, in which universal access to welfare services constitute basic humans' right and also relies on active participation of people on all levels of service planning, delivery and accepts multi-sectoral team work as the necessary and essential ingredient.

People driven development has its origin in the concern that the people who are the beneficiaries of a project should have control over that project. It aims to build capacity in the process of implementing a project rather than just delivering a product (Fitzgerald, McLennan & Munslow, 1997:211). The researcher is in agreement with what is said by Fitzgerald and other authors. Beneficiaries should own the project and work towards achieving project goals.

Potgieter (1998:116) perceives developmental social welfare model as the model emphasising that services and programmes should be developed to solve problems connected with the unmet needs of people. This approach accepts that it is possible and desirable to use income maintenance to provide quality of life and to promote and enhance human development. The idea of developmental social welfare is that such programmes should be universal and embrace human needs from a preventive and growth – potential perspective.

Gray (1996:10) as quoted by Potgieter (1998) affirms the social work profession's commitment to the eradication of poverty. It recognizes the link between social welfare and economic development and construes welfare as an investment in human capital rather than a drain on limited resources.

These views led to the marginalisation of South African Social workers and Midgley's view (1995) of a need for a social development approach to social service delivery in South Africa. In practice developmental social work is concerned with social and economic development. There is no single developmental role rather; developmental social work involves a variety of roles which social workers draw together in pursuing social and economic development. There are social resources which are referred to as non material resources such as people's participation, community support and naturally occurring networks which are needed for community organising and capacity building (Nicholas, Rautenbach & Maistry, 2010: 79).

Having to implement Developmental approach in community development will call for Social workers and Community Development Practitioners to impart skills and expertise to the community through the process of consultation and they can provide leadership and guidance in project management and implementation.

### **2.5.2 Developmental Social Welfare system in enhancing community development**

The White Paper on Social Welfare (1997) refers to social welfare in terms of the system that promotes social well being. ...."and integrated system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people." A number of trained employees need to be employed in order to address the social well being of people.

With gradual changes, in the recognition of the empowerment model of community development, there has to be a shift from the notion of recognising community experts as change agents to accepting them as facilitators for

development. With the shift in focus, as envisaged by the new Social Welfare policy (1997), peoples' capacity has to be built, so that they do not depend entirely for assistance on planners and developers from “outside”, but should be empowered through capacity building to take full responsibility for their own development.

The main purpose of development does not end with the general improvement of living standards of community members but with the “process of change that brings about economic growth and political development, resulting in autonomy and social reconstruction” of the country–nation building. Development as a natural history means a historical process in which humans are in command, through application of knowledge, rational thinking wherein society and mankind are constantly improved. On the other hand, in the Western tradition is understood through the metaphor of growth as organic, immanent, directional, cumulative, irreversible and purposive. It looks at the society as an object to be changed and improved by rational purposive actions (Hettne, 2009:10).

United Nations Development Programme (2008) project document on Capacity development for poor and accountability stipulated that in KwaZulu-Natal there is a key public sector development challenge which include poor service delivery due to lack of leadership capacity, poor monitoring, reporting, evaluation systems to inform strategy and planning, and lack of best practices on community based HIV and AIDS approaches. The project intended to provide support in every respect and establish effective service delivery systems within Nkandla.

The then Premier in his State of the Province Address on 28 February 2005 announced that, “to create an effective and responsive public service requires an investment in the development of our staff. In line with world best practice in public sector management, we will begin with the development of a Provincial Public Service Training Academy.”Public servants employed in the Provincial Administration represent one of its most valuable assets.

The critical effort of the Provincial Government is the achieving a better life for all. The history of the KwaZulu-Natal Provincial Administration has been characterized by a process of creating an integrated public service that was fragmented along racial lines each with its own culture, rules and regulations that was not reflective of the type of public service espoused in the Constitution. The result is low levels of service delivery and poor customer care which continue to create a poor image of the public service and undermine the work of dedicated public servants.

It is also evident that experience and qualifications do not add up to excellent service. Competence to do a specific job requires that public servants have the right knowledge, skills, attitudes and values. The key focus of the academy is to change the mindset and attitude of public servants, while at the same time entrenching a value system based on ethical behaviour and culture of service based on the principles of *Batho Pele* and the Citizens Charter. Most of all it will strive to develop a sense of loyalty, belonging and pride.

One must also take into account the impact of worker and management attitudes towards self-improvement, ambition, general willingness to innovate and experiment and attitudes towards the expected work.

Monitoring and evaluation is the key to service delivery because it determines and informs the programmatic focus, the relevance of policy, state of programme/project implementation and provide the community members with an opportunity to participate in their own development, and most importantly, it is a key resource management and accounting tool.

In the past, apartheid South Africa interventions or programmes on poverty tended to respond to only the white sector. That attitude is somehow changing. The current democratic government is now providing a number of developmental projects and people are given a chance or an opportunity to engage themselves. However, one continues to observe that beneficiaries are somehow participating although they have not yet managed to develop as expected. People are still struggling. This raises questions as to why there

are a number of projects or programmes in place when people continue to suffer.

Most women become vulnerable to HIV and AIDS, violent crimes such as rape, domestic violence, and sexual exploitation due to their low economic status. Women and children suffer the most. Children profoundly affected by poverty and suffer amongst other things developmental delays and stunted growth as a direct result of poverty.

When International women attended in 1995 the Beijing Conference, their observation was that illiteracy and unemployment are obstacles to women advancement. If one looks around female unemployment is much higher than male unemployment. Women tend to be employed at a lower level than men and earn less than men do. A number of policies are in place with the aim of addressing inequalities but still there is no proper implementation of the plans to maintain equilibrium. Households headed by women are significantly poor and unable to meet the basic needs. On the other hand, working women are faced with increasing pressures in reconciling parenthood and work responsibilities. Children and family responsibilities tend to be compromised (Beijing Platform for Action, 1995: 41).

The Beijing Platform for Action emphasised that government, private sector, civil society and other stakeholders should take strategic action in addressing the economic empowerment of women. As already stated, this situation equally applies to culturally bound women of Nkandla.

A number of critical areas were highlighted at the Beijing Conference. These areas included the promotion and strengthening of public policies and programmes for indigenous women with their full participation and respect for their cultural diversity, so that they have opportunities and the possibility of choice in the development process for the alleviation of poverty (Beijing Platform for Action, 1995: 41).

The issue of poverty eradication and employment creation in South Africa is also in line with the Constitution Act no 108 of 1996. The Constitution Act puts it as follows:

*“We the people of South Africa recognize the injustice of our past. Honour those who suffered for justice and freedom in our land. Respect those who have worked to build and develop our country and believe that South Africa belongs to all who live in it united in our diversity. We therefore through our freely elected representatives, adopt this constitution as the supreme law of the Republic so as to heal the division of the past and establish a society based on democratic values social justice and fundamental human rights lay foundation for a democratic and open society in which the government is based on the will of the people and every citizen is equally protected by law. Improve the quality of life of all citizens and free the potential of each person and build a united democratic South African able to take its rightful place as sovereign state in the family of nations.”*

## **2.6 Community participation, local governance and service delivery**

Mubangizi (2009:435-450) emphasised the critical role of an effective service delivery process in ensuring sustainable access to basic services; community development is pointed out as an approach promoting effective service delivery, it places people at the centre of the development process, with the emphasis being on enabling people to realise their potential and participate in activities that are responsive to problem issues within their communities.

Local government plays a central role in the implementation of government programmes because of its programmatic proximity to the community members. The key challenge faced by local government is inadequate capacity towards service delivery as per the expectations of the community members and the constitution. A number of interventions have been established to build capacity of municipalities and deepen democracy at local level. In particular, Project Consolidate aims at providing hands-on support and engagement programme on building the capacity of municipalities, and developing a complementary process of the systematic refinement of policy,

fiscal and institutional matters that will consolidate the systems of local government Project Consolidate Booklet (2005).

It also advocates for full participation and involvement of communities in the various processes aiming at improving the quality of their lives. Inadequate community participation in the assessment, planning, implementation, monitoring and evaluation of interventions aiming at improving their quality of life also contributes to sub optimal services, which do not respond to the needs of the people.

The Constitution assures community members of the right to participate in their own development and self-determination. Many interventions have failed to meet the expectations of the community and, therefore, did not have the desired impact because communities were not involved in the planning and implementation. Service provision is largely determined on the basis of the social and constitutional right. The more accountable the local state is and the more organised and capacitated the communities are, the higher the level of service delivery.

At Nkandla one can conclude that a number of individuals are poor based on the Integrated Development Plan 2007/8 findings, that might, therefore, lead to individuals not empowered enough to participate in activities affecting their lives. Poor community members feel helpless, dependent, unmotivated and inferior to engage in different activities as a result such behaviour and attitudes lead to disempowerment (Integrated Development Plan 2007/8:13).

United Nations Development Programme (UNDP, 2008:16) document on capacity development for pro poor and accountability outlined it clearly that Nkandla Local Municipality faces service delivery, socio-economic and operational challenges in a rural setting. It is currently one of the 136 Project Consolidate pilot sites because of its past and present underperformance. Nkandla municipality has been associated with under-spending and overspending, failure to complete projects, mismanagement of resources and

poor monitoring, which has resulted in dissatisfied community members and unchanged socio-economic baseline.

This scenario is largely attributed to lack of strategy, which has resulted in uncoordinated developmental interventions due to lack of common understanding of the developmental framework; unclear lines of accountability and poor decision-making processes; poor financial management systems and administration. To add to this, poor participation of local communities in various development processes has also resulted in ineffectiveness and inefficiency of various development interventions.

Although both the provincial and local government had tried in bringing services to different communities and also facilitating poverty eradication programmes, it is still not clear what has been the impact of some of these initiatives and whether both the number and scope of these developmental interventions across provincial governance structures had brought any changes and improvement of local people's life.

Nzimakwe (2008: 44-58) stipulates that public participation in government and parliament is not just a moral obligation on the part of parliament and legislators, but it is a constitutional obligation. Good governance to include initiatives to strengthen societies with the view to making government transparent, democratic and accountable to public. If the state is to function effectively participation in governance of communities is indispensable.

## **2.7 Constitutional, legal and public policy guidelines**

Chapter 7 of the South African Constitution Act no 108 of 1996 outlines, among other things, the following as the responsibilities of local government:

- 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



- To promote a safe and healthy environment; and
- To encourage the involvement of communities and community organisations in matters of local government

It is clear that the responsibility of integrating and coordinating development initiatives at a local level of government lies with local municipalities. In this regard municipalities should also ensure that development agencies, for example, government departments and others, align their activities with those of IDPs municipalities should have.

The state of poor or no community participation in public affairs at Nkandla is one of the challenges facing Nkandla community members. It is essential to change the way the system currently operates, respect, recognize and observe constitutional guidelines, and find new and innovative ways of doing things, within the ambit of the Constitution. As things stand at the moment, it seems as though change in the status quo will take a great deal of effort from community members or organised local interest groups, to change the system.

In other words, employed officials, can serve as active agents of change in the promotion of community participation. They can exert due pressure and influence to local communities to coordinate local development initiatives, encourage, promote and develop community participation in public affairs.

In South Africa community participation is enforced and shaped by the Constitution supported by other pieces of legislation. The South African Constitution (Constitution Act no 108 of 1996) states that local government must encourage the involvement of communities, community organisations in matters of government.

- The crux of the matter to which the Constitution of South Africa has been trying to respond to is in dealing with the legacies of the past such as colonialism and apartheid that excluded South African community in any form of decision-making and institutional activities, hence the self-worth,

self-reliance and self-esteem of the majority population was eroded. These problems and legacies of the past have fundamentally damaged the spatial, social and economic environments, in which people live, work, raise families and seek to fulfill their aspirations (White Paper on Local Government, 1998).

- The White Paper on Local Government states that new Developmental Local Government (DLG) must commit itself to working with community members, to create sustainable human settlements, which provide a decent quality of life and which meet the social, economic and material needs of communities in a holistic way. Developmental Local Government challenges the old technocratic way of planning which was excluding people from planning.

DLG has given a chance for the establishment of a holistic system at the municipal level that is integrated across sectors and between layers of government that is accountable and oriented towards addressing the needs of all its citizens. Although public participation has newness, however, it generates mechanisms that can capacitate the public on what it means to participate in decision-making.

- The Reconstruction and Development Programme states that: "...the empowerment of institutions of civil society is the fundamental aim of the government's approach to building National consensus. Through this process the government was aiming to draw on the creative energy of communities. Structured processes at all levels of government were introduced to ensure participation in policy making and planning, as well as project implementation."

Consequently, all spheres of government adopted the common goal of empowering through participatory development processes to both redress past injustices and build proud self-reliant and self-sustaining communities. At these levels participation promotes sustainability and replication, reduces projects costs, and takes advantage of local practices and technologies that are suited for the environment or local human capacities.

- Municipal Structures Act, enacted in 1998, outlined that to enhance participation the establishment of ward committees is encouraged with an aim of deepening democracy and developing the culture of participation among community members. This task is mandated to the local municipalities. It is overemphasised that within those ward committees' women should be equitably represented together with the diversity of interest in that ward. According to this legislation the municipalities are supposed to make administrative arrangements to enable the ward committees to perform their duties and exercise their functions effectively.
- The Municipal Systems Act enacted in 2000 has also been in the forefront in charting a way on how communities should participate, such as on integrated development plans and budgeting processes. The municipalities are therefore given a challenge through these legislations to ensure that the culture of participation is developed. One of the major challenges facing the municipalities is to set aside particular resources that will be used in encouraging and also for creating the conditions for the local community to participate.

Municipalities must encourage and create conditions for the local communities to participate in the affairs of their own development and including the drafting of the Integrated Development Plan (IDP). Chapter 4 of the Municipal Systems Act (2000) deals with community participation in local government. The Act stipulates that Municipalities must develop a culture of municipal governance that complements formal representatives' government with a system of participatory government. The Act further states that local government should not only play a role of being a dispenser of service rather be characterised as a developmental local government to contribute to capacity building of the local community and foster community participation. National Department of Social Development formulated and produced White Paper on Developmental Social Welfare to be implemented at all spheres of government with an aim of facilitating the provision of appropriate developmental social welfare services to all South Africans, especially those

living in poverty, those who are vulnerable and those who have special needs. These services include rehabilitative, preventive, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning.

It should be clear by now that the attempts of civil society to open up new spaces in which community members can engage directly in decision making as well as the effectiveness of many community members participation, strategies and methods largely depend on the position taken by the state. State and in the context of this literature the local state, can openly discourage and even suppress members initiatives to gain greater participation in local governance; tolerate them or actively promote more participatory forms of local governance.

## **2.8 Community Participation**

“Community participation” in development can be defined as the involvement of community members in development activities of the community in order to influence the outcomes of those activities and obtain as many benefits as possible from the results of those activities. Participation means people involving themselves to a greater or lesser degree, in organisations indirectly or directly concerned with the decision making about and implementation of development (Coetzee & Graaf, 1996:313).

Nkandla community members seem not to participate in matters affecting their lives. A number of members still hold the belief that somebody is responsible for their development. Lack or in adequate participation in public affairs may have causal factors such as poor educational level as a result community members fear those in authority.

Whilst one would expect service providers, in this case government departments that mainly provide social welfare services at Nkandla to encourage community participation in public affairs, this is unfortunately not the case. Existing public policy guidelines expect this to happen.

The more participation is encouraged, the greater the likelihood that effective learning and development will occur and the more sustainable community development becomes.

“Active participation must lead to mutual encouragement among members, greater helpfulness, more emotional involvement, a better division of labour, and increased group involvement in defining and addressing problems.” The success of participation as a process is evidenced in that it:

- gives people power as decision-makers;
- involves people as local leaders;
- recognises and deals mostly with people’s immediate needs and interests;
- empowers participants to discuss and address their problems;
- utilises methods which promotes self-expression and dialogue; and
- enables and prepares the community to assume responsibility, through the development of new skills and capabilities, that will enable them to take appropriate action (Gray, 1998:52).

To ensure that genuine participation prevails, the following have to be taken into consideration:

- Community members have to be trusted and respected.
- Programmes and projects should be based on the felt needs of the community.
- Participation should be based on the understanding that effective involvement starts with and builds on what the community members already know and have.

Community participation ensures a breaking and sharing of knowledge and skills for the benefit of the community.

## **2.9 Empowerment**

Allen and Thomas (1992:91) outlined the concept of empowerment as having or being given power or control. It is generally used to describe the desirable

state of affairs in which individuals have choice and control everyday aspects of their lives: their labour, reproduction, access to resources etc. However, there is immediate contradiction within the idea of individual empowerment, since people tend to be restricted in their lives or to have power over others as a result of social relations and structures.

Paulo Freire, the Brazilian radical educator who promoted the term, argues that empowerment should be thought of in social class terms. 'The question of social class empowerment....makes 'empowerment' much more than an individual or psychological event. It points to a political process by the dominated classes who seek their own freedom from a long historical process.'

In summary the concept "empowerment" is about:

- developing the skills and capacity for gaining some reasonable control
- about bringing people who are outside the decision-making process into it and exercising their rights without infringing the rights of others
- about individuals being able to maximise the opportunities available to them without or despite constraints of structure and state; and
- concerned with the process by which people become aware of their own interests and how these relate to those of others, in order to participate, from a position of greater strength.

For communities to be able to realise their full potential they need to be empowered. This involves the process of shifting decision-making power from influential institutions to communities. In everyday terms it is directly linked to the concept of participation, where it does not only mean the provision of cheap labour for project and rubberstamping of already taken decisions. It is related to participation as power and decision making.

Empowerment process, therefore, enables communities to:

- believe in themselves; take control of their lives;
- feel in charge of what is happening to them and around them;

- feel motivated and confident to face the challenges of life;
- achieve their optimal potential; become involved in political change;
- participate; and take ownership and control through collective political action (Gray, 1998).

The researcher thinks having to involve ordinary people in decision making processes affecting their lives, capacitating them, developing on their strengths will make them free enough to participate and take control of themselves. Communities who are ready to participate and gain control over programmes designed to better their lives are better able to succeed.

An important indicator of a project's sustainability is the degree to which the community owns the project and this ownership can happen only if the community is assured from the beginning stages, which it is theirs. This would enable the community to assume responsibility for the work that needs to be done with the guidance and support of the community facilitator.

Increased technical knowledge, capacities and skills spread within the group to enable them to meet the challenges of realising their full potential for managing their development project. In order to be able to take responsibility for the development needs of community, they need to be helped to gain the ability and to take responsibility for their own development, by bringing them into contact with information systems and training opportunities that would increase their technical knowledge, capacities and skills to be able to deal with their developmental needs.

Through the process of community participation and empowerment, self-help and self-reliance in sustaining their community development projects, inevitably leads to the improvement in living standards of the community.

Putting in place management systems like the constitution, keeping of documents, records of minutes and regular liaison with government agencies and Non-Governmental Organisations. For the success of a community development project, it is important to plan and put in place a management

system which will guide the functioning of the community project. For example, organisations which have a constitution in place are more inclined to be successful in enabling it to meet and realise their objectives.

## **2.10 Sustainable Development**

Allen and Thomas (1992:109–113) pointed on sustainable development Commission's definition as a widely quoted definition meaning development that meets the needs of present without compromising the ability of future generations to meet their own needs. "The concept is best understood in terms of the sustainability or non-sustainability. Authentic development enhances the sustainability of the community. It must be understood as a process of economic, political and social change that need not necessarily involve growth. Sustainable human communities can be achieved only through a people-centred development."

Sustainable development aims for economic development in the traditional sense of rising per capita well being, coupled with reductions in poverty and inequity, furthermore, the increase in average well being must not be at the expense of the well being of generations yet to come.

The report of the World Commission on Environment and Development is said to be the second major element within the mainstream of sustainable development. The Commission reports '*Our Commission Future*' pointed out that sustainable development is based on two concepts. The first is the concept of basic needs and the corollary of the primacy of development action for the poor. The second involves the idea of environmental limits. Further talks to "Mainstream" thinking sees sustainable development as something that takes place without threatening economic growth. Economic growth is seen as the only way to tackle poverty, and hence to achieve environment-development objectives.

If it is agreed that development is there to break down poverty, one should also agree that development cannot be sectionalised / sectoralised – every stakeholder should come on board to assist the individual to get rid of poverty



trap. A person who has a need of education invariably also has a need for health services, shelter and employment. Development cannot address a single need separately, humans' body need nutritious meal not that its the stomach only which is in need of food – the whole body needs nutrition for the brain to function properly otherwise the human being cannot perform as expected in educational opportunities.

Development is not only the development of an area or of things such as roads and railways (infrastructure) but is a total life transformation. Development entails the liberation of human beings – when one is able to participate in a number of activities affecting his or her life than that person can be said is liberated and free from oppression (mentally).

In agreement with the above Fitzgerald, McLennan and Munslow (1997:278) stressed the issue of human development as the process of increasing the knowledge, the skills and the capacities of all the people in the society. In economic terms it could be described as the accumulation of human capital and its effective investment in the development of economy. In political terms it prepares people for participation as a community member in democracy. In social and cultural point of view it unlocks the door to modernization.

For the researcher, it calls for ongoing capacity building or education for every community member to improve the quality of life in a cost effective manner in order to promote self reliance.

## **2.11 Government initiatives in assisting Nkandla communities**

There are government initiatives in existence at Nkandla intending to assist the vulnerable groups.

### **2.11.1 Flagship Programme**

The National Department of Social Development launched Flagship Programmes in July 1996. The aim of these programmes was to provide unemployed women and their young ones with the opportunity to break out of their situation of hardship, poverty and reduce their dependency on the State.

Furthermore, the Flagship Programme intended to strengthen intersectoral cooperation and partnership. It further seeks to provide basic life skills – training and economic opportunities within a particular community.

The idea was to develop and support developmental programmes that create self reliance. At Nkandla Local Municipality there is Qhudení Flagship Programme.

Qhudení Flagship Programme is run and managed by women who actively participate in a number of projects like bakery, gardening, sewing, poultry farming, Early Childhood Development (ECD) and Adult Basic Education and Training (ABET). ABET was initiated with an aim of assisting women with literacy and numeracy. The aim was to empower women and be able to become sustainable in a long run. Different projects generate income, income generated is put back into the project and the rest be shared amongst women as earnings.

The Department of Social Development provided funding and ensured that the projects have the necessary support and resources through partnering with other departments and relevant stakeholders.

Nkandla municipality IDP (2007/8:109) puts it clearly that various programmes have been undertaken by the municipality aimed at the vulnerable groups however, the municipality realised that these programmes need to be coordinated and clear targets had to be set as well as the areas that need to be developed. It is important to grow the economy of Nkandla by promoting local businesses and capacitating the emerging ones through capacitating Nkandla community with emphasis on vulnerable groups. It is difficult though to develop a successful community capacity building programme without looking at sustainable livelihood concentrating on self-sufficiency first before embarking on economic activities. In Nkandla the capacity building programme has to start with life-skills before moving onto economic growth.

Wish the current changes taking place in South Africa can lead to significant changes to social welfare service delivery in Nkandla, involvement of

individuals in activities affecting their lives and allocation of funds with an aim of benefiting the previously disadvantaged communities.

### **2.11.2 One Stop Development Centres**

One Stop Development centre concept was developed after the migration of the Social Security function to South African Social Security Agency (SASSA). Movement of Social Security to SASSA afforded an opportunity the Department of Social Development to build and strengthen its social development responsibilities.

The Department of Social Developments' mandate is to provide and increase access of services to vulnerable groups, the poorest of the poor and the marginalized. Vulnerable groups being children, young people, women, people with disabilities, older persons and people infected and affected by HIV and AIDS. In this regard the Department is challenged to develop accessible and integrated programmes to ensure sustainable livelihood of poor communities.

Adoption of the White Paper on Social Welfare in 1997 enabled transformation from Welfare to a Developmental social welfare approach, where prevention services and poverty alleviation programmes are highlighted. The burden of Social Security resulted to the neglect of prevention services. The then Honourable Dr B.M. Radebe, Department of Social Development Member of the Executive Council (MEC), acknowledged that there are a number of challenges facing the poor, the state of Social Services and the lack of infrastructure especially in under resourced areas of KwaZulu- Natal. It was therefore for that reason that One Stop Development Centre concept was developed with an aim of providing a basket of services for the vulnerable groups (KZN Department of Social Development Strategic Framework including Annual Performance Plan, 2008/9:43).

KwaZulu-Natal province developed a concept document which clearly indicated its perspectives, but the mandate can be derived from sustainable livelihood, community development and community care centre approaches. It

is a transformational approach endorsed in the Integrated Service Delivery Model which promotes amongst other things improvement in service delivery through integration.

The establishment of One Stop Development Centre affords the community members the opportunity to receive comprehensive services in one centre without having to travel to another area for another service. The centre is ideal for the migration of services to the poor and under resourced communities.

In uThungulu District Municipality there are two operational One Stop Development Centres. One is at Nkandla – Tulwane area under the leadership of Inkosi Magwaza and the other one is at Eshowe – Mamba area under, the leadership of Inkosi Shange. Mamba One Stop Centre caters for Nkandla and Eshowe community members.

The researcher recognised the concept of One Stop Development Centres as good but finds it difficult to operate without the inclusion of different government Departments or stakeholders. The researcher thinks the concept was supposed to engage all stakeholders during the planning phase and implementation phase in order for the stakeholders to come on board and share resources and also to render the mandated services.

Good initiatives are in place but the researcher thinks that the Developmental approach is not implemented where people are given chance to voice out their opinions and make decisions on how they wish quality service to be delivered. The researcher feels the government still impose as a number of initiatives are initiated by the government for the communities. Communities are informed and requested for buy in. It has not yet come to the position where communities feel the need and respond to their identified needs.

### **2.11.3 Accelerated and Shared Growth Initiative for South Africa (ASGISA)**

According to government policies ASGISA is in place for accelerated growth. It was mentioned specifically that we will pay special attention to the critical task of strengthening local government...all three spheres of government will,

therefore, continue working together to ensure that each and every District and Metro municipality is properly positioned to discharge its responsibility to the people. In particular, this will mean that each of these municipalities has a realistic Integrated Development Plan, a credible Local Economic Development Programme, the material and human resources as well as the management and operational systems to implement these IDPs and LEDs. It is a development strategy that has specific sections on poverty eradication.

Development is said to be taking place when there is a significant decline in poverty, unemployment and in equality. Expanded Public Works Programme (EPWP) falls within ASGISA. EPWP is a National programme which seeks to draw unemployed significant members into the productive sector of the economy, gaining skills while they work and increasing their capacity to earn income.

The researcher as employed by the Department of Social Development is working for the Social Sector that comprises of the following government departments: Social Development, Health and Education. It involves the employment of people by NGOs to work on Home Community Based Care programme and Early Childhood Development (ECD). At Nkandla a number of ECD practitioners and Home Community Based Care caregivers are trained and are receiving a living stipend of R1 500.00.

## **2.12 Summary**

This chapter looked at developmental social welfare and government strategies aiming at alleviating poverty in Nkandla.

Those living in poverty in relation to this study were the unemployed, illiterate, have no means of survival, no basic needs like food, shelter and are not provided with opportunities for growth in order to be self reliance. Most families hardly afford daily living requirements due to unemployment and no opportunities for self-employment.

Furthermore, the researcher observed that state services are most often inadequate in rural areas as compared to urban areas where there is less or no poverty and not really in need of the services. Children or vulnerable groups suffer a number of challenges and it is difficult to access the necessary service immediately. Health services and other necessary services are far from the households. The government is trying to come up with accessibility strategies but there is not properly implemented. There are Batho Pele principles in place talking to the accessibility of service, redress, and value for money, consultation and more, but implementation of such pieces of legislation is indeed a challenge.

Although the government had made inroads in bringing services to different communities and also facilitating poverty alleviation programmes, it is still not clear what has been the impact of some of these initiatives and whether both the number and scope of these developmental interventions had brought any changes and improvement of life to community members.

## **CHAPTER 3**

### **3. RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter deals with the research methodology that was employed, looking at the research design, research procedure, research target population, research sample and sampling method, research instrument, data collection, data presentation and analysis, ethical consideration, validity and reliability.

#### **3.2 Research Methodology**

Thyer (2010: 27) refers to research methodology as the study of the research process, which, in the quantitative framework, generally involves identifying a problem, formulating a hypothesis, collecting data to test the hypothesis, and then testing the hypothesis through the use of statistical procedures.

It deals with the practicalities of planning a research study, collecting data, testing hypothesis, interpreting results, and minimising problems in the conduct of the research study.

#### **3.3 Research Design**

Royse (2011: 27) defines research design as something like a blueprint. It outlines the approach to be used to collect the data. It describes the conditions under which the data will be collected; how the subjects or respondents will be selected; what instrument will be used; and generally provides information about who, what, when, where and how of the research project.

Terre Blanche, Durrheim and Painter (2006:34-37) define a research design as a strategic framework for action that serves as a bridge between research questions and the execution or implementation of a research. It is a plan that guides the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure. A research design ensures that the study fulfills a

particular purpose and research can be completed with available resources. Its aim is to plan and structure a given research project in such a manner that the eventual validity of the research findings is maximised. In this study the researcher used the descriptive research design.

### **3.3.1 Descriptive design**

According to Terre Blanche *et al.*, (2006:44) descriptive studies aim to describe phenomena accurately, either through narrative-type descriptions, classification or measuring relationships. Descriptive studies seek accurate observations, and the research design should focus on the validity (accuracy) and reliability (consistency) of the observations and the representativeness of sampling. In agreement with Terre Blanche, Babbie & Mouton (2001:80) outlines descriptive design as the method aiming at describing situations and events. The researcher observes and describes what was observed. These studies include a variety types of research – emphasize the in-depth description of a specific individual, social event, group, company or social artefact.

Neuman (2000:22) mentions goals of descriptive research as that of providing a detailed, highly accurate picture, locating new data that contradict the past data, create a set of categories or classify types, clarify a sequence of steps or stages, document a causal process or mechanism and report on the background or context of a situation.

In relation to the study, the researcher investigated the implementation of a developmental approach to social welfare service delivery at Nkandla, Kwa-Zulu-Natal, South Africa. There have been no studies conducted to explore whether service providers effectively implement developmental social welfare model when rendering the mandated services at Nkandla. Developmental social welfare model being the new approach after South Africa has embarked on restructuring the welfare system to achieve peace, a social justice, a caring, participatory and multi cultural society aimed at overcoming the social division of the past. The researcher from her curiosity intended to



know how officials manage on top of a number of challenges faced by the community.

### **3.4 Population**

A population means the group or collection that we are interested in generalising about. More formally a population is the theoretically specified aggregation of study elements (Rubin & Babbie, 2010:135). The research population in this study was respondents residing and operating at Nkandla Local Municipality. The target population was two-fold i.e. thirty three (33) social service providers and fifteen (15) funded projects with an estimate of more than six (600) hundred beneficiaries involved in developmental projects. The findings will be generalised to the total population.

### **3.5 Sample**

According to Thyer (2010:41) sampling refers to the methods that researchers use to select the groups of persons, objects, or a phenomenon that they actually observe, selection is done from the population. Most of the time researchers wish to use the sample to make inferences about the population.

In the study the sample was 40 respondents. The first category involved ten (10) officials working for Nkandla Department of Social Development – Nkandla Service Office. Thirty (30) beneficiaries were drawn from ten (10) Non-Profit Organisations (Poverty Alleviation projects) funded by the Department of Social Development. In each project three (3) respondents were taken.

The researcher used probability sampling. Dudley (2005:150) defines it as the sampling in which every person in the population has an equal chance of being selected. The type of probability sampling used was random sampling which is defined as sampling approach in which each person in the population has an equal probability of being selected based on chance. This sampling is said to be easy to do if a researcher has access to everyone in the population at the same time (Dudley, 2005:151).

### **3.6 Research instrument**

The researcher used questionnaires which were developed with fixed wording and sequence of presentation. Questionnaires were hand delivered to respondents for completion. According to Babbie (2010:255-256) questionnaire is defined as an instrument or a document specifically designed to elicit information that will be useful or appropriate for analysis.

A questionnaire was used, consisted of open and close-ended questions. According to Neuman (2000:261) open-ended questions have the great advantage of permitting an unlimited number of answers, respondents can answer in details, clarify and qualify responses, unanticipated findings can be discovered and can permit creativity, self-expression and richness of detail whereas it can be disadvantageous to use open-ended questionnaires in a sense that responses may be irrelevant in useless details, questions may be too general for respondents who lose direction, coding responses is difficult and respondents can be intimidated by questions.

On the other hand, it is advantageous to use closed-ended questions as it makes it easier and quicker for respondents to answer, there are fewer irrelevant answers to questions and answers of different respondents are easier to compare. Closed questions are disadvantageous because respondents with no opinion or knowledge can answer without information on the subject or matter; respondents are forced to make choices they would not make in real world and misinterpretation of a question can go unnoticed.

In conducting this investigation, the researcher prepared, designed and personally distributed the questionnaires to be self-administered by the respondents. Questionnaires were used for its advantages that respondents feel greater sense of anonymity and are more likely to provide accurate and or honest answers rather than the direct way of obtaining information through direct personal interview. Furthermore, the questions will be the same for every respondent. On the other, hand questionnaires may be disadvantageous because respondents may be illiterate, respondents may not

be the representatives intended and there is no opportunity to ask for clarity if something is misunderstood.

### **3.7 Research procedure**

The researcher wrote a letter (memo) to the Department of Social Development requesting authority to pursue the study focusing at Nkandla Non-Profit Organisations (NPOs) for poverty alleviation funded by the Department of Social Development. Permission was granted to conduct such study.

Other letter was written to Nkandla Service Office requesting employees to participate in the study as the service providers dealing with a developmental approach at Nkandla Service Office. Respondents were asked to sign informed consent letters.

Questionnaires were prepared and designed to suit the specific group of respondents. Specific questions were designed for beneficiaries and another set of questions for service providers. The researcher personally delivered questionnaires to the Nkandla Service Office and to the Chairpersons' of the Non-Profit Organisations (NPOs) for poverty alleviation for random distribution. Respondents were requested to have completed the distributed questionnaires within seven (7) days. After seven (7) days the questionnaires were collected from the respondents. They were altogether forty (40) questionnaires distributed. Respondents were assured that the information obtained would be solely used for research purposes and that in completing the questionnaires it was not necessary for the respondents to disclose their identity. Direct written informed consent letters for participation were obtained from respondents.

### **3.8 Data collection**

The researcher used questionnaires consisting of open and close-ended questions that assisted to clarify matters where necessary. The tool was constructed in English and translated into isiZulu as respondents were Zulu speakers and a number of beneficiaries had a low level of literacy.

### **3.9 Data analysis**

Dudley (2005: 237) defines data analysis as a process of transforming data into useful information. It is the last step in research process. In agreement with Dudley, Royse (2011:309) defines data analysis as having a purpose of taking raw data, the completed survey forms, questionnaires produced in the data collection stage and summarise them. In a sense the researcher is involved in a translation process.

According to de Vos, Strydom, Fouché and Delport (2005:333) data analysis is the process of bringing order, structure and meaning to the mass of collected data. One has to make sure of the measurement level of data that was collected. Variables are divided into two categories – there are variables which denote categories while other variables give counts or measurements. Categorical are qualitative data and numerical are quantitative data.

Terre Blanche *et al.*, (2006:47) pointed on quantitative as the data collected by the researcher in a form of numbers and use statistical types of data analysis. Quantitative methods begin with the series of predetermined categories, usually embodied in standardised quantitative measures, and use data to make broad generalisable comparisons.

In the study data gathered was analysed quantitatively. Quantitative method used assisted the researcher to present data easily by using figures or numbers, analysis proceeded to use statistics, tables or charts, and discussing how what they show relate to objectives.

### **3.10 Ethical considerations related to data collection**

The researcher observed Social Work ethics, anonymity, protection from physical and mental harm, voluntary participation, informed consent, respect; justice and that respondent was assured that the information given will be treated with confidentiality.

The consent to participate in the study must be voluntary and informed. Participants must be acquainted in advance with every aspect of the study

and permission for involvement must be obtained through informed consent procedure. The consent procedure protects both participants and researcher.

Respondents were requested to sign an informed consent, after having read a written summary of the intended research; it included the researcher's name, surname and telephone number for further information. Anonymity and confidentiality was maintained. Confidentiality further protected respondents from physical harm. Respondents were informed that they would not receive incentives for participating in the study but participation may help to improve service delivery and community participation.

Respondents were further reassured that provided information would be solely used for research purpose, participants profile would not be identified and that respondents were assured that the information given will be treated with confidentiality, that data will only be used for the stated purposes of the research and that no other person will have access to the provided information. Respondents were respected from the beginning throughout the process of data collection.

### **3.11 Validity and reliability**

It is essential that the researcher before implementing the study ensures that the measurement procedures and the measurement instruments to be used have an acceptable level of validity and reliability. Validity and reliability are the two most important concepts of measurement. The two ideas are important in establishing the truthfulness, credibility, or believability of findings (Neuman, 2000:164).

#### **3.11.1 Validity**

According to Babbie (2010:153), validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration or it is a term describing a measure that accurately reflects the concept it is intended to measure. Thus the definition of validity has two parts: the instrument actually measures the concept in question, and the concept is measured accurately. It is possible to have the first without the second,

meaning a concept cannot be measured accurately if some other concept is being measured instead.

de Vos *et al.*, (2005:160–162) stipulated that for the instrument to be seen its validity the three questions should be posed:

- How well does this instrument measure what we want it to measure? (content validity)
- How well does this instrument compare with one or more external criteria purporting to measure the same thing? (criterion validity)
- What does this instrument mean, what is in fact measuring, and how and why does it operate the way it does? (construct validity)

In the study questionnaire was developed to suit all the respondents targeted for the study. The instrument was divided into sections, section for beneficiaries and the one for service providers. Relevant information intended to measure was contained on the tool and the majority of respondents yielded similar results on the responses.

### **3.11.2 Reliability**

According to Neuman (2000:164) reliability means dependability. It means that the numerical results produced by an indicator do not vary because of characteristics of the measurement process or measurement instrument itself.

The researcher is in agreement with the author in that if the instrument is valid and reliable in measuring a certain variable it will measure exactly what it intended to measure and consistently produce similar results even if used repeatedly over time over the same variable or if used by different researchers.

The researcher in ensuring validity and reliability developed questionnaires which were accurate, not ambiguous, clear and easy to understand, properly arranged, specific for each category intended to be included in the research. If such questionnaires can be used to different beneficiaries and different

officials operating and residing at Nkandla Local Municipality it is hoped to yield similar results.

### **3.12. Summary**

In this chapter the researcher has outlined methodology used in the research study starting from the research design, research instrument, and data collection until the end data analysis.

## **CHAPTER 4**

### **4. DATA PRESENTATION, ANALYSIS AND INTERPRETATION**

#### **4.1 Introduction**

This chapter deals with presentation, analysis and interpretation of data collected from Nkandla Local Municipality focusing on the Department of Social Development service providers and service beneficiaries linked to poverty alleviation funded Non-Profit Organisations (NPOs), who are recipients of social welfare services. Whilst the focus was mainly on service providers, data from the community became instrumental in either supporting or contrasting the responses of the former. Forty (40) questionnaires were sent to forty (40) respondents, i.e. ten (10) to social workers and thirty (30) to community members who are service beneficiaries. All 40 questionnaires were returned for analysis. Data is presented in the form of graphs, tables, and figures and subdivided into sections.

#### **4.2 Section 1**

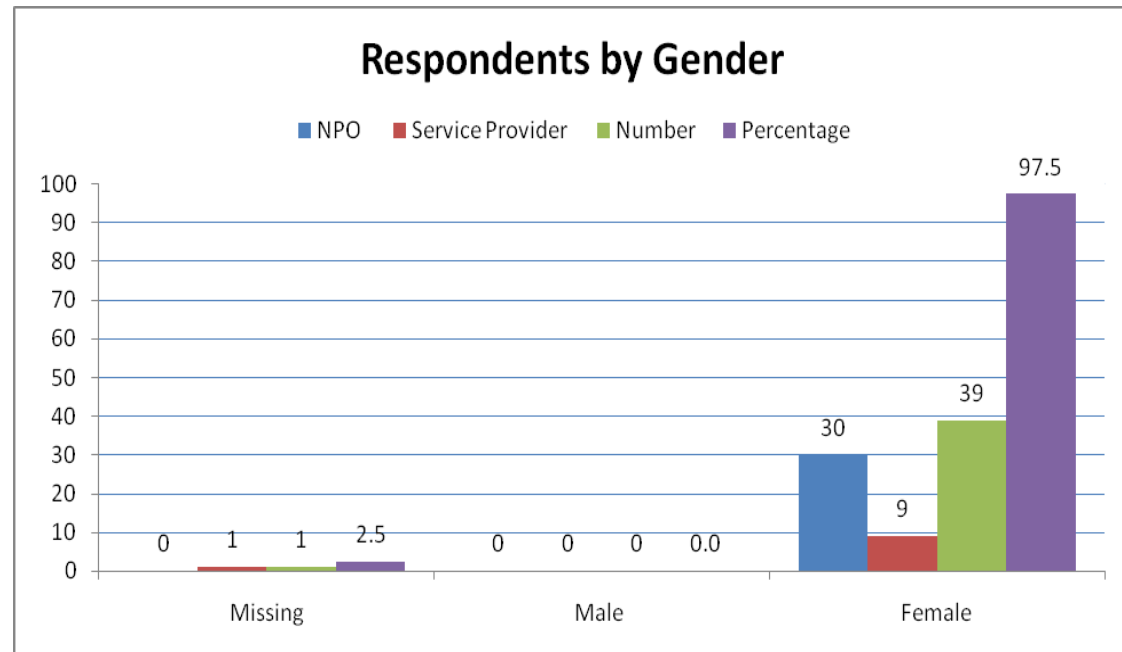
##### **4.2.1 Identifying particulars**

In this section information was obtained from the Department of Social Development officials termed for the purpose of this research as service providers and service beneficiaries being individuals linked to NPOs funded for poverty alleviation.



#### 4.2.1.1 Respondents by gender (n = 40)

**Graph 4.2.1.1 Respondents by gender**

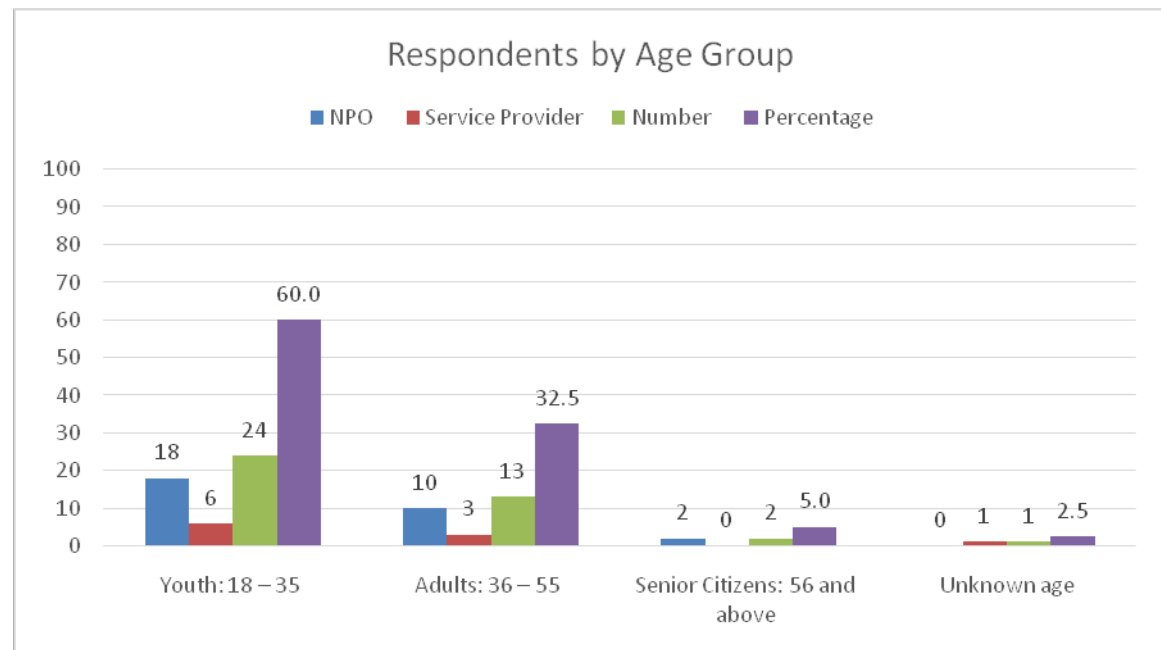


The graph 4.2.1.1 above indicated that nine (09) service providers were females and one could not stipulate his or her gender. The other category was NPO sector, all thirty (30) service beneficiaries were females.

It also reflects that 97.5% (39 respondents) were all females. There were nine service providers and 30 service beneficiaries. One (01) respondent which is 2.5% did not indicate his or her gender. None of the respondents indicated to be males 0%. The findings may be linked to the population of Nkandla Local Municipality. Nkandla Integrated Development Plan (IDP) outlined that the majority of the population is women which is 57% and males is 43% as a result they were more females engaged in the study than males. This is in congruent with Nkandla Integrated Development Plan (2007/8:3). Furthermore, females in most instances participate in a number of developmental projects compared to males.

#### 4.2.1.2 Respondents by age group (n = 40)

**Graph 4.2.1.2 Respondents by age group**

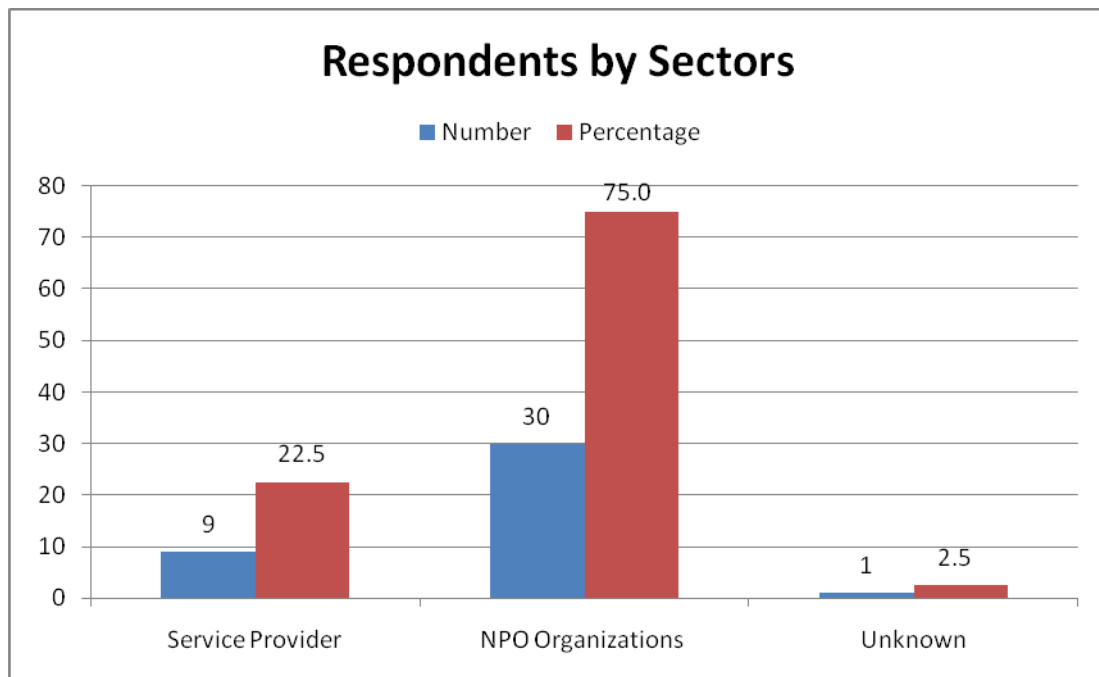


The graph 4.2.1.2 above indicated that six service provider respondents were youth, three were adults and one respondent from service providers did not indicate his or her age.

For service beneficiaries category there were eighteen (18) youth respondents, ten adult respondents and two senior citizens respondents. In total there were 24 youth respondents which is 60%, 13 respondents which is 32.5% adults and 02 respondents which is 5% senior citizens and 01 respondent could not stipulate his or her age group that is 2.5%. This tells that Nkandla Local Municipality has a larger number of youth. There is 43% young population within Nkandla Local Municipality as per 2011 census used for the demographics.

#### 4.2.1.3 Respondents by Sector (n = 40)

**Graph 4.2.1.3 Respondents by Sector**

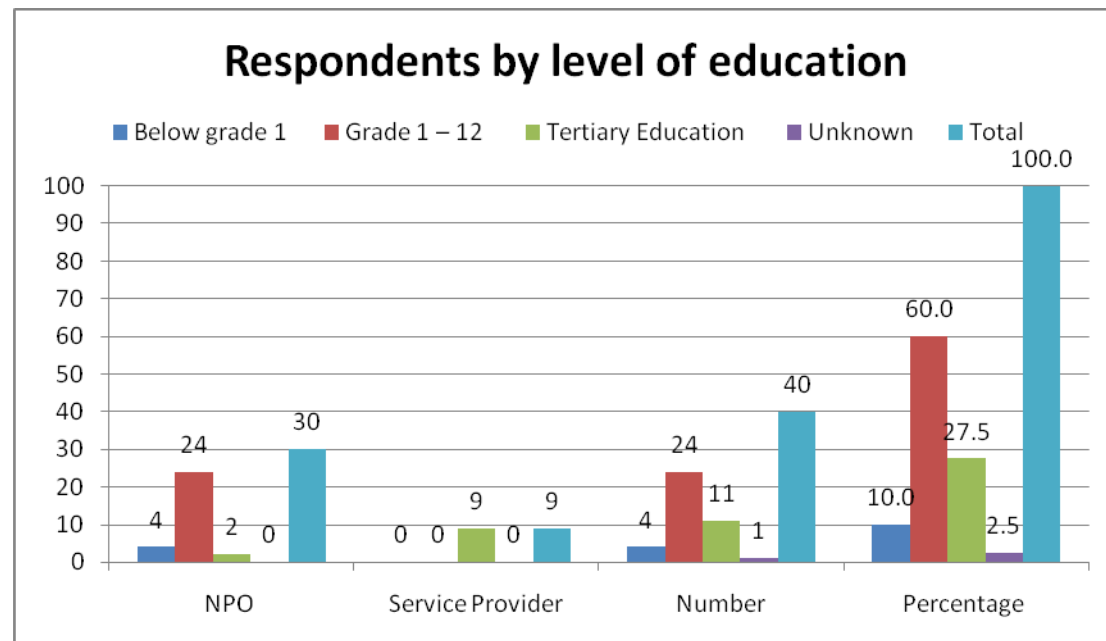


The graph 4.2.1.3 above indicated that nine respondents that specified their sector were service providers which amount to 22.5%. One respondent assumed to be from service provider sector did not stipulate his or her sector that is 2.5%.

A majority of 30 respondents were service beneficiaries that amount to 75%. This revealed that the service beneficiaries are at the centre of the study wherein the researcher is assessing service providers functioning as to whether services they render is developmental in nature, what role is played by them in ensuring community participation amongst community members. Service beneficiaries are to respond as per their views, perception and feelings concerning the topic under study and to know how they perceive service delivery aiming at their development, with the emphasis on enabling them to realise their potential and participation in activities responsive to the issues of concern within their communities. Furthermore, looking at what can be done to maximise their potential in issues affecting their well being.

#### 4.2.1.4 Respondents by level of Education (n = 40)

**Graph 4.2.1.4 Respondents by level of Education**



The graph 4.2.1.4 above reflected that nine (09) service providers which is 22.5% went till tertiary education and one (01), which is 2.5% did not respond in this question.

From the NPO sector twenty four (24) respondents had an educational level of up to grade 12 which is 60%, four (04) respondents which is 10% had an educational level below grade 1, and only two (02) service beneficiaries studied and attained tertiary education. In total, eleven (11) respondents which is 27.5% studied up to tertiary level.

The United Nations Development Programme, outlined that people living in poverty are also faced with educational challenge. It is said that education takes a largest share of government budget whereas a number of illiterate people is still striking. There are a number of illiterate adults of which more are women.

The Nkandla IDP (2007/8:14) stipulated the low level of education at Nkandla LM which is not acceptable. The above finding confirmed the fact stipulated in

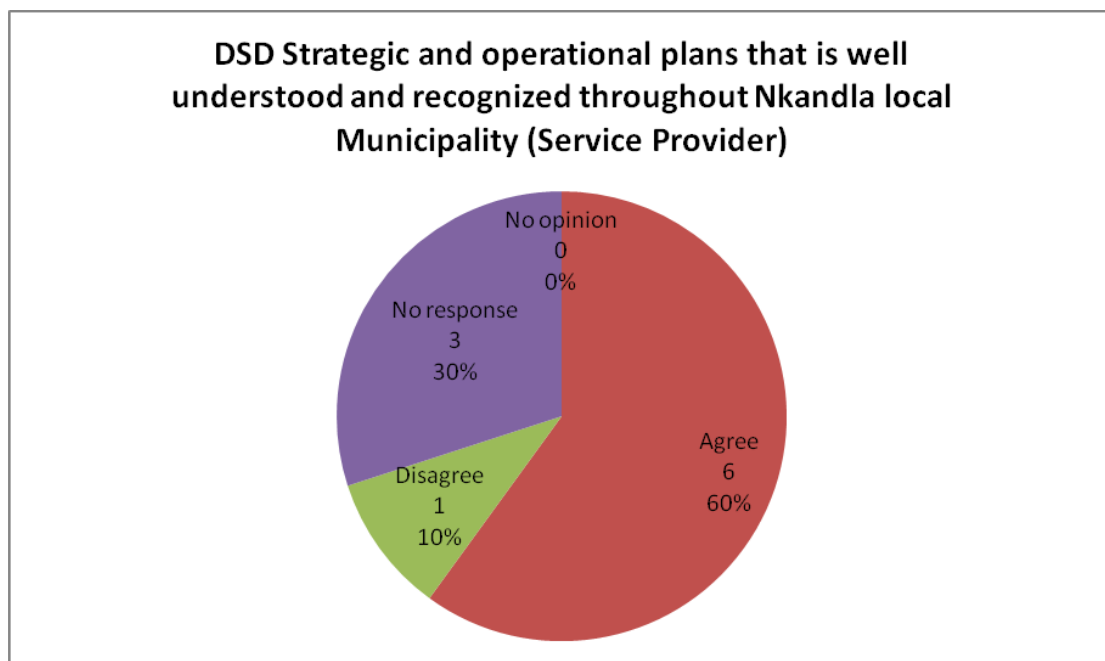
the IDP. One with grade 12 may lack finances to proceed with his or her education thereby increasing a number of unemployed matriculants who are unable to proceed to tertiary institutions.

### 4.3 Section 2

#### 4.3.1 Policy Direction

In this section the researcher intended to explore whether service providers and service beneficiaries are aware of legislative mandates, procedures and policies guiding the operations of the Department of Social Development and involvement of them thereof. The focus was on policy direction, community participation, service delivery and development as to whether the community engage themselves in matters affecting their development.

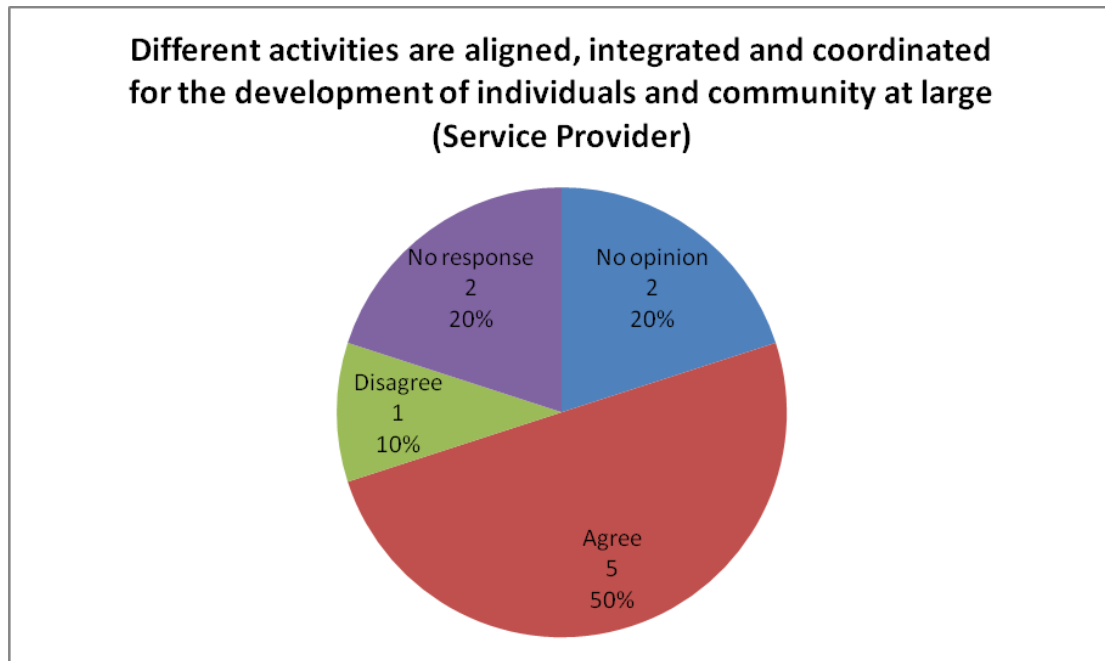
**Pie Chart 4.3.1.1: Service Providers' understanding of policy direction**



Pie Chart 4.3.1.1 above indicated that six (06) service providers which is 60% agreed with the statement that the Department of Social Development strategic and operational plans are well understood and recognised throughout Nkandla Local Municipality, (03) service provider respondents

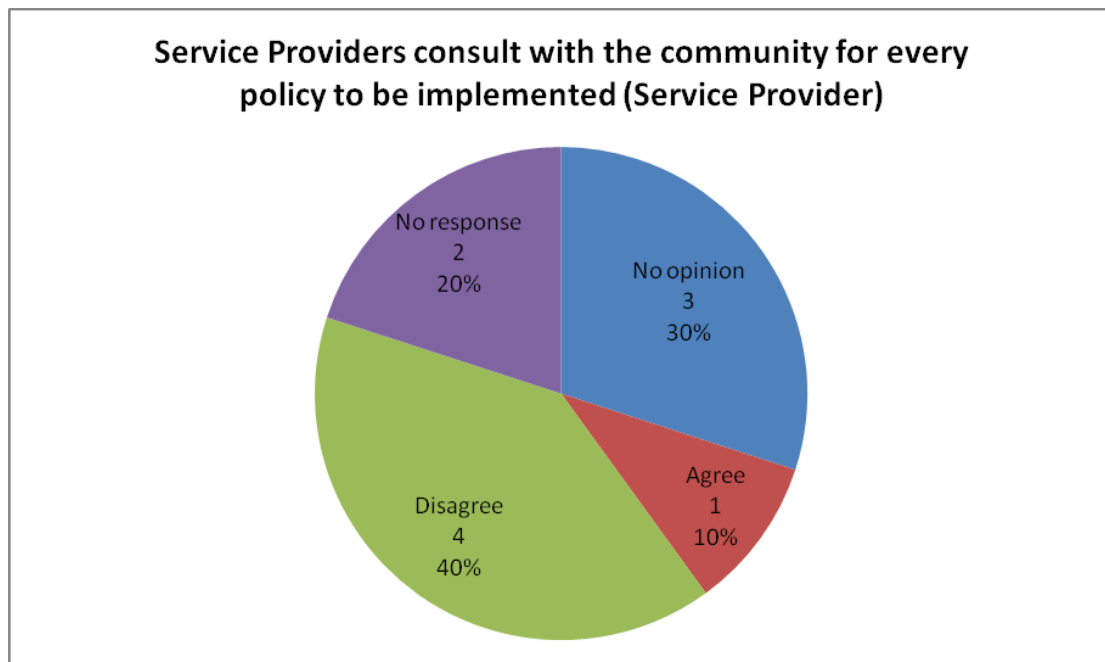
which is 30% did not respond, one (01) respondent which is 10% disagreed to the statement.

**Pie Chart 4.3.1.2: Service providers' perception on different activities**



The above pie chart 4.3.1.2 reflected that five (05) respondents which is 50% were in agreement with the statement that the Department of Social Development has aligned, integrated and coordinated different activities aiming at developing individuals and community at large. Two (02) respondents which is 20% had no opinion another two (02) respondents 20% did not respond and one (01) respondent which is 10% disagreed to the statement.

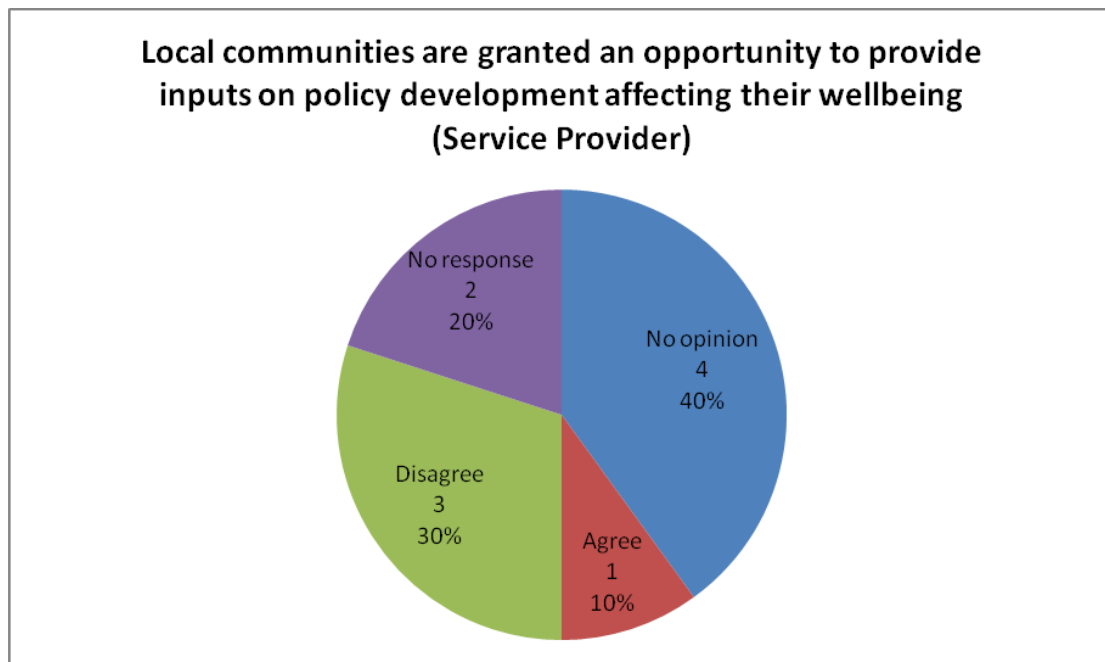
**Pie Chart 4.3.1.3: Service Providers – community consultation on policy implementation**



The above 4.3.1.3 pie chart revealed that four (04) service providers' respondents, forty percent (40%) were not in agreement with the statement pinpointing that service providers consult with the community for every policy to be implemented. Three (03) respondents 30% had no opinion, two (02) respondents 20% did not respond and one (01) respondent 10% service provider agreed to the statement.

The researcher concluded that findings highlighted that service providers do not really liaise or consult with community members for the effective and efficient implementation of different policies in that specific period, but such policies are just implemented as per respective mandates.

**Pie Chart 4.3.1.4: Service Providers – provision of input during policy development**

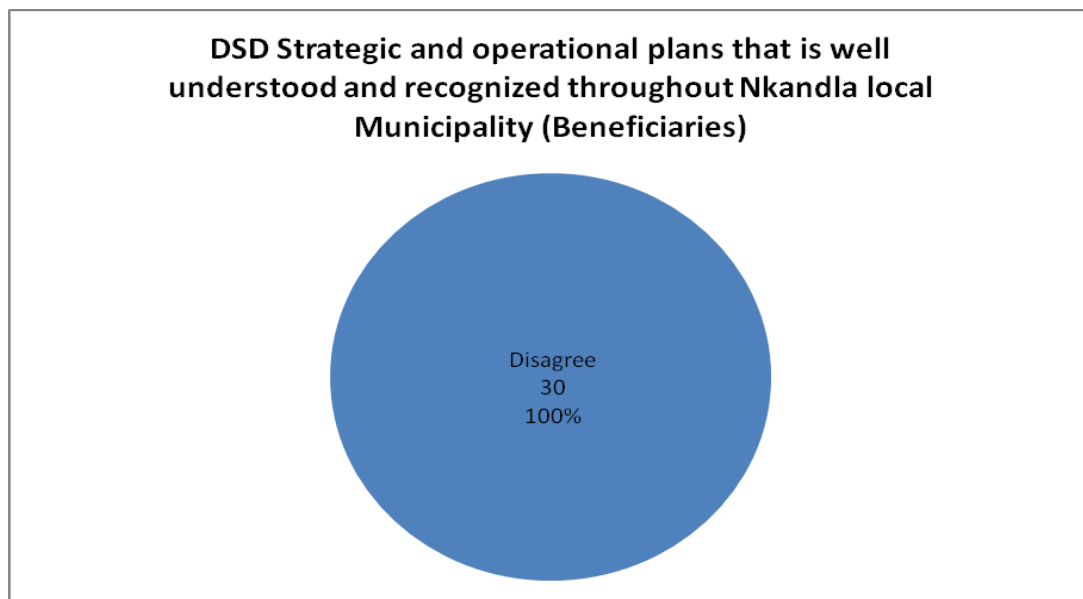


Pie chart above 4.3.1.4 indicated that the majority of four (04) respondents 40% had no opinion in relation to the statement, three (03) respondents 30% disagreed with the statement, two (02) respondents 20% did not respond and one (01) respondent 10% agreed to the statement.

The percentage for those respondents agreeing to the statement is very minimal, showing it clear that community members are not provided an opportunity for inputs, and policies are just developed and implemented without prior consultation.



**Pie Chart 4.3.1.5: Beneficiaries understanding of policy direction**

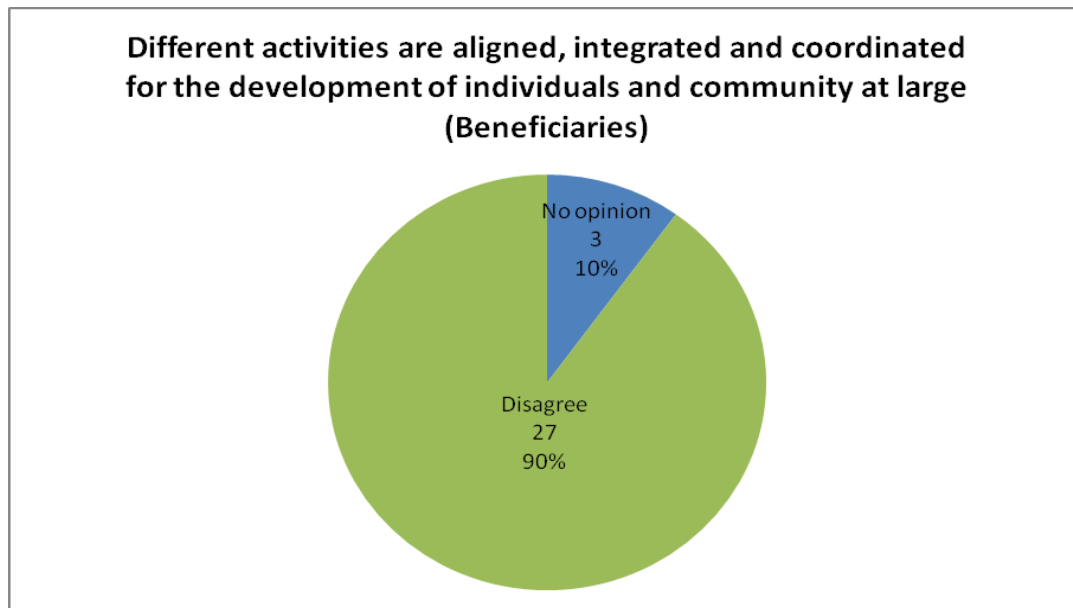


Pie Chart 4.3.1.5 above reflected that all thirty (30) service beneficiaries which is 100%, the majority of respondents disagreed to the statement that DSD strategic and operational plans are well understood by the community members residing in Nkandla area.

The total number for both service providers and service beneficiaries that disagreed with the statement was thirty one (31) respondents' one (01) service provider and thirty (30) service beneficiaries.

For the researcher this clearly meant that Nkandla Local Municipality community members do not know, not understand and even not aware of the existing Department of Social Development strategic and operational plans in place affecting their lives and development. The government department has a mandate to conduct awareness campaigns or outreach programmes sharing information with the community members for inputs or buy in order for such policies or documents to be well understood as such documents affect their well being.

**Pie Chart 4.3.1.6: Beneficiaries perception on different activities**

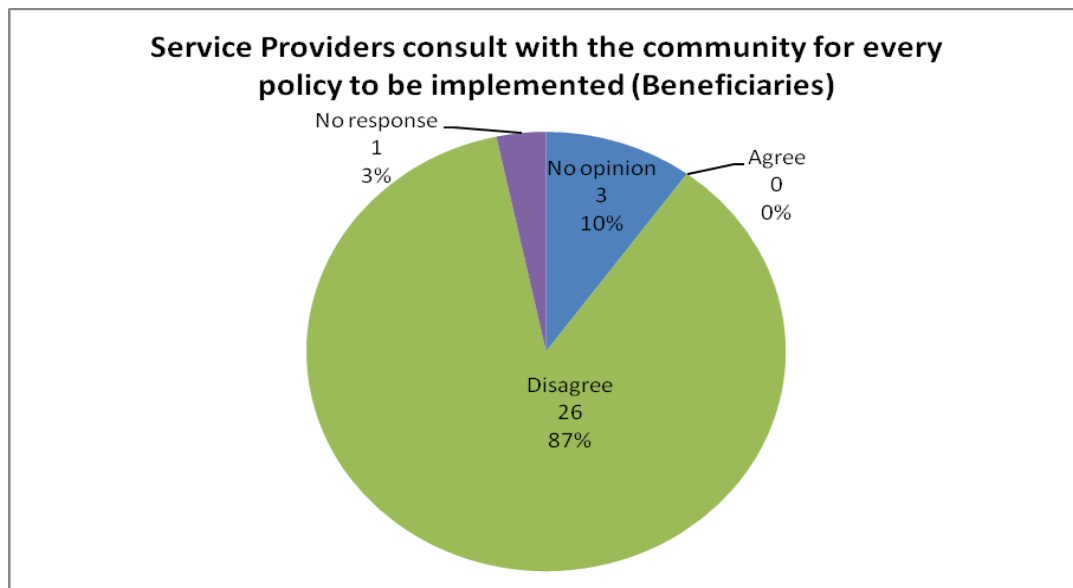


The above pie chart 4.3.1.6 reflected that twenty seven (27) respondents which is 90% are not in agreement with the statement that the Department of Social Development has aligned, integrated and coordinated different activities aiming at developing individuals and community at large. Three (03) respondents which is 10% had no opinion to the statement.

The findings revealed that Department of Social Development services rendered at Nkandla Local Municipality are perceived fragmented.

The researcher perceived aligned, integrated and coordinated activities as critical for every community member to benefit. This means there need to be integrated basket of services provided to the community members for their growth. Coordination and integration of services is very crucial; it avoids duplication of services, double dipping and promotes sharing of limited resources.

**Pie Chart 4.3.1.7: Beneficiaries – community consultation on policy implementation**



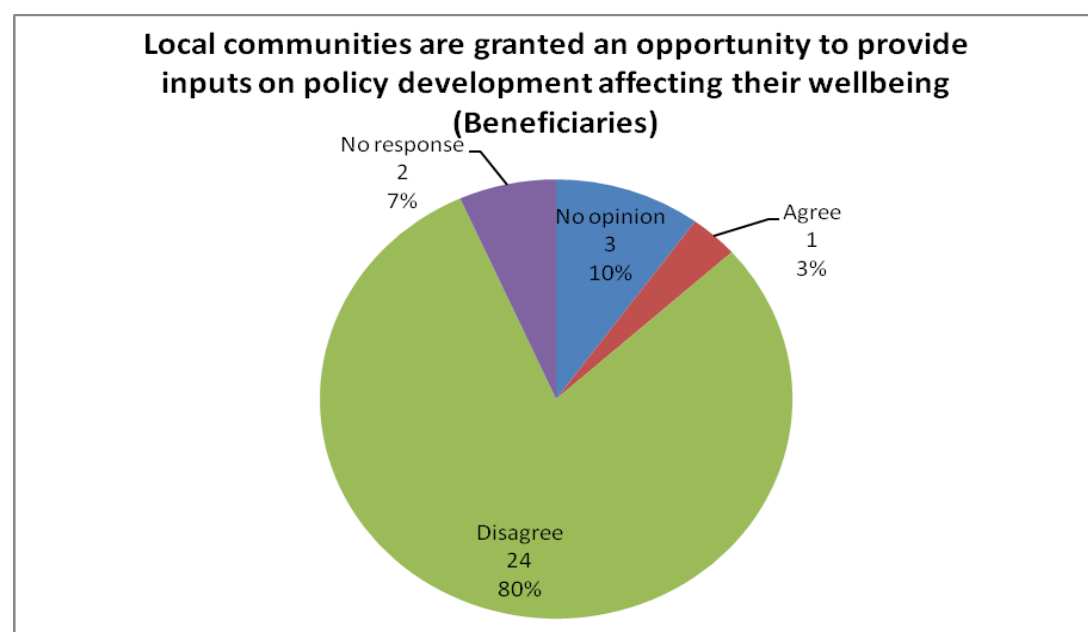
The above pie chart 4.3.1.7 revealed that the majority of respondents eighty seven percent (87%), which is twenty six (26) service beneficiaries, were not in agreement with the statement pinpointing that service providers consult with the community for every policy to be implemented. Three (03) respondents which is 10% had no opinion and one (01) respondent 3% did not respond.

The above indicated that the majority of Nkandla local community members are not engaged in matters affecting their welfare. Community members are not called upon to input and intervene whereas *Bato Pele* Principles promote access and consultation.

The researcher concluded by saying community members are not informed of the different policies needing implementation. It can be because officials work under pressure due to a number of other departmental commitments and or pressures forcing service providers to delivery without consulting whether such service is required at that time or not. On the other hand, it might happen that service providers convene community meetings and community members do not attend as a result are left behind in the whole process.

Beijing Platform for Action (1995: 41) highlighted critical areas to be considered during the Beijing Conference. These areas included the promotion and strengthening of public policies and programmes for indigenous women with their full participation and respect for their cultural diversity, so that they have opportunities and the possibility of choice in the development process for the alleviation of poverty.

**Pie Chart 4.3.1.8: Beneficiaries – provision of input during policy development**



Pie chart above 4.3.1.8 indicated that twenty four (24) respondents 80% disagreed with the statement, three (03) respondents 10% had no opinion, two (02) respondents 7% did not respond and one (01) respondent 3% agreed to the statement outlining that local communities are granted an opportunity to input on policy development affecting their well-being.

The percentage for those respondents agreeing to the statement is very minimal, showing it clear that community members are not provided an opportunity for inputs, and policies are just developed and implemented without prior consultation. The percentage for respondents agreeing to the

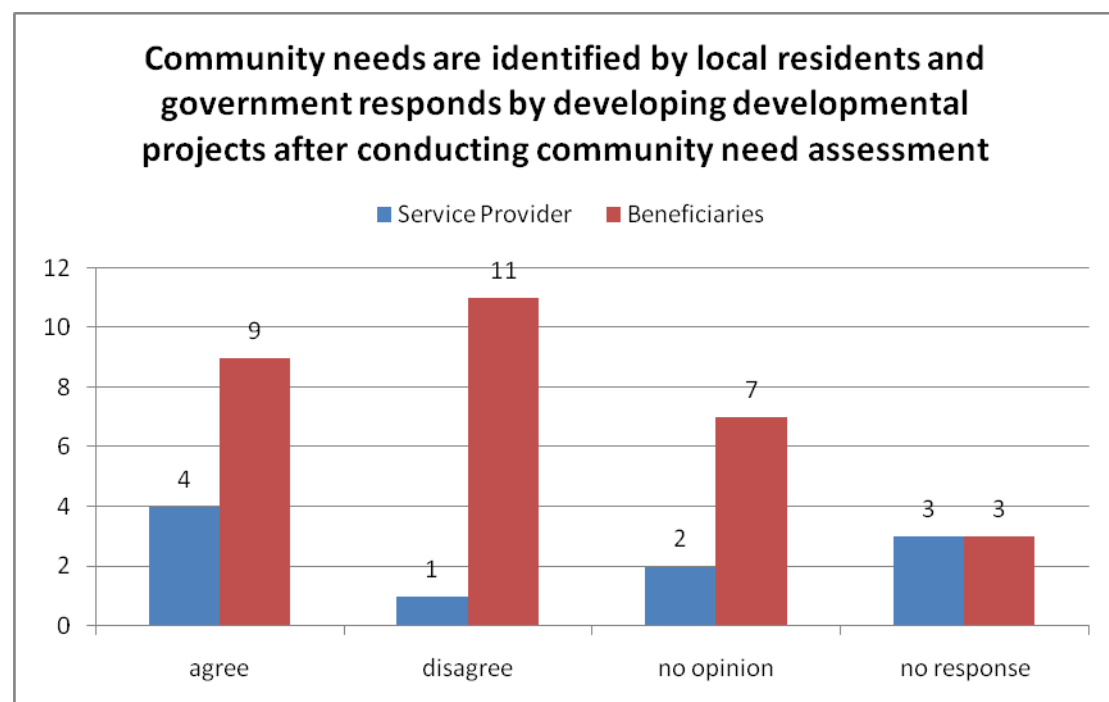
statement is the same for both categories – service providers and service beneficiaries.

Community members maintained that they are not given opportunity to voice what they feel will be essential for their well being. The government is seen as imposing, community members are never consulted for the service they need. Services provided are usually not the felt needs or not identified by the community.

The Integrated Service Delivery Model (2006) premised that sustainable development approach which is strength-based needs to recognise the capacity of individuals, families and communities to interact creatively with the environment and utilise the available resources in order to address socio-economic needs. Involvement of community members is imperative for quality improved service delivery. The findings above showed that community members are not involved in matters affecting their well being.

#### 4.4 Community Participation and Service Delivery

**Graph 4.4.1 Identification of community needs**



Reflected in graph 4.4.1 above four (04) respondents from service provider sector agreed to the statement, one (01) respondent disagreed to the said statement, two (02) respondents had no opinion and three (03) respondents did not respond at all.

On the other hand, still in graph 4.4.1 above under the category of service beneficiaries eleven (11) respondents disagreed to the statement, nine (09) respondents agreed to the said statement, seven (07) had no opinion and three (03) respondents did not respond to the statement saying community needs are identified by local residents and government responds by developing developmental projects.

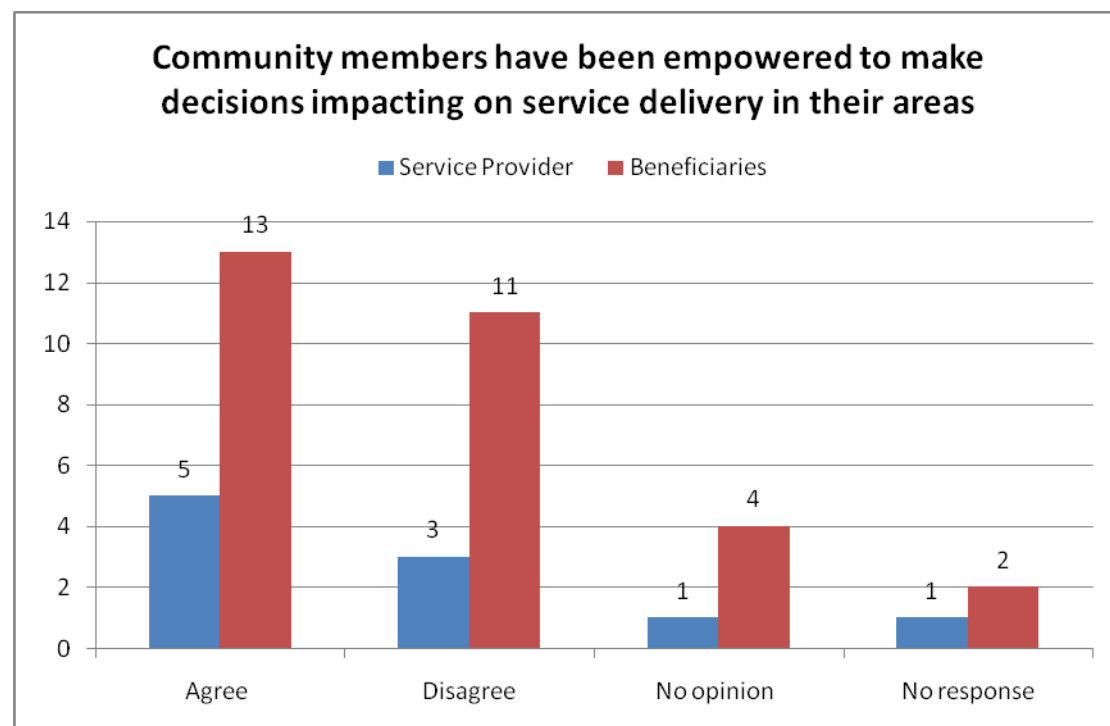
The findings above outlined clearly that community members do not identify the felt needs but are engaged in developmental projects planned by the service providers as per their mandated plans not as per the community essential felt need. It can happen sometimes that people who are serviced once received similar service, so at that point for that individual is not an essential service. One is said to be engaged in a project because there is nothing else he or she can do in the community.

It was also pointed out that service providers do not allow community members time to show their potential. Officials are in a hurry to meet deadlines / timeframes not realising or knowing whether the provided service made impact to that specific individual. Community needs were said to be different from the package of service offered by the service providers, but because the plan was long designed for or on behalf of the community members than they are provided with that service irrespective of it being needed or not at that point in time.

According to Patel (2005:19) social welfare is broadly looked as a nation's system of programmes, benefits, and services that help people meet social, economics, education and health needs that are fundamental to the maintenance of society. It is about the management of social problems and the maximisation of opportunities.

The Constitution chapter 7, section 152 assures community members of the right to participate in their own development and self-determination. Many interventions have failed to meet the expectations of the community and, therefore, did not have the desired impact because communities were not involved in the planning and implementation. Service provision is largely determined on the basis of the social and constitutional right. The more accountable the local state is and the more organised and capacitated the communities are, the higher the level of service delivery.

**Graph 4.4.2 Community empowerment on service delivery decisions**



In graph 4.4.2 above it is noted that five (05) service providers respondents 12.5% were in agreement with the statement presented, three (03) respondent which is 7.5% disagreed to the statement that community members have been empowered to make decisions impacting on service delivery in their areas again one (01) respondent 2.5% had no opinion and one (01) respondent 2.5% did not respond to the presented statement.

The findings for service beneficiaries above reflected that thirteen (13) respondents at a percentage of 32.5% agreed with the statement, eleven (11) respondents which is 27.5% disagreed on what was asked, four (04) respondents which is 10% had no opinion and two (02) respondents which is 5% opted not to respond. This therefore shows that the majority of respondents feel community members are engaged in an empowerment process on issues affecting their lives even though one still realises that such members are not yet in a state of being fully empowered.

Allen and Thomas (1992:91) outlined the concept of empowerment as having or being given power or control. It is generally used to describe the desirable state of affairs in which individuals have choice and control everyday aspects of their lives.

For the researcher Nkandla community members are still dependent on someone else to decide on their behalf. For communities to be able to realise their full potential they need to be empowered. This involves the process of shifting decision-making power from influential institutions to communities. In everyday terms it is directly linked to the concept of participation, where it does not only mean the provision of cheap labour for project and rubberstamping of already taken decisions. It is related to participation as power and decision making.

Empowerment process, therefore, enables communities to:

- believe in themselves; take control of their lives;
- feel in charge of what is happening to them and around them;
- feel motivated and confident to face the challenges of life;
- achieve their optimal potential; become involved in political change;
- participate; and take ownership and control through collective political action (Gray, 1998).

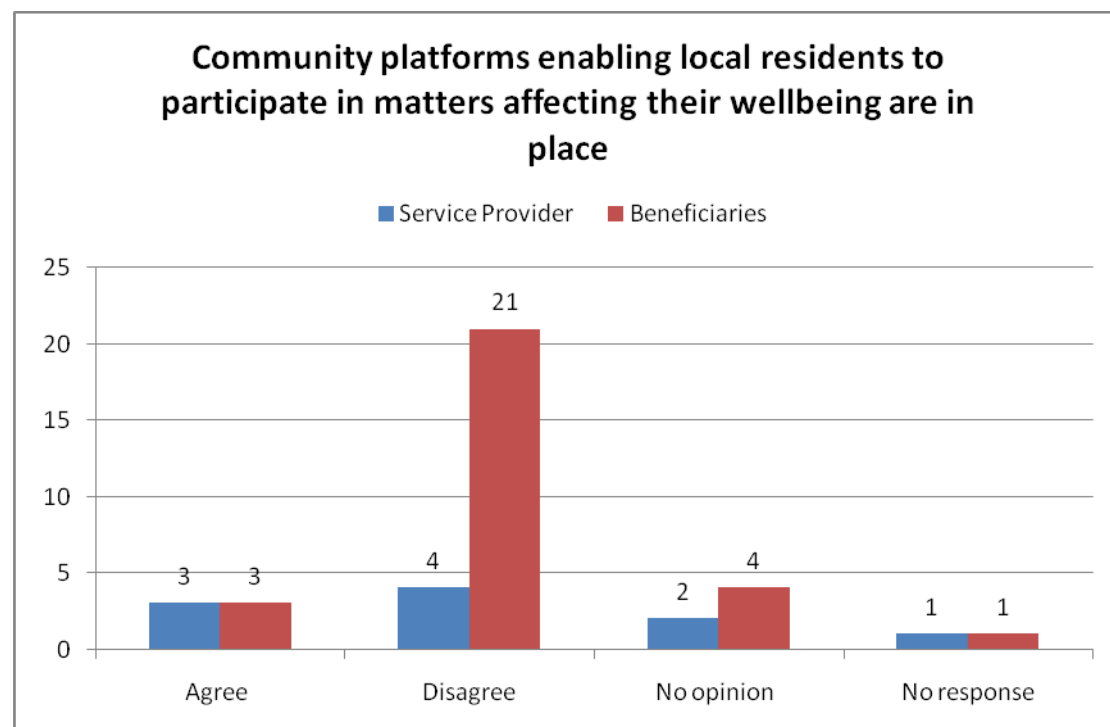
The researcher is of the opinion of having to involve ordinary people in decision making processes affecting their lives, capacitating them, developing



on their strengths would make them free enough to participate and take control of themselves.

Nkandla community members reported to be empowered but they do not see themselves as capacitated enough, members pointed out that they have been in projects for years but something is missing.

**Graph 4.4.3 Community platforms for local residents' participation**



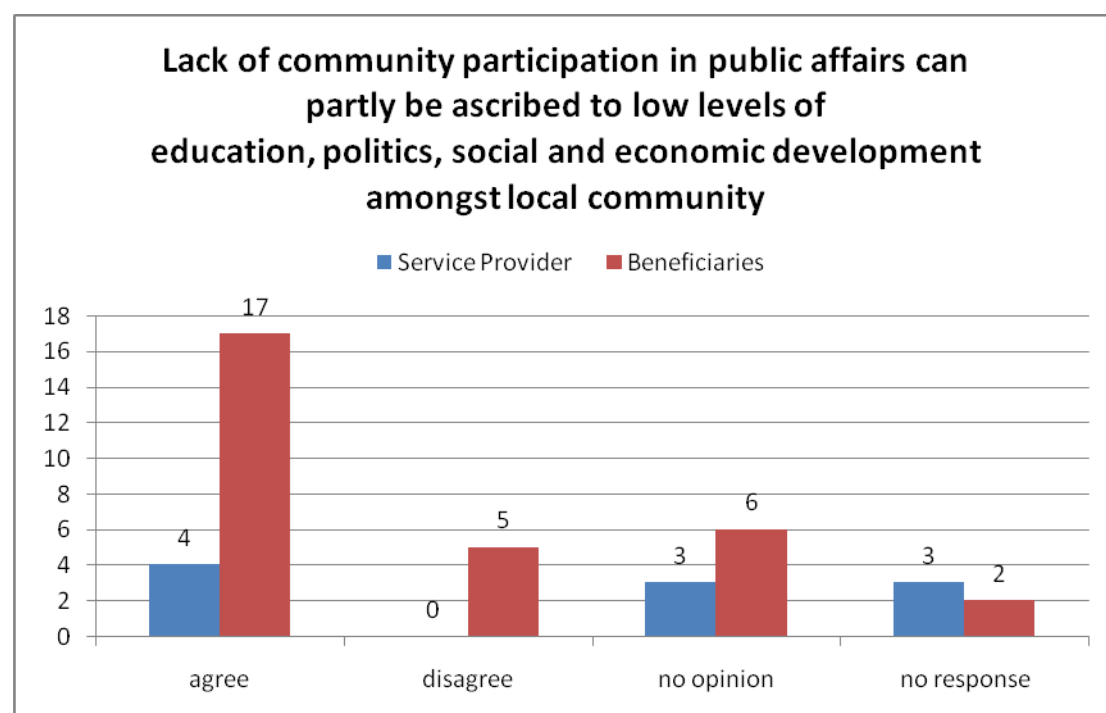
The graph 4.4.3 above indicated that four (04) respondents which is 10% from the service provider category were in disagreement with the statement that there are community platforms enabling community members to participate in matters affecting their well being, three (03) respondents 7.5% agreed to the statement, two (02) respondents which is 5% had no opinion on the outlined statement and one (01) respondent which is 2.5% did not respond.

On the category of service beneficiaries the majority of twenty one (21) respondents which is 52.5% disagreed with the statement that there are community platforms enabling community members to participate in matters

affecting their well being, four (04) respondents had no opinion, three (03) were in agreement with the statement and one (01) did not respond.

The findings are not in agreement with what is said by Patel (2005:105) wherein she stressed the the issue of participatory democracy. It is stating that welfare and developing constituencies must be consulted in decisions affecting them and that citizen participation in development is critical to ensure accountability by government and civil society for their actions. It also incorporates the concept of citizen participation in service delivery as partners in meeting human needs.

**Graph 4.4.4 Community participation in public affairs**



Graph 4.4.4 above indicated that four (04) service providers respondents 10% agreed to the fact that lack of community participation can partly be ascribed to low level of education, politics, social and economic development amongst community members, none of the respondents disagreed, three (03) respondents 7.5% had no opinion as to what was asked and three (03) respondents 7.5% did not respond.

On the same statement in graph 4.4.4 seventeen (17) service beneficiaries' respondents with a percentage of 42.5%, being the majority of respondents agreed to the statement pointing out that lack of community participation can partly be ascribed to low level of education, politics, social and economic development, a small percentage of 12.5% which is five (05) respondents disagreed to the statement, six (06) respondents 15% had no opinion and two (02) respondents which is 5% did not respond on the issue at hand.

The majority of respondents agreed to the fact that a number of community members end up not participating in public affairs due to the low level of education, politics, social and economic development. This is confirmed by Nkandla IDP (2007/8:14), which stipulated the low level of education at Nkandla Local Municipality.

The state of poverty or lack of community participation in public affairs is one of the challenges facing Nkandla community members. It is essential to change the way the system currently operates, respect, recognise and observe constitutional guidelines, and find new and innovative ways of doing things, within the ambit of the Constitution. As things stand at the moment, it seems as though change in the status quo will take a great deal of effort from community members or organised local interest groups, to change the system.

In other words, employed officials, can serve as active agents of change in the promotion of community participation. They can exert due pressure and influence the local communities to coordinate local development initiatives, encourage, promote and develop community participation in public affairs.

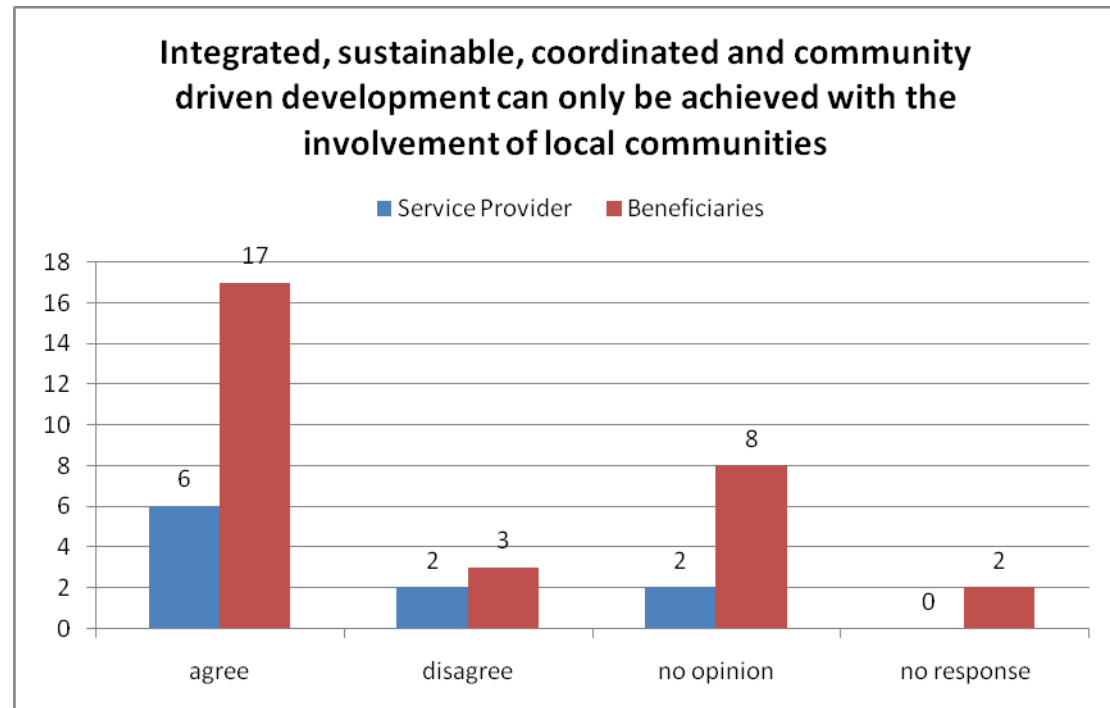
In South Africa, community participation is enforced and shaped by the Constitution supported by other pieces of legislation. The Constitution states: "local government must encourage the involvement of communities, community organisations in matters of government" (The Constitution Act no 108 of 1996:81).

Article by Mubangizi (2011: 74-90) outlined that South Africa's democratic dispensation has, over the past 16 years, progressively created notable opportunities for the previously marginalised community members. The government has expanded access to social services and through decentralisation created spaces for democratic decision-making in the promotion of socio-economic development.

The White Paper on the Transformation of Service Delivery (1997) focuses on putting people first, attempts to involve the public in service delivery processes. However, despite the range of poverty reduction strategies and opportunities for participation in governance through decentralisation, among other policy processes, the poor remain out of the decision making loop, with little capacity to take full advantage of such opportunities. While decentralisation has opened spaces for community participation, these spaces remain to the advantage of the elites and are of little consequence to poverty reduction endeavors.

## 4.5 Development

**Graph 4.5.1 Integrated, sustainable, coordinated and community driven development can be achieved with community involvement**



In graph 4.5.1 above findings from service providers outlined that six (06) respondents which is 15% agreed with the statement that an integrated, sustainable, coordinated and community driven development can only be achieved with the involvement of local communities, two (02) respondents which is 5% disagreed to the statement and again two (02) respondents 5% had no opinion on the statement.

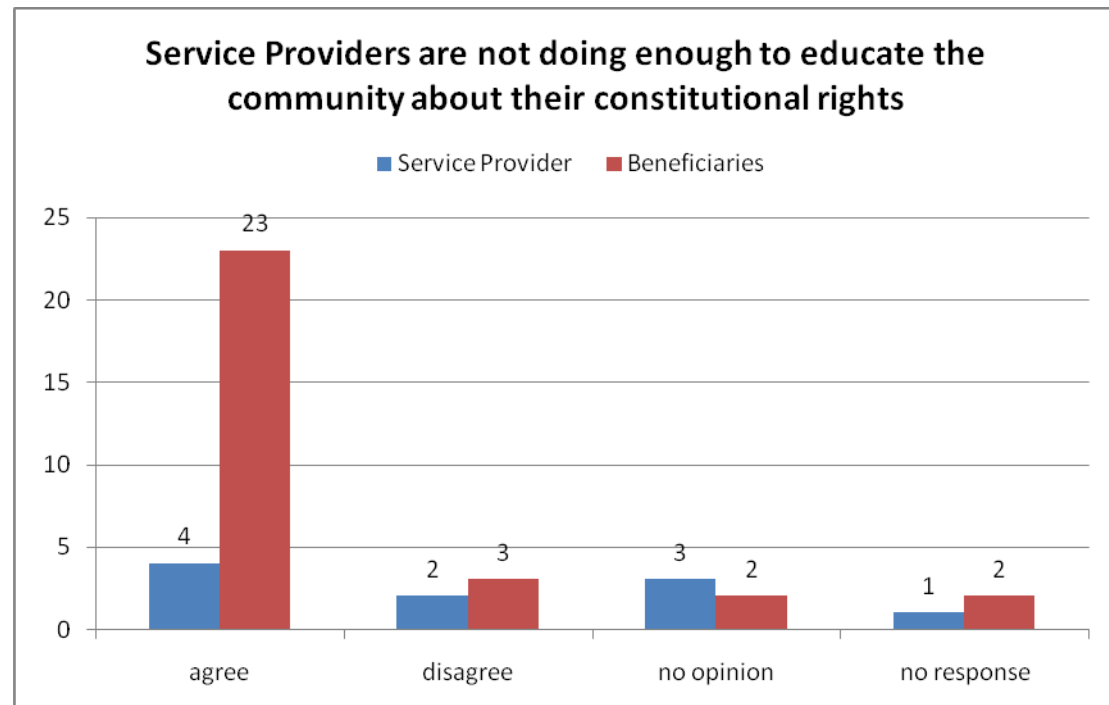
Reflecting on the above graph 4.5.1 for service beneficiaries' category findings revealed that seventeen (17) respondents 42.5% agreed with the statement, eight (08) respondents 20% had no opinion on the statement in question, three (03) respondents 7.5% disagreed with the statement and two (02) respondents 5% did not respond on the at hand.

The Constitution assures community members of the right to participate in their own development and self-determination. Many interventions have failed

to meet the expectations of the community and therefore did not have the desired impact because communities were not involved in the planning and implementation. Service provision is largely determined on the basis of the social and constitutional right. The more accountable the local state is and the more organised and capacitated the communities are, the higher the level of service delivery.

In agreement with the above findings (Mubangizi, 2009: 435-450) emphasised the critical role of an effective service delivery process in ensuring sustainable access to basic services; community development is pointed out as an approach promoting effective service delivery, it places people at the centre of the development process, with the emphasis being on enabling people to realise their potential and participate in activities that are responsive to problem issues within their communities.

**Graph 4.5.2 Community education on constitutional rights**



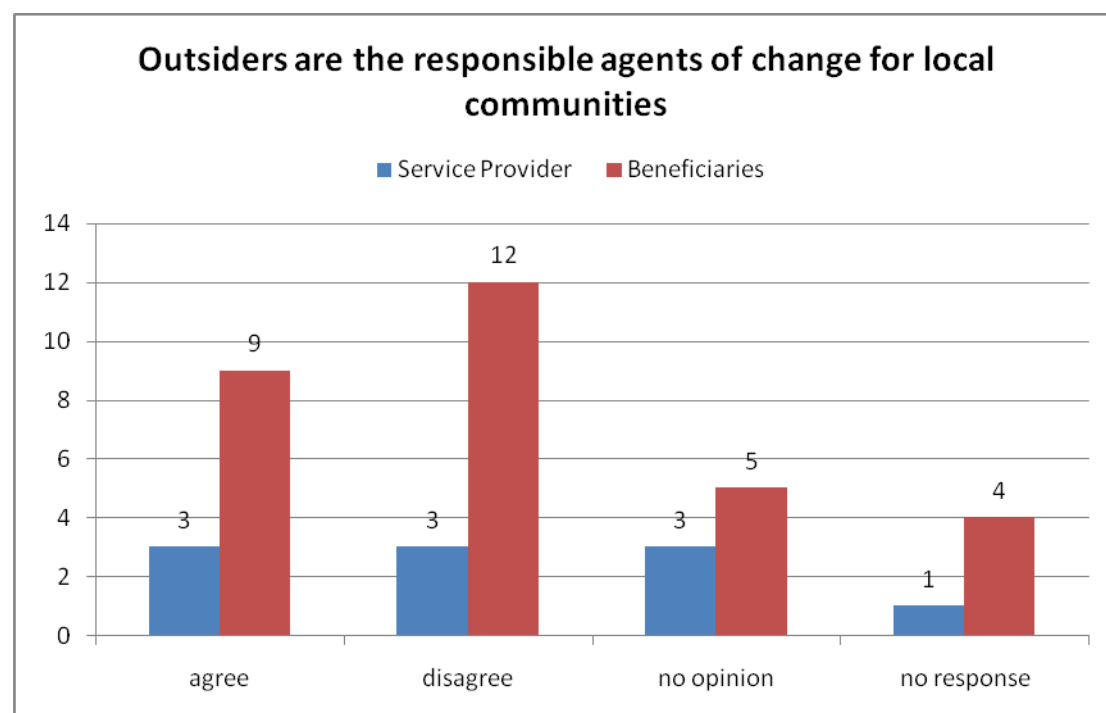
The above graph 4.5.2 indicated that four (04) service providers' respondents 10% agreed with the statement, two (02) respondents 5% disagreed to the

statement, three (03) respondents 7.5% had no opinion and one (01) respondents 2.5% did not respond.

On the other hand, the findings for service beneficiaries showed that twenty three (23) respondents 57.5% agreed with the statement that service providers are not doing enough to educate the community about their constitutional rights, three (03) respondents 7.5% disagreed to the statement, two (02) respondents 5% had no opinion and again two (02) respondents 5% did not respond.

The findings revealed that service providers are not doing much work in capacitating community members about their constitutional rights. There should be outreach programmes initiated wherein all community members are invited for information sharing sessions in order for all members to be on board.

**Graph 4.5.3 Agents of change**



The above graph 4.5.3 showed that amongst the forty respondents in total three (03) respondents from service providers which is 7.5% agreed to the statement, another three (03) respondents 7.5% disagreed to the statement, again three (03) respondents 7.5% had no opinion and one (01) respondent 2.5% did not respond.

On the side of beneficiaries it prevailed that nine (09) respondents 22.5% were in agreement with the presented statement, twelve (12) respondents 30% disagreed, five (05) respondents 12.5% had no opinion and four (04) respondents which is 10% did not respond on the question.

The majority of respondents disagreed to the statement that 'outsiders are the responsible agents of change for local communities'.

This is evident by Galaway and Hudson (1994:11) wherein it is pointed out that community economic development is premised on the belief that community members are the most knowledgeable about local conditions, thus it makes sense to harness local human resources and knowledge in creating development strategies which address community issues. In summary, the combination of knowledge and commitment of community members with the careful incorporation of outside resources whether it is human, financial or otherwise leads to effective community economic development.

#### **4.6 Section 3**

In this section the researcher intended to explore from the thirty service beneficiaries (30) as to whether they understand development, what it entails, what mechanisms are essential that will encourage community participation and sustainable development. Furthermore, to find out as to whether service providers grant them chance to utilise their potential, was there any communication before project implementation, was such project initiated based on the felt community needs and as project members are they benefiting anything for self reliance.



#### 4.6.1 Distribution of data by respondents' understanding of development

Table 4.6.1 Understanding of development

<b>Understanding of development</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	26	87 %
No	04	13 %
<b>Total</b>	<b>30</b>	<b>100 %</b>

Table 4.6.1 above reflected that the majority of respondents 26 respondents perceived development as meaning changes in the peoples lifestyle, of all well beings, whereas 04 respondents did not have clear understanding of what is understood by development as a result they answered no.

#### 4.6.2 Distribution of data according to whether or not respondents perceive themselves as developed

Table 4.6.2 Perception of own development

<b>See themselves as developed</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	05	15 %
No	25	75 %
<b>Total</b>	<b>30</b>	<b>100 %</b>

The other element questioned from respondents was that of seeing themselves as fully developed or not, findings revealed that at Nkandla Local Municipality 05 service beneficiaries perceived themselves as developed whereas 25 respondents see themselves as not yet developed, they still feel something is missing, like basic needs, proper roads, proper sanitation, no tertiary institutions and other areas still have no clean water and electricity. They have been in projects for quite some time but do not see themselves improving their lifestyles. It may be because within these projects not all stakeholders are pooling resources together for promoting a complete human well being. Community members wish they can be economically independent.

Development is outlined clearly within the key programmes of the Reconstruction and Development Programme (RDP, 1994:7). It is said Social Welfare includes the right to basic needs such as shelter, food, health care, work opportunities, income security and all aspects that promote the physical, social and emotional well being of all people in the society with special provision made for those who are unable to provide for themselves.

In this study, the findings clearly showed that Nkandla community members are not yet fully developed whereas social welfare services are provided.

Respondents felt they are not yet developed having to understand that development entails even the liberation of human beings – when one is able to participate in a number of activities affecting his or her life than that person can be said is liberated and free from oppression.

#### 4.6.3 Distribution of data on views of community members regarding service delivery

Table 4.6.3 Community views on service delivery

<b>Statement</b>	<b>Yes</b>	<b>No</b>	<b>No response</b>	<b>Total</b>
Service providers are allowing community members to show their strengths when delivering services	07	19	04	30
You were consulted about the project you are engaged in prior to its implementation	04	22	04	30
Project is responding to the identified community needs	09	14	07	30
You have benefited for being a project member	14	16	00	30

Table 4.6.3 above indicated that the majority of respondents are in disagreement with the outlined statements whereas other respondents agree to the statements and the lowest number of respondents did not respond. Nineteen (19) respondents, the majority amongst thirty respondents pointed out clearly that they are not allowed time by service providers to show their potential and strength as human beings when service is delivered. Seven (07) respondents felt they are given time to show their potential when service providers are rendering essential services whereas four (04) respondents did not respond.

Furthermore, the majority of twenty two (22) respondents reported to have never been consulted prior to project implementation, they reported to be within the projects without prior consultation one member said it clearly that she joined the project as she was told and requested by her neighbour. Only four (04) respondents agreed to say they were consulted prior to the implementation of the project they are engaged in and four (04) respondents did not respond.

The statement as to whether the project is responding to the identified needs was answered by all thirty respondents wherein fourteen (14) respondents which is 47% pointed out clearly that the projects implemented were said not to be responding to the identified community needs, as far as they know they were not engaged in need assessment. Community members reported to have never identified their felt needs for service providers' intervention; it maybe because they joined projects already in existence. Nine (09) respondents, which is 30%, agreed to say yes the project is responding to the identified needs whereas seven (07) respondents which is 23 % opted not to respond.

Community members reported to be engaged in a number of community projects for quite some time but do not see themselves improving their lifestyles and not benefitting for being project members. Out of thirty respondents sixteen (16) respondents which is 53% disagreed to the statement that they have benefitted for being project members whereas

fourteen (14) respondents which is 47% perceived themselves as having gained for being project members.

Community members wish they can be economically independent. Income generating projects are perceived as not promoting developmental approach as participants are told what to do and they follow instructions.

Patel (2005: 82–83) pointed out clearly that social development initiatives of grassroots organisations came into being with an aim of providing services to the areas that were neglected or not provided by government as a critical response and a challenge to the dominant apartheid welfare system. The aims further ranged from meeting the basic needs, to the promotion of empowerment, social justice, human rights and development of alternative models of welfare services which could inform social welfare policy and thinking in a post-apartheid society. It is puzzling though with such good intentions but people are still not benefitting as expected.

The findings revealed that there are a number of developmental social welfare programmes and or projects which have not achieved the intended purpose to help individuals to growth.

People driven development has its origin in the concern that the people who are the beneficiaries of a project should have control over that project. It aims to build capacity in the process of implementing a project rather than just delivering a product (Fitzgerald, McLennan & Munslow, 1997:211).

An important indicator of a project's sustainability is the degree to which the community owns the project and this ownership can happen only if the community is assured from the beginning stages, which it is theirs. This would enable the community to assume responsibility for the work that needs to be done with the guidance and support of the community facilitator.

The researcher is in agreement with what is said by Fitzgerald and other authors. Beneficiaries should own the project and work towards achieving project goals in return community members develop as project beneficiaries.

#### **4.7 Section 4**

The focus in this section was on developmental social welfare, why it came into being and whether Department of Social Development service providers clearly understand and implement as expected.

The dismantling of the apartheid welfare system and the development of the new developmental approach to social welfare was informed by the overall transformation and restructuring of the South African society through the Bill of rights and the Constitution of Republic of South Africa in line with policies like Reconstruction and Development Programme (RDP) (Patel, 2005:119).

Furthermore, the developmental perspective to social welfare in South Africa is rooted in a right –based approach; its goals include achieving social justice, a minimum standard of living, equitable access and equal opportunity to services, benefits and commitment to meeting the needs of all South Africans with a special emphasis on the needs of the most disadvantaged in the society. The developmental approach evolved from the history of inequality and the violation of human rights.

The researcher wanted to know as to whether Department of Social Development service providers do implement developmental social work, which social work methods are widely used when rendering the essential services to the community at large and whether service providers, are capacitated enough about the new paradigm shift.

#### 4.7.1 Distribution of data on developmental social welfare services

Table 4.7.1 Understanding of developmental social welfare

<b>Understanding of Developmental social welfare</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	4	40 %
No	3	30 %
No response	3	30 %
<b>Total</b>	<b>10</b>	<b>100 %</b>

Table 4.7.1 above indicated that four (04) Department of Social Development service providers' 40% of respondents clearly understand what is meant by Developmental social welfare and what it entails. Service providers stressed the issue of transforming services to reach the previously marginalised; three (03) respondents 30% do not clearly understand the approach and three (03) respondents 30% did not respond.

The findings revealed that a certain percentage of service providers are clear and able to render services taking into account the implementation of a developmental approach whereas a certain percentage of service providers cannot articulate what the model means and entails.

The developmental model of social welfare services breaks significantly with the remedial service delivery model of the past and posits a completely new paradigm and path for welfare services in a democratic society. The themes of a new paradigm are a right-based approach to service delivery, economic and social development, participation, welfare pluralism (also referred to as social development partnerships) and bridging the micro-macro divide in the conceptualisation of social problems and social service practice. Critical features distinguishing the developmental welfare service delivery are right based wherein it is stipulated that service delivered to the community should focus on both needs and rights, integrated family centred and community based services – it stresses the empowerment of individuals, families and

communities through integrated services with a multi-purpose and locally accessible, generalist approach to service delivery and community development and developmental social welfare (Patel, 2005: 156-161).

#### 4.7.2 Distribution of data on the implementation of a developmental social work

Table 4.7.2 Implementation of developmental social work

<b>Have you ever adopted Developmental social work to assist customers</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	3	30 %
No	6	60 %
No response	1	10 %
<b>Total</b>	<b>10</b>	<b>100 %</b>

Table 4.7.2 findings as per the question above revealed that the majority of respondents 60% (06 respondents) do not use the approach whenever services are rendered, only 30%, which is three (03) respondents do apply developmental social work approach in executing their day-to-day activities. One (01) respondent (10%), did not respond. A number of reasons were mentioned such as limited resources that permits accessibility of services where it is most needed, high level of illiteracy leading to community members not intending to participate in matters affecting their lives and even to question the way service delivery happen, high caseload from the side of service providers that hinders the effective implementation of the developmental social work.

Patel (2005:206) defined the term as the practical and appropriate application of knowledge, skills and values to enhance the well being of individuals, families, groups and communities in their social context. It aims at promoting social change through focusing on the person and the environment and the interaction between the two. It seeks to meet the needs, focusing on all

people in the society, facilitate participation in managing and solving social problems and delivering services in an integrated manner.

The findings above showed that the Department of Social Development service providers are not really utilising the approach the way it should be – there is limited time to capacitate an individual, families, groups and the community at large due to high number of cases faced by the service providers.

Patel (2005:322) mentioned that developmental Social Welfare services sets out to enhance social functioning and human capacities, promote social solidarity, participation and community involvement in social welfare, promote social inclusion through empowerment of those who are socially, economically and politically excluded from the mainstream of the society. Through effective implementation of social legislations, the rights of populations at risk are protected and promoted.

According to the White Paper for Social Welfare (1997), the purpose of the developmental social welfare system is: “To serve and build a self-reliant nation in partnership with all stakeholders...which maximises its existing potential and is equitable, sustainable, accessible, people-centred and developmental”. The goals of the strategy, according to the White Paper for Social Welfare (1997), are:

- To facilitate the provision of appropriate developmental social welfare services to all South Africans, especially those living in poverty, those who are vulnerable and those who have special needs. These services include rehabilitative, preventive, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning;
- To promote and strengthen the partnership between Government, the community and organisations in civil society and in the private sector which are involved in the delivery of social services;



- To promote social development intrasectorally both within the social development department and in collaboration with other Government departments and Non-Governmental stakeholders; and
- To realise the relevant objectives of the Constitution of the Republic of South Africa and the Reconstruction and Development Programme with regard to nation building of the people of South Africa.

In agreement with the White Paper for Social Welfare, RDP (1994:52) also highlights the goals of a developmental social welfare programme as the attainment of basic social welfare rights for all South Africans, redressing the imbalances of the past through affirmative action in respect of those who have been historically disadvantaged, the empowerment of individuals, families and communities.

#### 4.7.3 Distribution of data on developmental approach capacity building

Table 4.7.3 Developmental approach capacitation

<b>Issue</b>	<b>Yes</b>	<b>No</b>	<b>No response</b>
Are you capacitated enough on the developmental approach	3	5 There is a need to capacitate DSD service providers	2 missing

Table 4.7.3 above reflected that five (05) respondents which is (50%), reported not to be well capacitated, they feel there is a need for them to undergo re-orientation workshop on the said approach, three (03) respondents which is 30% of the service providers reported to be capacitated enough on the developmental approach and two (02) respondents which is (20%) did not respond.

Service providers pointed out clearly though that they were taught about the approach and its importance, but due to a number of departmental commitments, there is a tendency to focus mainly on administrative work like spending much time dealing with Foster Care Grant applications instead of integrating all approaches.

Training should be provided to strengthen capacity of service providers for the effective implementation of the approach in question, in order to be able to recognise service beneficiaries' strengths and capabilities to deal with a number of challenges facing them. All-in- all Service Providers outlined that they want to develop and provide developmental services but due to poor working conditions this is close to impossible. They want to help clients change, but the clients are stuck in a situation where they feel helpless and in that instance they require intensive help to break out of that situation. In return, Service Providers cannot provide such assistance due to limited resources and no time to engage clients effectively because of other departmental commitments.

#### 4.7.4 Distribution of data based on frequently used social work methods

Table 4.7.4 Frequently used social work methods

<b>Social Work method frequently used by Service Providers in rendering DSD mandated services</b>	<b>Number</b>	<b>Percent age</b>
• Casework	5	50%
• Casework and Community work	2	20%
• Group work	1	10%
• All	1	10%
• No response	1	10%
<b>Total</b>	<b>10</b>	<b>100 %</b>

The majority of service providers (05) which is 50% reported to be using casework, two (02) service providers which is 20% combine casework and community work, one (01) which is 10% uses group work, another one (01) which is 10% service provider reported to use all and one (01) respondent which is 10% out of ten did not respond.

Since the South African government has adopted the developmental approach, there are authors criticising the use of casework whereas other authors pointed out that casework still has a place within the developmental framework. Potgieter (1998:120) adds by saying the developmental model does not focus on a particular system, but sees individuals, married couples, families, small groups, organisations and communities as a vehicle of change. It does not limit itself to a particular method but sees the helping process as a partnership that seeks to attain specific objectives through the utilization of one or combination of strategies.

Interestingly the White Paper for Social Welfare (1997:20), which criticised casework, also stated: The family is a basic unit of society. Family life will be strengthened and promoted through family-oriented policies and programmes. Thus various authors emphasise that casework and programs focused on strengthening families, should still have a place within the developmental model. Casework should not be done in isolation but needs to form part of “integrated practice methods”.

The study revealed that the majority of service providers are still utilizing casework method even if service providers are supposed to integrate all the methods for the improved effective service delivery but currently casework still leads.

#### **4.8 Summary**

In this chapter information from respondents concerning policy direction, development, service delivery, community participation, implementation of developmental social work was presented. Service beneficiaries pointed it clearly that Department of Social Development policies, guidelines and

procedures are not well known and understood by the community members of Nkandla Local Municipality. There is a need for outreach programmes and or slots within war rooms to market such for common understanding and buy in for every stakeholder to understand essential services rendered by Department of Social Development.

The analysis revealed that service providers are there, but not promoting the developmental social work approach as there are those service providers who do not utilise the model in dealing with the cases at hand, wherein service providers are capacitating individuals to improve their social functioning and economic development.

The developmental approach strives to empower individuals. Service beneficiaries do not see themselves as developed and able to participate in matters affecting their lives. There are no platforms empowering them to achieve progressively the principle of equality, accessing education, health care and social services as expected. Community members do not engage in matters affecting their human well-being be it socially, politically and economically.

Developmental approach means that individuals and client population are not the passive receivers of rights but active partners with those working for the realisation of rights and having shared interests. Developmental social welfare model promotes a people – centred philosophy, in which universal access to welfare services constitute basic human right and also relies on active participation of people on all levels of service planning, delivery and accepts multi–sectoral team work as the necessary and essential ingredient.

## **CHAPTER FIVE**

### **5. SUMMARY OF FINDINGS AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter draws some conclusions on the basis of findings gathered through utilising questionnaires and makes recommendations for future research. Research was descriptive in nature and focused on Department of Social Development service providers and service beneficiaries linked to funded Non-Profit Organisations.

#### **5.2 Objectives of the study in relation to the findings**

5.2.1 To assess the level of service providers' understanding of developmental approach.

Majority of Department of Social Development service providers' respondents seem to understand what is meant by developmental social welfare and what it entails. Service providers stressed the issue of transforming, redirecting services and resources to reach the previously marginalised, disadvantaged, poor, vulnerable groups communities in remote rural areas as per the Bato Pele principles which put people first and Service Delivery Model which serves as a base for determining the expected quality service. In that instance if the said documents are implemented effectively individuals, families and communities can access integrated and quality service which is the main aim of the Department of Social Development – Social Welfare Services Programme.

On the other hand certain percentage of respondents does not understand developmental approach and developmental social welfare. They cannot outline what is meant by the concepts. There is a need for strengthening the capacity of service providers for the effective and efficient service delivery in order to enhance social well-being of all individuals.

### 5.2.2 To ascertain usefulness of developmental social welfare approach for service providers

Findings revealed that the majority of respondents do not use the developmental social welfare approach whenever services are rendered, only a small percentage do apply developmental social work approach when rendering their day-to-day services. Service providers if they can focus on the developmental social welfare approach individuals, families and communities can be empowered and be involved in a number of developmental activities which will reduce dependency and promote long-term personal independence and economic sustainability. And on the side of the service provider little interventions will be needed and implemented as individuals will be self sufficient and empowered. The inclusion of other stakeholders in the provision of developmental social welfare services is important in order to share resources and ensure integrated service is delivered.

Service providers' respondents mentioned a number of challenges though hindering the effective implementation of the approach. There is a challenge of inadequate infrastructure wherein service providers deliver services under conditions that are not up to the acceptable standards, in that instance service providers are rushing to finish having not followed the proper procedures or set standards. Environment they are working in compromises professional ethics. Linked to the mentioned challenge is the scarcity of Social Workers resulting to high number of caseload from the side of service providers that hinders the effective implementation of the developmental social work.

Furthermore the issue of limited resources that permits accessibility of services where it is most needed, high level of illiteracy leading to community members not intending to participate in matters affecting their lives and even to question the way service delivery happen.

The general complaint in South Africa is that quite often government would have excellent policy guidelines that so often collapse at the implementation stage. At Nkandla Local Municipality – Department of Social Development has documents outlining clearly vision, mission and procedures of the Department but such documents are not known by residents in order for them to challenge such and to ensure proper implementation for the improved service delivery.

The researcher made conclusion that Nkandla community members do not know, not understand and even not aware of the existing Department of Social Development essential documents in place affecting their lives and development. There appears to exist a need for government department to conduct awareness campaigns or outreach programmes sharing information with the community members in order for such policies or documents to be well understood as such documents affect community members' well-being. It is essential for the Department to find ways and means of marketing relevant documents to local community members for a common understanding and to know what services to expect.

#### 5.2.3 To determine how service providers' enhance or hinder client system's participation in their interventions.

The researcher requested service beneficiaries to answer based on provided statements, statements were asking as to whether service providers give service beneficiaries time to show their strengths, were they consulted about the project they are engaged in prior to its implementation, is the project responding to the identified community needs and as to whether as service beneficiaries benefited for being project members.

Responses from service beneficiaries put it clear that service providers are not enhancing the capacities of individuals, families and communities to address the causes and consequences of poverty and vulnerability. It was pointed out that service providers do not allow community members time to show their potential whereas the developmental approach is based on strengths of the individual, group and community to engage on activities

promoting socio-economic development initiatives. Service providers are in a hurry to meet deadlines or timeframes not realising or knowing whether the provided service made impact to that specific individual. There is a continuous need to assess service delivered and the impact thereof.

Participation of the service beneficiaries in matters affecting them is very crucial as it ensures and promotes ownership of the project ownership of the project lifecycle from the beginning to the end. It is essential for service providers to ensure that people themselves are engaged in efforts to improve their level of living, taking initiatives, contributing to decision making, mobilization of resources and creation of access to opportunities. At Nkandla community members might not engage in community initiatives due to low level of education, politics, social and economic development thinking someone is responsible for their growth and development. This is confirmed by Nkandla IDP (2007/8:14) which stipulated the low level of education at Nkandla Local Municipality retards development process.

Furthermore, the majority of service beneficiaries' respondents reported to have never been consulted prior to project implementation. Projects were said to be just implemented having not sourced from the service beneficiaries as to whether that project is of importance at that given time. It is essential for service beneficiaries to be informed from the conception of the project; wherein they will be informed of what to expect, this will assist in improving the implementation and project gains.

The findings are not in agreement with what is said by Patel (2005:105) wherein she stressed the issue of participatory democracy. It is stating that welfare and developing constituencies must be consulted in decisions affecting them and that citizen participation in development is critical to ensure accountability by government and civil society for their actions. It also incorporates the concept of citizen participation in service delivery as partners in meeting human needs.



Again the statement as to whether the project is responding to the identified needs or not. Respondents pointed out clearly that the implemented projects were not responding to the identified community needs, as far as they know they were not engaged in need assessment which is the initial step for service providers to engage in, in order to identify community needs and thereafter respond accordingly. Sessions for need identification can be through community conversation and or community dialogue wherein community members indicate their felt needs and engage in need analysis, prioritizing and thereafter the project can be implemented responding to the identified felt needs. Community needs were said to be different from the package of services offered by the service providers, but because the plan was long designed for or on behalf of the community members than they are provided with that service irrespective of it being needed or not at that point in time.

At Nkandla service beneficiaries reported to have been engaged in a number of community projects for quite some time but do not see themselves improving their lifestyles and not benefitting for being project members.

The above indicated that the majority of Nkandla local community members are not engaged in matters affecting their welfare. Community members are not called upon to input and intervene in developmental matters whereas *Bato Pele* Principles encourages and promote access and consultation.

In spite of the fact that the Department of Social Development has a number of developmental programmes that clearly outline consultative processes, the research revealed that local residents do participate in developmental programmes but they are still not developed and consultation is minimal.

The researcher concluded by saying community members are not informed of the different policies needing implementation. It can be because service providers work under pressure due to a number of other departmental commitments and or pressures forcing service providers to delivery without consulting whether such service is required at that time or not. On the other hand, it might happen that service providers convene community meetings

and community members do not attend as a result are left behind in the whole process.

Service providers' need to ensure community member do participate in a number of initiatives in order to develop knowledgeable community members within the local community. It is essential that community members are involved in all activities that relate to promoting and planning the future of the local community. Involving community members in a visioning process offers a number of advantages and opportunities.

#### 5.2.4 To find out what social work methods are employed or utilized by the service providers when implementing developmental social welfare.

Service Providers were asked as to which social work methods they use to ensure effective implementation of different programmes within the Department of Social Development. The majority of service providers reported to be using casework. There are authors criticising that method whereas other authors still feel that casework has a place in developmental framework. Casework should not be utilised or employed in isolation but should be integrated with other methods in order for an individual to benefit holistically and for that individual to attain better life.

It is essential to ensure that programmes focusing on individual and families are implemented utilising all social work methods – integrating all social work methods for the effective service delivery. Potgieter (1998:120) pointed out that the developmental model does not focus on a particular system, but sees individuals, married couples, families, small groups, organisations and communities as a vehicle of change. It does not limit itself to a particular method but sees the helping process as a partnership that seeks to attain specific objectives through the utilisation of one or combination of strategies.

#### 5.2.5 To determine whether service providers are capacitated enough in relation to the developmental approach in rendering social welfare services

The element asked from service providers was that of capability on the developmental approach wherein they were asked as to whether they are capacitated enough on the approach. Respondents felt they are not well capacitated, they feel there is a need to undergo re-orientation workshop on the said approach. It emanated clearly that services rendered are not delivered in a coordinated and integrated manner which will enable community members to attain self reliance.

Every service provider is encouraged to ensure implementation of the developmental approach when rendering social welfare services but due to a number of other departmental commitments, there is a tendency to focus mainly on administrative work rather than ensuring integrated, quality and accessible service is rendered to the beneficiaries.

Training should be provided to strengthen capacity of service providers for the effective implementation of the approach in question, in order to be able to recognize service beneficiaries' strengths and capabilities to deal with a number of challenges facing them.

Research findings indicated that Department of Social Development service providers are not fully engaged in terms of implementing the developmental approach due to a number of other departmental commitments – there is limited time to capacitate individuals, families, groups and the community at large due to high number of cases faced by the service providers.

In conclusion there is a need for ongoing capacity building for service providers, Government department service providers should be provided with essential skills for proper implementation of a developmental approach and to change their mindset in understanding that community members have knowledge and skills to be developed.

### **5.3 Recommendations of the study**

- The Department of Social Development to organize capacity building workshops wherein service providers will be guided as to what entails Developmental Social Work for the benefit of the community and for common understanding and some explanation concerning the approach.
- The Department of Social Development to employ more staff in order to ensure that all programmes are implemented effectively not to concentrate in certain programmes – like Foster Care Grant applications.
- To strengthen programmes aiming at self-reliance wherein community members are encouraged to engage in programmes relating to job opportunities and promotion of local economic development. Any programme developed should match the needs of the community for which it is developed, in other words, before the programme is implemented it is essential to conduct need assessment and to engage community members to participate in such assessment.
- Workshops for the community at large to understand Department of Social Development policies, frameworks, procedures guiding the functionality of the Department.
- Strengthening community participation through attending war room meetings and other planned community meetings.

### **5.4 Suggestion for further research**

Based on the findings from the research conducted, the researcher suggests that:

- 5.4.1 This research study be conducted in another rural community in order to verify findings of this research and furthermore to urban area or semi urban for comparison purposes.
- 5.4.2 Neutral body be instituted to pursue the study on the impact and sustainability of poverty alleviation programmes.

## **5.5 Conclusion**

The Nkandla Department of Social Development operates within mandated frameworks and or guidelines, research findings revealed that there is a need to improve on the way it involves local community in the provision of social services. What goes unchallenged goes unchanged. The findings indicated that service providers need further capacitation and development in terms of the developmental approach for the improved and effective service delivery.

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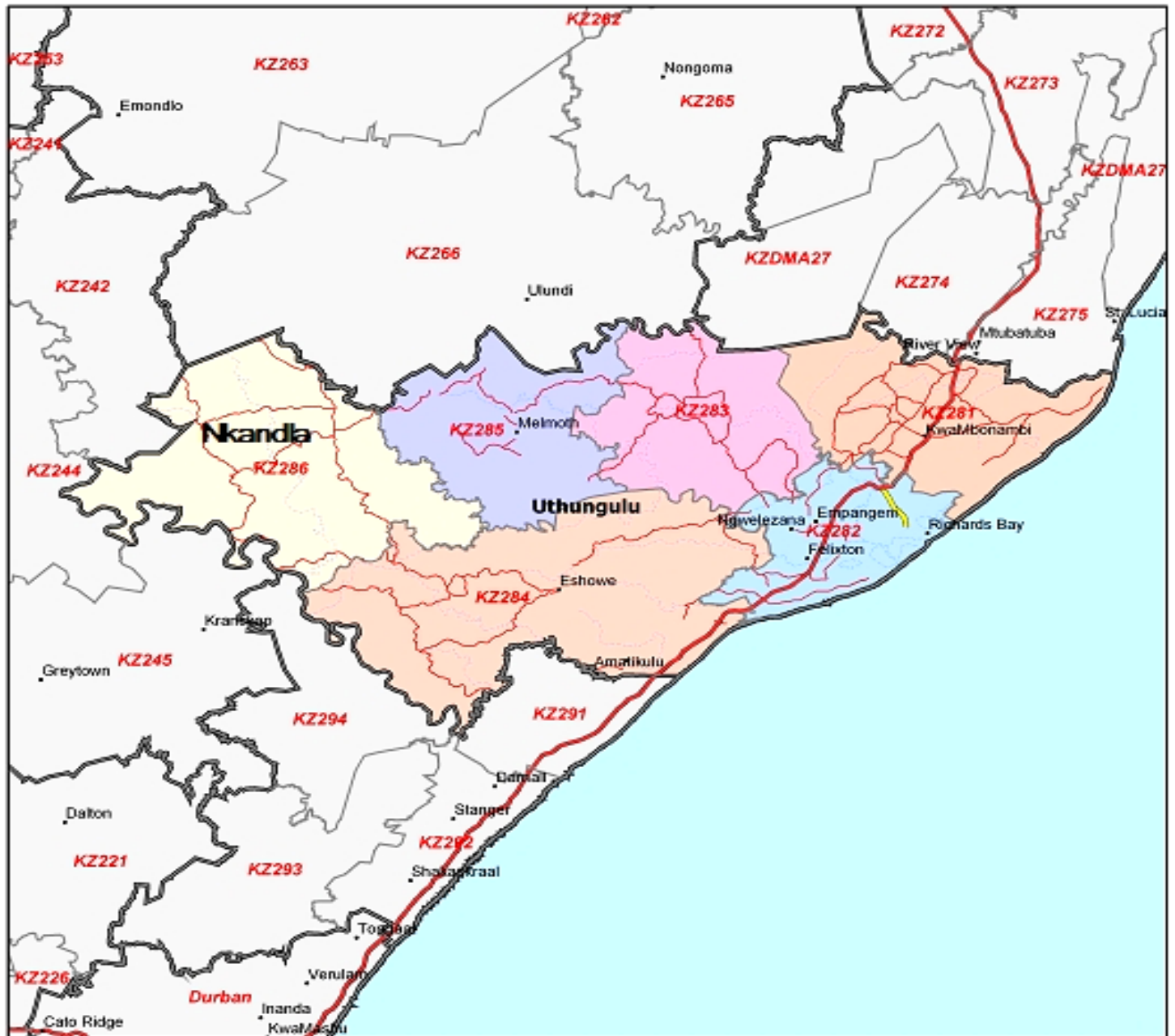
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## MAP FOR UTHUNGULU DISTRICT MUNICIPALITY – NKANDLA LOCAL MUNICIPALITY



## MEMO

To : The General Manager  
Ulundi Cluster  
From : Ms NHP Khanyile  
Subject : Request for completing the study pursued – Masters in Community Work

### 1. Purpose

The purpose of this memo is to request authority to complete the study pursued.

### 2. Background

2.1 Ms NHP Khanyile persal number 61686760 registered as a part time student at the University of Zululand for Masters in Community Work.

2.2 Ms NHP Khanyile completed theory work and is expected to finalize dissertation as per the degree requirement. Research topic: **'implementation of a developmental approach to social welfare service delivery at Nkandla'**. Authority was granted by the then Acting Head of the Department to pursue the study on funded poverty alleviation projects.

2.3 There is a need to include Social Development employees; it is for this reason than that Ms NHP Khanyile is requesting the authority to complete the dissertation in consultation with Nkandla Service Office employees.

Your cooperation is always appreciated.

  
.....  
The Researcher - NHP Khanyile

Recommended / ~~not recommended~~

  
Deputy Director - Social Services

Supported / ~~not supported~~

  
Director - Social Services

Approved / ~~not approved~~

  
GENERAL MANAGER



## PROVINCE OF KWAZULU-NATAL

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### DEPARTMENT OF SOCIAL DEVELOPMENT

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The Service Office Manager  
Nkandla Service Office  
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NKANDLA  
3855

**SUBJECT: REQUEST TO CONDUCT INTERVIEWS FOR THE COMPLETION  
OF COMMUNITY WORK STUDY**

1. Ms NHP Khanyile is a part time registered student at the University of Zululand. She is doing Masters in Community Work with the research topic – **'implementation of a developmental approach to social welfare service delivery at Nkandla'**
2. A need arose to interview Service Providers who are dealing with the said approach in order to ascertain the extent they involve communities for their own development.
3. It is for this reason that Ms NHP Khanyile is requesting an authority to interview Social Development employees. Responses will solely be used for the study purposes.

Your cooperation is always appreciated.

**GENERAL MANAGER: ULUNDI CLUSTER**

# QUESTIONNAIRE TO MEASURE THE IMPLEMENTATION OF A DEVELOPMENTAL APPROACH TO SOCIAL WELFARE SERVICE DELIVERY AND COMMUNITY PARTICIPATION AT NKANDLA IN KZN

Below are questions aiming to measure the extent to which Department of Social Development service providers implement a developmental approach towards social welfare service delivery and whether or not community members participate in public affairs affecting their well being.

Questionnaire is divided into sections. You need not to disclose your name

## SECTION 1

Please Tick

### 1.1 Gender

Male	
Female	

### 1.2 Age

18 – 35	
36 – 55	
55 and above	

### 1.3 Sector

Social Development (Government Department)	
Non Profit Organization	

### 1.4 Education

Below grade 1	
Grade 1- Grade 12	
Tertiary Education	

## **SECTION 2 – FOR BOTH RESPONDENTS**

In this section please indicate your agreement or disagreement by placing the appropriate number in front of each statement. Numbers are as follows:

- 1. Agree**
- 2. No opinion**
- 3. Disagree**

### **Policy Direction**

- ..... The government department of Social Development has strategic and operational plans that are well understood and recognized throughout Nkandla local community.
- ..... Different activities are aligned, integrated and coordinated for the development of individuals and community at large
- ..... Service Providers consult with the community for every policy to be implemented
- ..... Local communities are granted an opportunity to provide inputs on policy development affecting their well being

### **Community Participation and service delivery**

- ..... Community needs are identified by the local communities and the government responds by developing projects responding to the identified needs after having conducted community need assessment.
- ..... Community members have been empowered to make decisions impacting on service delivery in their areas.
- ..... Communication platforms enabling local residents to participate in matters affecting their well being are in place
- ..... Lack of community participation in public affairs can partly be ascribed to low levels of education, politics, social and economic development amongst local community members

### **Development**

- ..... Integrated, sustainable, coordinated and community-driven development can only be achieved with the involvement of local communities.
- ..... Service providers are not doing enough to educate the community about their constitutional rights
- ..... Outsiders are the responsible agents of change for local communities.



### SECTION 3 – FOR SERVICE BENEFICIARIES ONLY

Please answer the following:

3.1 Do you understand what development is? Yes / No.....

- If **yes** what is it .....

.....

3.2 Do you see yourself as fully developed? Yes / No .....

- If **yes** what makes you to say so .....
- If **no** what is missing .....

3.3 Are service providers allowing you time to utilize your strengths? Yes / No

- If **yes** where have you been engaged.....
- If **no** where do you think you should have participated.....

3.4 As you are engaged in a project, was there a consultative process or need assessment that allowed discussion between project planners and all those affected by the project before final decision was made to proceed or not? Yes/No .....How did it happen?

3.5 Is the said project responding to your identified needs and improving your lifestyle? Yes / No

- If **yes** what were your needs.....
- How has the project assisted you.....
- If **no** what are / were your unmet needs .....

3.6 What have you benefited for being a project member and can that assist you to be self reliant?

## SECTION 4 – FOR SOCIAL DEVELOPMENT SERVICE PROVIDERS ONLY

Please answer the following questions:

4.1 Do you understand what developmental Social Welfare is, yes / no.....

.....

4.2 Have you ever adopted developmental Social Work when assisting customers? Yes / No.....

- If **yes** why you say so.....
- If **no** what is missing and why.....

4.3 As a service provider are you capacitated enough to implement a Developmental approach? Yes/No .....

- If **yes** what proves that .....
- If **no** what is missing.....

4.4 Which social work method you frequently use when rendering social welfare services?

Thank you very much for your time, support and valuable information

## CONSENT BY PARTICIPANT TO PARTICIPATE IN THE RESEARCH STUDY

This is to certify that I ....., give my informed consent to participate in this research study.

I hereby certify that the researcher explained to me the ethics and research principles for participation and confidentiality to be maintained.

The research topic is the implementation of a developmental approach towards service delivery at Nkandla in KwaZulu – Natal.

Kindly spend not more than twenty (20) minutes of your valuable time to complete the attached questionnaire. You are not compelled to disclose your identity. The information obtained will be used solely for the purpose of this study.

The completed questionnaire will be collected after seven (7) following the date of delivery.

.....  
Participant's signature

.....  
Date

.....  
Researcher's signature

.....  
Date