PROMOTING SUSTAINABLE DEVELOPMENT THROUGH CAPACITY BUILDING AT SEDIBENG DISTRICT MUNICIPALITY

LERATO SEBOLAO
BA (WITS) BA HONS (NORTH WEST UNIVERSITY)

A mini dissertation submitted in partial fulfilment of the requirements for the degree

MAGISTER ARTIUM

in

Development and Management in the Department of Public Management and Administration at the

NORTH WEST UNIVERSITY
(VAAL TRIANGLE FACULTY)

SUPERVISOR: PROFESSOR EP ABABIO

VANDERBIJLPARK

2008

NORTH-WEST UNIVERSITY
YUNIBESITI YA BOKONE-BOPHIRIMA
NOORDWES-UNIVERSITEIT
VAALDRIEHOEKKAMPUS
2008 -09- 22
Akademiese Administrasie
Posbus Box 1174
VANDERBIJLPARK
1900

ACKNOWLEDGEMENTS

I would like to thank the following people for their role and cooperation during the period of the study. Without their help and support this project would not have been successful.

- The Almighty God for the gift of writing and choosing a subject for this study.
- Professor EP Ababio, for supervising this study. I am grateful to have a lecturer and a supervisor like you. Thank you for never losing hope and for cheering me on when my concentration and commitment sometimes eroded me.
- My Son, Lesedi Sebolao for involuntarily allowing me to steal time away from him to complete this study.
- My Mother (Lindeni Maria Sebolao) who generously took care of my son when I was away at night and on weekends.
- My sister (Pearl Sebolao) for supporting and encouraging me to complete the study when I was losing focus.
- My partner (Paseka Mokoena), who has been a source of inspiration during the undertaking of this study. He brought with him a positive and renewed attitude and revived the commitment which was waning. He also sacrificed time that would have been spent together during the period of the study.
- My friends and colleagues who supported and prayed for me to complete this work.
- I would also like to thank the staff at Sedibeng District Municipality for allowing me to use their database to access community projects in the region. Thank you for answering the questionnaires relating to this study
- I would like to express my deepest appreciation to officials of the following projects for sacrificing their time and cooperation to provide me with participants for information related to this study (Farmers Home Development trust, Mpumelelo Labour and Technology Industrial Hive Cooperative, South Africa Police Service's Youth Crime Prevention Desk in Vereeniging and the Iketsetseng Agricultural Development Trust).
- A special thank you to my managers (Peter Ramadikela and Trevor Mutholoe) who allowed me time off work once in a while to conduct this study.
- Last but not least I would like to thank everyone who participated in the successful completion of this study.

ABSTRACT

Capacity problems in communities have been identified as a major impediment to service delivery and the achievement of a developmental local government especially at Sedibeng District Municipality. The socio-economic profile of the Sedibeng District Municipality was studied in order to determine the extent of underdevelopment in the area.

The study focused on the investigation of community capacity building initiatives in Sedibeng District Municipality area. This means that the potential or competency, or lack thereof, found outside of municipalities structures which includes the socio- economic database, political, legislative, social capital within communities was studied to determine how it can be proactively tapped into to encourage sustainable development in line with the achievement of the Millennium Development Goals of the United Nations within the Sedibeng area. The problems which necessitate capacity building within the Sedibeng District Municipal area were also looked at.

For the purposes of this study, the hypothesis was constructed as follows: "Poverty, illiteracy and ignorance affect a high number of community members in the Sedibeng District Municipality whose confidence and self reliance can be regenerated through community capacity building initiatives being sustained at Sedibeng District Municipality". To test the validity of this hypothesis, academic and non- academic literature was reviewed, interviews with members of various community projects and Sedibeng District LED staff were undertaken.

Amongst others the following were confirmed

- Although participants in projects had some high school education, they still did not have the required skills to make their projects a success.

- The mushrooming of initiatives from the community to develop the area economically and to sustain themselves proves that there is capacity within the community
- The municipality has great influence over local economic development issues in the area. There is a willingness to lead on the development of the community by the Sedibeng District municipality and its local municipalities. The municipality is committed to working with the people and groups within the community to find sustainable ways to meet their social and material needs.

The study ends with recommendations which include the following:

- The municipality conducts information sessions with members of the community informing them about the budgeting and planning processes of the municipality
- That the municipality consolidates or conducts an audit of all community projects, their areas of need and identify intervention areas to sustain the projects
- That the municipality communicates its development strategies and annual priority focus areas to the community on a regular basis.
- That the municipality builds internal capacity to support community projects
- That the members of the community participate in the structures of the municipality to ensure funding is secured for their projects rather than request financial and other support on an adhoc basis.
- That a detailed operational community capacity building study be undertaken to improve the current way of doing things within the Municipal area.

CHAPTER 1

INTRODUCTION

1.1 ORIENTATION PROBLEM AND STATEMENT

All over the world, local government is pushing for autonomy and decentralized decision-making. This phenomenon is sometimes done in a way that leaves municipalities with many needs for new skills to meet new performance demands. In South Africa this situation is no different. The 2000 local government elections ushered a new system of local government and therefore began the implementation of transformation process. To this end, new legislation such as the Constitution of the Republic of South Africa, the Municipal Systems Act and the Municipal Structures Act has been enacted and policies are being put in place to regulate the transformation process in a manner that is not adhoc but systematic (SA, 2004: 4).

Inequality in South Africa has resulted in poverty being predominantly located in the townships, villages and in rural areas. Typical of this phenomenon is the Sedibeng District community. This is because development was occurring in urban areas only. As a result of the gap between urban and rural areas the current South African government has shifted its focus and is now concentrating on bridging those gaps through various strategies which include local economic development.

Capacity problems in communities especially at Sedibeng District Municipality have been identified as one of the major impediments to the achievement of a developmental local government in South Africa. It is therefore imperative that communities are capacitated to their full potential to prevent them from being dependent on government for their livelihoods (Sedibeng District Municipality, 2005:5). For that matter sustainable community development refers to initiatives which help to build local capacities to integrate the principles of a developmental local government into national development (Durbar, 2004:1). The objective of sustainable community development is to assist the

government in building the capacities of local communities and government and adopting policies that are necessary to ensure sustainable community development which integrates effective and gender sensitive poverty alleviation strategies with sound management (Durbar, 2004: 1).

Developmental Local Government means a local government committed to "work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives". It should target especially those members and groups within communities that are most often marginalized or excluded, such as women, disabled people and very poor people (White Paper, 1998:31).

Capacity building involves three aspects. Firstly, individual capacity which refers to the potential and competency, or lack thereof, found within a person. This capacity is reflected through their specific technical and generic skills, knowledge, attitudes and behavior accumulated through forms of education, training, and experience. Secondly, institutional capacity refers to the potential and competency, or lack thereof, found within organisations. It includes human resource (collective individual capacity), strategic leadership, organizational purpose, orientation, institutional memory, internal confidence, partnerships, intergovernmental relations, powers and functions, resource and support systems, infrastructure and financial abilities, structures, processes, culture and by-laws. Thirdly, environmental capacity refers to the potential or competency, or lack thereof, found outside of municipalities formal structures. These include the socio-economic database, political, legislative, social capital within communities, ecological, geographical, non-municipal infrastructure, non-municipal resources, (SA, 2004). This study will focus on this aspect of capacity building with major emphasis on the capacity building of communities.

The South African government conforms to international standards of development and is part of the Global Goals & Indicators for Development. The United Nations Development Programme (UNDP) has formed a global compact (UNDP, 2003:1) with

189 countries towards the development of under developed countries with specific emphasis on fighting extreme poverty and unemployment and in halting the spread of HIV and Aids. It is for this reason that the UNDP has developed the Millennium Development Goals (MDG). The MDG is a set of goals that embody the aspiration for human betterment, expressed in a limited set of numerical and time bound targets (MDG Report in Africa, 2002:1). It is for this reason that community capacity building has been identified as a means to achieve the Millennium Development goals. This will assist in the achievement of sustainable development in the South African communities.

However communities in the Sedibeng District Municipality need to be educated and made aware of such goals of government in order for them to support and embrace development in their communities. Unless communities feel that they are part of the developments in their areas they will not support those initiatives. This means that they must also be allowed some degree of participation in the achievement of goals aimed at them.

These goals will be realized through support programmes and projects such as funding that is the awarding of grants or donations to affected countries, international exchange programmes, and other means of capacity building.

The following principles must be addressed in implementing community capacity building at the Sedibeng District Municipality:

- Human need which refers to the ability of the human beings involved to bring about development in their community.
- Learning or skills development which refers to the ability of the project to become a learning experience for participants thereby bringing about new opportunities for them.
- Participation which refers to the ability of a development initiative to involve those it is aimed at.
- Empowerment which refers to the ability of a development initiative to become instrumental in the empowerment of the people.

- Ownership which relates to ensuring that the initiative is owned by the community at large and not by the project leaders only.
- Adaptivity which relates to the ability to change ones mind when it comes to decision making to ensure willingness to learn whilst the project goes along.
- Transformation which ensures that the development initiative transforms rather than preserves the status quo in the community (Swanepoel and de Beer, 1996:24-30).

Capacity building initiatives being implemented by the Sedibeng District Municipality are the following:

- The Community Development Workers Programme.
- The Co-operatives Programme.
- Capacity building for Ward Committees.
- The Local Economic Development Programme.
- Agricultural Development Programme.
- Rural Development Programme.
- Small Micro Medium Enterprise (SMME) Development Programme.

The problems with the Sedibeng community that necessitate capacity building are as follows:

- Information flow between the municipality and the community is not conducted in an ideal manner.
- Insufficient support is given to community initiated projects.
- Skills Development.
- Lack of proper business planning in the community led projects.
- Lack of resources in the community.
- Improvement of direct links between the community, government and business.
- Lack of security in the already existing community projects rendering them susceptible to various crimes such as theft of stock, equipment and furniture.

1.2 RESEARCH QUESTIONS

The following research questions were considered to determine the capacity building intervention areas needed for the Sedibeng District Municipality:

- What is meant by sustainable development and community capacity building?
- What development strategies exist at Sedibeng District Municipality to address the problems of poverty, unemployment and income inequality?
- To what extent has capacity building projects impacted on the living standards of the community at Sedibeng District Municipality?
- What research recommendations can be proposed to the Sedibeng District Municipality on the promotion of capacity building?

1.3 RESEARCH OBJECTIVES

The following research objectives were studied to ensure a common understanding of the extent of capacity building interventions needed for the Sedibeng municipal area:

- To explore the theoretical exposition of the concept sustainable development and community capacity building.
- To explore the development strategies at the Sedibeng District Municipality.
- To assess the impact of capacity building projects on the living standards of the community at Sedibeng District Municipality.
- To propose recommendations on improving capacity building at Sedibeng District Municipality.

1.4 HYPOTHESIS

Poverty, illiteracy and ignorance affect a high number of community members in the Sedibeng District Municipality whose confidence and self-reliance can be regenerated

through sustainable community capacity building initiatives at Sedibeng District Municipality.

1.5 METHODOLOGY

The study was conducted trough the following research methods:

1.5.1 Literature

The theoretical part of this study was based primarily on the National Capacity Building Framework of local government as published in the government gazette. It was also based on books, policy documents and the internet sources. The detailed literature study assisted in providing a detailed background to community capacity building and how it impacted on sustainable development in the South African context especially in the Sedibeng District Municipality area.

1.5.2 Empirical Research

1.5.2.1 Interviews

Interviews were conducted with members of the community projects and employees of the Sedibeng District Municipality and local municipalities within its jurisdiction. Interviewees had to answer pre-set questionnaires which were developed with the assistance of the study leader. The interviews were conducted face to face and telephonically to allow for clarity where there was ambiguity in the questionnaires.

An evaluation of the current community capacity building initiatives was examined by the author of this study to give a detailed exposition of the challenges experienced by the municipality in providing capacity and support to community development and whether sustainable development had been achieved in the Sedibeng District Municipality.

The interviews were also used to determine the strategies that are already in existence in the community and how it has impacted on development within the region of Sedibeng District Municipality. The resources that are used to implement the strategies were predetermined through business planning at the conception of the project. This means that if the goals of the business plan are achieved the end result would have been achieved.

1.6 OUTLINE OF CHAPTERS

1 Introduction

2. A Theoretical exposition of sustainable development

3. A review of poverty alleviation legislation in the municipal sphere

4. The impact of community capacity building initiatives in Sedibeng District Municipality

5. Findings, conclusions and recommendations

CHAPTER 2

2. A THEORETICAL EXPOSITION OF SUSTAINABLE DEVELOPMENT

2.1 INTRODUCTION

Underdevelopment and poverty has been attributed to a number of factors including its colonial legacy. Numerous development initiatives have been introduced in society. All communities strive for development. As a result theorists come up with various ways of achieving this development that is being sought by all societies especially those that are considered to be underdeveloped. This chapter argues for the development that is sustainable. Development theorists call this type of development Sustainable development.

Sustainable development is favored mostly by environmentalists as it looks at protecting the natural resources for sustenance. Sustainable development looks at the relationships between the economy, social and environmental issues and also the contribution of political dimensions towards the development of a community. It is for this reason that this development perspective is considered mostly to be a good perspective.

2.2 BACKGROUND OF THE DEVELOPMENT AGENDA

No community wants to be faced with problems which lead to them becoming caught in a cycle of degradation and poverty, with a consequent lack of community pride in their area, poor environmental quality and health, high crime and unemployment levels, and multiple inequalities. The aim is to create sustainable communities - places where people want to live and work, now and in the future (UK, 2006:2).

From global to local, the aim is to improve the lives of people in deprived communities and socially excluded groups who experience poor quality of life, including poor local environmental quality and poor access to services such as education, healthcare and

transport. (UK, 2006:2). This study provides a gateway to further information on what the Government is doing to achieve sustainable communities.

Development Studies in South Africa is a relatively new focus area. This means that there has been little interpretation as to what this means for the new wave of development in South Africa. Various studies have examined the concept of Development within the context of South Africa, however only a few have looked at community development and Sustainable development together as a focus area. Since the period 1994 South Africa has evolved into a vibrant democracy with a modal constitution, strong human rights centered judicial and legal system, a growing economy and a strengthening position on the global platform. On the other hand government is still faced with the major socio-economic challenges of persistent unemployment (26, 7%), poverty (just under 50%) and large wealth disparities (Gini Co-efficiency) (0.61%)" (UNDP, 2006: 2).

In several policy documents and statements, the national government has placed great importance on the role of Local Economic Development as a way of reaching the objectives of reconstruction and development in post-apartheid South Africa (Republic of South Africa, 1997; Department of Housing, 1997; Department of Constitutional Development, 1997).

In particular, the White Paper on Local Government emphasizes the vital need to foster a culture of developmental local government in South Africa, including the promotion of Local Economic Development (Ministry for Provincial Affairs and Constitutional Development, 1998); SA, 2004: 11). As a result numerous strategies have been put in place by various local government institutions to capacitate local communities. Most, if not all municipalities in South Africa, have Local Economic Development Strategies in place which are aimed at dealing with the hardships faced by local communities in their respective jurisdictions. However, the major challenge of implementing these strategies remains. This involves the operationalization of these strategies. This comes as a result of consultants (external service providers) being contracted to develop these policies. As a

result the internal staff is not capacitated to carry out the goals and objectives as envisaged by the strategy.

The South African Constitution Act No. 108 0f 1996 stipulates in chapter 7 section 153 that a municipality has developmental duties. It is stipulated that a municipality must structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and participate in national and provincial development programmes (RSA, 1996).

2.3 WHY SUSTAINABLE DEVELOPMENT?

South Africa, like the rest of Africa has never been able to recover from the legacy left by colonialism. For example, social relationships have been dominated by lineage and kinship which is still prevalent in African cultures. This means that before one can look at ways to improve people's lives, one needs to understand the causes of the status quo. This means that one must investigate the nature of underdevelopment as a starting point. When examining underdevelopment it is therefore necessary to understand what the social problems associated with this problem are. These will include poverty, inequality and unemployment.

2.3.1 Underdevelopment

Underdevelopment is defined as the systematic holding back of a states economic potential to serve an imperial power's interests instead (Haviden and Meridith, 1993:45). Underdevelopment and poverty in African societies in particular has been attributed to a number of sources including its pre-colonial and colonial legacy. Colonialism refers to the establishment by more developed countries of formal political authority over areas of Asia, Africa, Australia and Latin America. Colonialism has covered a wide range of issues including the different mechanisms of colonial control and the contrast between the assimilationist policies and segregationist policies, the social and economic impact on

colonized countries resulting in the development of new economic, social and political systems (Marshall, 1994:69).

2.3.2 Poverty

Poverty, like all needs, is defined in terms of the society where it is prevalent: what people can eat and where they can live. That does not mean that it is based on a comparison with others in the same society. It is diverse and complex not only to define but also to measure it. It not only includes income and consumption but also other "means" and "ends" ranging from shelter to public health. Poverty can be considered in relative terms or in absolute terms:

- *Absolute poverty* is based on subsistence, a minimum standard needed to live. Poverty defined in absolute terms refers to a state in which the individual lacks resources necessary for subsistence. The Copenhagen Declaration defines absolute poverty as "a condition characterised by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information. It depends not only on income but also on access to social services." (Sedibeng District Municipality, 2004:1)
- *Relative poverty* is based on a comparison of poor people with others in society. Relative definitions of poverty, refer to individual's or group's lack of resources when compared with that of other members of the society- i.e. the relative standard of living. It is defined as "the absence or inadequacy of those diets, amenities, standards, services and activities which are common or customary in society (Sedibeng District Municipality, 2004:1).

The South African society is characterized by a high percentage of poverty, bothe absolute and relative. This affects millions of people, the majority of whom are women and the rural population. According to Van der Waldt (2006:23) "approximately 70% of South Africa's poor people live in rural areas". Their incomes are constrained because the rural economy is not sufficiently vibrant to provide them with remunerative jobs or

self employment opportunities. Much of South Africa's rural population is sparsely populated.

Local government has little or no tax base and weak human capacity (Van der Walt, 2006:23). This makes it very difficult for local government to carry out its mandate. Rural housing is often substandard and many people are migrants working in urban areas. This means that the level of inter-dependency is very high between the rural areas and the nearby cities.

The South African commercial agriculture sector has followed a more capital intensive growth path. The abilities of African farmers were suppressed, first in the rural areas then in the commercial land market. Employment opportunities in the commercial farming sector are only limited to unskilled workers and thus poorly paid and finally more than half of the total employment in this sector is of a seasonal and temporary nature (Van der Waldt, 2006:24). As a result development in this sector proves to be unsustainable and can be blamed for the rising poverty rates in South Africa.

2.3.2.1 Effects of Poverty

Poverty may result in various social problems which may include the following in society: poor health of the people, income inequality, and low literacy levels as discussed below.

2.3.2.1.1 Health

High levels of poverty increases the people's vulnerability to life-threatening diseases. For example HIV and AIDS (Nedlac, 2000:1). According to Haviden and Meridith (1993:16), during much of the colonial period the population of the tropical colonies especially in Africa was kept well below its economic optimum by diseases. For example;Yellow Fever, Malaria, etc.

2.3.1.2 Income Inequality

Inequality refers to the disparity in the allocation of resources of a state. The allocation of such resources will be disproportionate, unfair and unequally distributed amongst society. This result's in the poverty gap being increased between the different classes of society. The gap between the rich and poor becomes too wide contributing to the increased rate of poverty in society. In most less developed economies it is striking to note that income and wealth are distributed unequally. Usually urban dwellers earn more than rural dwellers and men more than women (Van Wyk, 2004:10). This means that women, youth and people with disabilities are usually the most hard-hit when it comes to income inequality.

Poverty alleviation is aimed at the most distressed sector of society, economically disadvantaged and marginalized, namely the unemployed, poorest of the poor who are usually based in rural areas with special focus on the following groups:

- Disabled
- Women
- Youth
- Aged
- Persons living with HIV or Aids illiterate (Sedibeng District Municipality, 2004: 3).

2.3.1.3 Low literacy

According to Van Wyk (2004:12) in underdeveloped countries only about 60% of the adults are literate compared to the 99% in high income countries. However in Africa as a whole only 50% is literate. This means that half the population of Africa cannot read or write, with fewer women than men having access to education.

In his inaugural speech in 2004, President Mbeki said "endemic and widespread poverty continues to disfigure the face of our country. It will always be impossible for us to say that we have fully restored the dignity of all our people as long as this situation persists.

For this reason the struggle to eradicate poverty has been and will continue to be a central part of national effort to build a new South Africa." It has been more than ten year since the dawn of a new democracy in South Africa and poverty still continues to scourge our communities. Tackling poverty still remains at the forefront of the political agenda (SA, 2004).

Local Economic Development (LED) and poverty eradication are seen by many to go hand in hand. A focus on poverty by government implies a focus on increasing the ability of households to sustain livelihoods. Municipalities can influence the manner in which service delivery is promoted and also the promotion of sustainable communities through public service delivery (Sedibeng, 2005:9). An approach to poverty would not be complete without acknowledging the need for promoting sustainable development and the promotion of sustainable development would also not be successful without looking at poverty eradication as a strategy.

2.4 UNDERSTANDING DEVELOPMENT

According to a lecture by Brown 2005, development is a process whereby countries (societies) are transformed into a system in which human life is respected by all and everybody has the opportunity to achieve maximum self esteem and self actualisation. "Every nation Strives after development...Development should be perceived as a multi-dimensional process involving the re-organisation and re-orientation of the entire economic and social systems. In addition to improvement in incomes and outputs, it typically involves radical changes in institutional, social and administrative structures as well as in popular attitudes and in many cases even customs and beliefs" (Todaro, 1994: 67-68).

According to Todaro (1994: 68) although development is usually defined in a national context, its widespread realization may necessitate fundamental modification of the international economic and social systems as well. This means that at the level of local municipalities development will require changes in the manner in which economic and

social systems are operating in the current context. These changes should be done in a sustainable manner. In contemporary international usage, development refers to the relationship between the affluent, first world nations of the northern hemisphere which are generally taken to be developed and the poor nations in the third world which are regarded as underdeveloped (Mair, 1984:1).

2.4.1 Global Goals & Indicators for Development

The United Nations Development Programme (UNDP) has formed a global compact with 189 countries towards the development of under developed countries with specific emphasis on fighting extreme poverty and unemployment, halting the spread of HIV and Aids (UNDP, 2003:1). It is for this reason that the UNDP has developed the Millennium Development Goals (MDG). The MDG is a set of goals that embody the aspiration for human betterment, expressed in a limited set of numerical and time bound targets according to MDG Report in Africa (2002:1) and they are the following:

Goal One – Eradicate extreme poverty and hunger

- Target: halve between 1990 and 2015, the proportion of people whose income is less than $1 a day.
- Indicators: Proportion of the population below $1 a day. Share of poorest quintile in national consumption
- Target: Halve, between 1990 and 2015, the proportion of people who suffer from hunger
- Indicators: Prevalence of underweight children under five years of age. Proportion of population below minimum level of dietary energy consumption

Goal Two - Achieve universal primary education

- Target: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling
- Indicators: Net enrolment ratio in primary education. Literacy rate of 15-24 year olds

Goal Three – Promote gender equality and empower women

- Target: Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015
- Indicators: Ratio of girls to boys in primary, secondary and tertiary education. Ratio of literate females to males of 15-24 year olds

Goal Four – Reduce child mortality

- Target: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate
- Indicators: Under-5 mortality rate (U5MR). Proportion of one-year old children immunized against measles

Goal Five – Improve maternal health

- Target: Reduce three-quarters, between 1990 and 2015, the maternal mortality ratio
- Indicators: Maternal mortality ratio. Proportion of births attended by skilled health personnel

Goal Six – Combat HIV and Aids

- Target: Halve halted by 2015, and begun to reverse the spread of HIV and Aids
- Indicators: HIV prevalence among 15-24 year old pregnant women. Number of children orphaned by HIV and Aids

Goal Seven – Ensure environmental sustainability

- Target: Halve, by 2015, the proportion of people without sustainable access to safe drinking water
- Indicator: Proportion of people with sustainable access to an improved water source

Goal Eight - Develop a global partnership for development

- Targets: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system. Address the Special Needs of the Least Developed Countries. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

- Indicators: Official Development Assistance. Proportion of exports (by value, excluding arms) admitted free of duties and quotas. Proportion of official bilateral HIPC debt cancelled (UNDP, 2002).

The United Nations Development Programme (UNDP) has formed a global compact (UNDP, 2003:1) with 189 countries towards the development of under developed countries with specific emphasis on fighting extreme poverty and unemployment and in halting the spread of HIV and Aids. It is for this reason that the UNDP has developed the Millennium Development Goals (MDG).

As a result, the UN System in South Africa is committed to supporting the country in meeting its development objectives in alignment with the national development priorities and within the context of the Millennium Development Goals (MDGs). Through the International Development Cooperation Unit (IDC) in National Treasury the Government of South Africa coordinates donor assistance with the objective of ensuring aid effectiveness within the framework of the Paris Declaration. The Government is clear that ODA to South Africa should essentially constitute a South African-driven partnership for sustainable development between the donor community and South Africa. The principles of engagement are clearly set out in the IDC's Policy Framework and Procedural Guidelines for the Management of Official Development Assistance. For the UN in general and UNDP in particular, these partnership principles can be summarized as follows:

- Recognizing national ownership of the country's development agenda
- Recognizing the roles and responsibilities of the developmental state within context of "peoples contract"
- Aligning UN support with Government's development policies, strategies and frameworks
- Working coherently with the three spheres of Government
- Harmonizing UNDP programming with 5 Government clusters and IGR principles of cooperative governance

- Mainstreaming Human Rights, Gender, HIV/AIDS, Capacity Building , Environment, Research and Monitoring and Evaluation as cross-cutting development issues
- Achieving MDGs within context of Vision 2014 and the Programme of Action (UNDP, 2002).

There is widespread controversy and competition amongst various theorists on the development subject. This makes the study of development very challenging and exciting. The study of development economics has no universally accepted doctrine or paradigm. Instead there is a continually evolving pattern of insights and understandings that together provide the basis for examining the possibilities of contemporary development of the diverse nations of Africa for example. This next sections in this study will look at the sustainable development theory.

2.4.2 Democratizing development

Municipal Councils play a central role in promoting local democracy. In addition to representing community interests within the Council, it is imperative for councilors to ensure that citizens and community groups are involved in the design and delivery of municipal programmes. Ward committees and community consultation are important ways of achieving greater involvement (ETU, 2006:3).

Municipalities can also do more to support individual and community initiatives, and to direct them to benefit the area as a whole. The involvement of youth organizations in this regard, is particularly important.

2.5 SUSTAINABLE DEVELOPMENT

Sustainable development is not a new development theory. According to Munslow (2001: 497) the fact that it was considered necessary to add the word "sustainable" to

"development" suggests that there was growing unease with existing development pathways. Much of development was not considered to be sustainable.

A concept of genuine sustainable development must center on people's sustainable livelihoods which requires setting set priorities in promoting local self-reliance in terms of food security, shelter and productive assets under the peoples control and ownership. The government should give more weight to its responsibility for creating favorable framework conditions as well as for structural redistribution of resources to the benefit of the poor and consequently, redirect more state resources to the social and economic needs of the poor Sedibeng District Municipality, 2004:4).

Current patterns of industrialization, agriculture and urbanization were creating problems for the future. There are various definitions of sustainable development with the most frequently used being "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (World Commission on Environment and Development, 1987:43).

According to Van der Waldt (2006:6) there are different concepts of sustainable development. He acknowledges the landmark definition which was published in the World Commission on Environment and Development's Report in 1987. This is a widely-used and accepted international definition of sustainable development. However the English Government still argues that globally governments are not even meeting the needs of the present let alone considering the needs of future generations (UK, 2006:2).

Van der Waldt (2006:6) also argues that sustainable development can be defined within the context of a human society. He argues that "sustainable development of a human society has environmental, material, ecological, social, economic, legal, cultural, political and psychological dimensions that require attention". In other words when defining the concept of sustainable development, one should guard against being bias against other dimensions of the society within which we live.

2.6 INDICATORS FOR SUSTAINABLE DEVELOPMENT

"Sustainable development has become a widely recognized goal for human society ever since deteriorating environmental conditions in many parts of the world indicate that its sustainability may be at stake" (Van der Waldt, 2006: 8). However it is also argued that finding an appropriate set of indicators of sustainable development for a community, city, country, is not an easy exercise.

As a result van der Waldt (2006: 8) lists the following set of indicators for any given system:

- They have to provide vital information providing a picture about the current state and corresponding viability of that system.
- They have to provide sufficient information about the system's contribution to the performance of other systems that depend on them.

In other words, indicator sets are determined by the system itself, the interests, needs, or objectives of the system depending on them. This means that sustainable development is possible only if component systems as well as the total system are viable. As a result it is necessary to identify the essential component systems and to define indicators that can provide essential and reliable information about the viability of each and of the total system (Van der Waldt, 2006:8).

A number of indicators follow for finding indicators of sustainable development:

- Indicators of sustainable development are needed to guide policies and decisions at all levels of society.
- These indicators must represent all important concerns: An ad hoc collection of indicators that just seem relevant is not adequate. A more systematic approach must look at the interaction of systems and their environment.

- The number of indicators should be as small as possible, but not smaller than necessary. That is the indicator set must be comprehensive and compact, covering all relevant aspects.
- The process of finding an indicator set must be participatory to ensure that the set encompasses the visions and values of the community for which it is developed.
- Indicators must be clearly defined, unambiguous, understandable and practical. They must reflect the interests and views of different stakeholders.
- From a look at these indicators, it must be possible to deduce the viability and sustainability of current developments, and to compare with alternative development paths.
- A framework, a process and criteria for finding an adequate set of indicators of sustainable development are needed (Van der Waldt, 2006:9).

This means that sustainable development has to be able to create a balance between the population and nature. This will reduce the complex information to be understood by the people receiving that information, thereby assisting them to come up with clear solutions to resolve the phenomenon of unsustainable underdevelopment in communities.

2.7 SUSTAINABLE COMMUNITIES

Sustainable communities are those communities which are considered to be:

- Active, inclusive and safe - Fair, tolerant and cohesive with a strong local culture and other shared community activities.
- Well run - with effective and inclusive participation, representation and leadership.
- Environmentally sensitive - providing places for people to live that are considerate of the environment.
- Well designed and built - featuring a quality built and natural environment.

- Well connected - with good transport services and communication linking people to jobs, schools, health and other services.
- Thriving - with a flourishing and diverse local economy.
- Well served - with public, private, community and voluntary services that are appropriate to people's needs and accessible to all.
- Fair for everyone - including those in other communities, now and in the future (UK, 2006:2).

Governments will always be an important part of the solution as they set the policy framework within which citizens and businesses take decisions. But, sustainable development cannot only be about what governments can do. All stakeholders, businesses and citizens in particular, need to be empowered and encouraged to come up with new and innovative ways to address the challenges and seize the opportunities (EU, 2005:3). The South African government cannot address all these challenges alone, and has shown determination to work with international partners on global issues and in a global perspective. This has been demonstrated through the adoption of the United Nations Millennium Development Goals into the national targets for the development of the country into the global arena.

According to Hibberd and Harker (2001:2), healthy and prosperous communities do not just happen. The quality and nature of a community are determined by the choices people make over several generations. Ideally, the choices a community makes are informed and intentional. But that is not always the case. An examination of whether the choices made by member of a particular community are informed needs to be undertaken. This means that the people living in that community must have the necessary capacity to make informed choices.

Hebbert and Harker (2001: 3) explore the three basic dynamics of the community. They introduce sustainable community development as a process for making choices about the future and outline a series of steps to guide communities. According to Hebbert and Harker (2001: 3) the three Dynamics of Community are Economy, Ecology and Equity.

One of the first things we learn about communities is that everything and everyone is connected in one way or another, as part of a living system. As naturalist John Muir once wrote, "When we try to pick out anything by itself, we find that it is bound by a thousand invisible cords . . . to everything in the universe." Like nature, communities are held together by a web of relationships, some of which extend beyond the community. The more communities understand these relationships, the better informed their choices will be.

While there are many forces or dynamics at work in communities, three seem particularly important to building healthy and prosperous communities over the long term. These include the economy, ecology and equity — the three E's. Economy is the management and use of resources to meet household and community needs. Ecology is the pattern of relationships between living things and their environment. Equity is the fairness of relationships between people, groups of people and generations of people (Hebbert and Harker, 2001: 3).

These three dynamics of community are the heart of a process called sustainable community development. Hebbert and Harker (2001:5) argue that sustainable community development is a process and a capacity to make decisions that consider the long-term economy, ecology and equity of all communities. The goal of sustainable community development is to build sustainable communities: communities with the ability to remain healthy and prosperous over the long term. Although one cannot know which communities will be sustainable in 2100 or 2500, the character of communities that are likely to succeed can be thought of. In the same way the character of an individual helps to predict how that person will act in certain situations, a community's character helps us predict how it will behave in the future. The following are traits which characterize sustainable communities.

Current Trends in society, locally and internationally, have proven to be unsustainable. The rising poverty and an increasing gap between the rich and poor are examples of current trends that are not sustainable. Other examples include the growing percentage of

women and children living in poverty and the expanding use of nonrenewable natural resources. Trends like these have led some economists to conclude that the current framework for making economic development decisions does not work. We have failed to manage our economy in a way that meets the needs of all households and communities (Hebbert and Harker, 2001: 7). As a result there is a need to come up with a new way of doing things to assist communities to become self reliant thereby creating sustainable development.

In common pursuit for growth, poverty eradication and sustainable development, a critical challenge is to ensure internal conditions for mobilizing internal savings, both public and private and sustaining adequate levels of productive investment. According to a UN Report (2002:3), the most important task in achieving sustainable development is to enhance the efficacy, coherence and constancy of economic policies. Policies should therefore guide the mobilization of internal and external resources encouraging private sector involvement and support and making effective use of external investment and assistance. Such conditions will be favorable and will enjoy the support of the internal and external community.

There is a need to pursue appropriate policy and regulatory frameworks and in a manner consistent with national laws to encourage public and private initiatives, including at the local level. Conditions should be such that they foster a dynamic and well functioning business sector, while improving income growth and distribution, raising productivity, empowering women and protecting labour rights and the environment (UN, 2002: 3).

2.7.1 Leading and learning

Extremely Rapid changes at the global, national and local levels are forcing local communities to rethink the way they are organized and governed. All over the world communities must find new ways to sustain their economies, build their societies, protect their environments, improve personal safety and eliminate poverty (ETU, 2006:3). The leadership of a developmental municipality, for example, should stay on top of

developments and change. They should be able to strategize, develop visions and policies and mobilize a range of resources to meet basic needs and achieve developmental goals in their area. This means that local government must play a developmental role by committing itself to working with the people (its citizens) and groups within that community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (ETU, 2006:3).

The White Paper on Local Government (1998) argues that in practical terms, municipalities can build social conditions favourable to development through:

- Building the kind of political leadership that is able to bring together coalitions and networks of local interests that cooperate to realise a shared vision.
- Responsive problem-solving and a commitment to working in open partnerships with business, trade unions and community-based organisations.
- Ensuring that knowledge and information are acquired and managed in a way that promotes continuous learning, and which anyone can access easily and quickly.
- Enhancing local democracy through raising awareness of human rights issues and promoting constitutional values and principles.
- Building an awareness of environmental issues and how the behaviour of residents impacts on the local environment, and encouraging citizens to utilise scarce natural resources in a prudent, careful manner.
- Investing in youth development as a key resource for the future, and building on their creativity and motivation through involvement in civic and development programmes.
- Actively seeking to empower the most marginalised groups in the community and encouraging their participation.
- Empowering ward councillors as community leaders who should play a pivotal role in building a shared vision and mobilising community resources for development (SA, 1998).

This means that local government needs to keep abreast of latest global developments in carrying out its mandate.

An overview of poverty alleviation legislation in the municipal sphere will be discussed in detail in chapter three (3).

2.7.2 Good Governance and Sustainable Development

Good governance is essential for sustainable development. Actively promoting effective, participative systems of governance in all levels of society, results in an active society that is taking part in their own development. People's creativity, energy and diversity will therefore be engaged. Citizens also enjoy the benefit of decision making. Sound economic policies, solid democratic institutions (government institutions) responsive to the needs of the people and improved infrastructure are the basis for sustained economic growth, poverty eradication and employment creation (UN, 2002: 3).

Fighting corruption at all levels is also a priority in achieving sustainable development. Corruption is a serious barrier to effective resource mobilization and allocation. It also diverts resources away from activities that are vital for poverty eradication and economic and sustainable development (UN, 2002:4).

2.7.3 Maximizing social development and economic growth for Sustainable Development

The White Paper on Local Government (1998:1) states that local government must play a "developmental role". The Constitution (1996) states that government must take reasonable steps, within available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security. This must be achieved through the production of sustainable services to communities.

Developmental local government means a local government committed to "work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives". It should target

especially those members and groups within communities that are most often marginalized or excluded, such as women, disabled people and very poor people. (White Paper, 1998)

Municipalities face great challenges in promoting human rights and meeting human needs, addressing past backlogs and problems caused by apartheid planning, and planning for a sustainable future. These challenges can only be met by working together with local citizens, communities and businesses, and adopting a developmental approach. Whatever a municipality does should be done to impact as much as possible on the social development of an area. In particular, municipalities must be serious about their responsibility to provide services that meet the basic needs of the poor in their communities in a cost-effective and affordable manner.

This could be achieved in two ways:

- Municipalities should provide some relief for the poor. Government policy is to provide a free basic amount of service, particularly water and electricity to households that otherwise do not have access to these services. They can also promote social development through arts and culture, the provision of recreational and community facilities, and the delivery of social welfare services.
- Municipalities have great influence over local economic development and therefore need to work in partnership with local business to improve job creation and investment. It is not the role of local government to create jobs but it can take active steps to improve the conditions in the area for the creation of employment opportunities. When the municipality provides new basic household infrastructure such as water and sewage, contracts should preferably be given to local small businesses that will employ local people. Other programmes that could be initiated to alleviate poverty and enhance job creation are for example, the provision of support services, such as training to small businesses or community development organizations (ETU, 2006:2).

2.7.4 Integrating and co-coordinating other Role Players

In most local areas there are many different agencies that contribute towards the development of the area, such as national and provincial government departments, parastatals such as Eskom and Spoornet, trade unions, community groups and private sector organizations (ETU, 2006:2). This means that there are different sources where local communities can tap into for resources and support. Developmental local government must provide leadership to all those who have a role to play in achieving local prosperity. One of the most important methods for achieving greater co-ordination and integration is integrated development planning.

2.8 HEBBERT AND HARKER'S PATH TO SUSTAINABLE COMMUNITY DEVELOPMENT: 10 STEPS TO PROMOTE SUSTAINABLE DEVELOPMENT

If a community chooses to follow the path of sustainable community development, there will be a need to reset the compass. These steps are just an outline of what must become an ongoing and evolving process, adapted to the specific needs and circumstances of your community. The steps focus on taking responsibility, acting cooperatively and learning continually. Although they are numbered, the order in which a community acts upon each step will depend on a variety of local factors. Communities may wish to take several steps at a time. Below are 10 steps to help start you on your journey:

2.8.1 Form an Action Team

The first step in becoming a sustainable community is asserting responsibility for your own destiny. Instead of coming up with excuses why you can't do things, start to imagine ways you can (Hebbert and Harker, 2001:7). This means that the community must take responsibility for their own development.

2.8.2 Share a Vision of the Future

Building a sustainable community requires having the patience to engage people in sharing their visions of the future, deciding upon a common vision and developing the resources to act on that common vision. One way to arrive at a common vision is for action teams to facilitate discussions of the following:

- *What is important to our community?*
  These are our values.
- *What are our criteria for development decisions?*
  These are our principles.
- *What do we want to be?*
  This is our common vision.
- *How will we gather and share information and resources to help citizens make informed and thoughtful choices about the future?*
  This is our process (Hebbert and Harker, 2001:7).

The community must be able to share the same vision, principles and values. This means that there must be buy-in at all levels of the community. Every member of that community must believe in the achievement of the common goals. They must also show commitment to the achievement of agreed goals.

2.8.3 Make Community Learning Constant

Change is constant and the pace of change is accelerating. Community learning must be constant in order to anticipate and manage change. Most people learn best by doing, but the ability to "do" takes practice. Action teams will serve as the arena where citizens learn how to gather and share information, learn from one another, and discuss public-policy issues and how these issues affect their community. Ideally, this will change the way the rest of the community gathers and shares information and will strengthen the role of community learning in the long-term development process (Hebbert and Harker,

2001:7). The consumption of information and learning initiatives must be shared by all, resulting in the development of the whole community through the sharing of information within the community itself. This will ensure that community members inspire each other to learn constantly.

2.8.4 Reach Out to Other Communities

Not all development decisions that confront local communities are local in scope. For instance, some decisions affect entire watersheds, regardless of their political jurisdictions. Issues like air quality, water quality, deforestation and health do not recognize political boundaries. Local economies are affected by regional and global policies and events. Sustainable communities cannot afford to be isolated. Each community's actions affect other communities. What appears sustainable for one community might be at the expense of another and, therefore, not truly sustainable (Hebbert and Harker, 2001:7). This will allow for the sharing of best practices. Co-operation among communities is also necessary to build a sustainable society. When communities speak to one another they grow together.

2.8.5 Develop an Action Plan

Communities must assess how far along they are in becoming sustainable and how far they have to go. An action plan describes the steps necessary to get from where the community is to where it wants to be. The action team will start the planning process by asking whether current activities reflect the community's common values, principles and vision, and if not, what must change. It can also develop and prioritize a list of activities that are necessary to make the community sustainable (Hebbert and Harker, 2001:8). The action-planning process will involve raising awareness, working through choices and accepting and/or resolving disagreements together.

2.8.6 Measure Progress

The success of development activities at the local level is often measured by counting how many jobs have been created. Ironically, however, the number of jobs in a community may grow at same time poverty rates are increasing. Sustainable communities measure the value of economic activities not just in dollars or jobs, but by whether they improve the quality of life over the long term (Hebbert and Harker, 2001:9).

2.8.7 Redirect Resources

Most development decisions are best made at the local level by informed and thoughtful people. In order to become sustainable, communities must find ways to redirect money and other resources currently supporting unsustainable development practices. This means examining how public and private resources are currently being allocated. Communities which have developed a common vision and an action plan, and are willing to measure progress based on these, will have a powerful tool for redirecting existing development resources (Hebbert and Harker, 2001:9).

2.8.8 Engage the Public

In sustainable communities, development decisions are made with a lot of public discussion. Once a community chooses to sustain itself, it must welcome honest opinions and use every opportunity to involve new people. All meetings should be public and held in places which encourage participation. Meetings should be held on a regular schedule and notices should be printed in local papers. Action teams may consider videotaping meetings and public forums for live or delayed broadcast on local cable television stations. Being open and involving new people ensures a continual source of new ideas, skills, talents and leadership to sustain local action teams (Hebbert and Harker, 2001:10).

2.8.9 Be Creative

As people define what sustainable development means for their community, they will want to find new ways, or rediscover old ways, of doing things. Being creative involves examining and improving upon the ideas of others, as well as developing new ideas. Action teams must learn how to identify state-of-the-art programs and technologies, stimulate creative thinking and develop a process for putting ideas into action. Creating special committees or even separate nonprofit organizations to focus on specific problems identified as part of the action-planning process is one approach. Partnering with other organizations is another (Hebbert and Harker, 2001:10). In other words municipalities must promote or allow for innovation for continuous improvement within that community. This will ensure the sustainability of all the projects in that community thereby resulting in sustainable development.

2.8.10 Celebrate Your Successes

Sustainable community development is good, hard and rewarding work, but it requires a strong commitment from individuals and organizations. Because sustainable development focuses on the long term, success may not be immediately visible to the community. Volunteers can tire, especially when no one recognizes how hard they have worked and how much time they have devoted for the betterment of the community. It is important to recognize these volunteers and to celebrate even small successes. Action teams should plan picnics, street fairs, or other community-wide activities to celebrate the community and its progress (Hebbert and Harker, 2001:11).

2.9 CONCLUSION

Municipalities must ensure that they become developmental. This will ensure the sustainability of the provision of services such as water, sanitation, local roads, storm water drainage, refuse collection, electricity, etc. As a result this will allow for the

creation of livable integrated cities, towns and rural areas through the participation of its citizens.

Local economic development can play an important role in promoting job creation and boosting the local economy. For municipalities to become developmental, they have to change the way that they work. The developmental role of government can be achieved through improved integrated development planning, performance management and most importantly working together with local citizens and partners to ensure that they take ownership of the development in their communities.

CHAPTER 3

OVERVIEW OF POVERTY ALLEVIATION LEGISLATION IN THE MUNICIPAL SPHERE

3.1 INTRODUCTION

Key elements of the South African strategic planning process, particularly as it relates to sustainable development begins with key legislations that form part of the strategic planning process. Sedibeng District Municipality has adopted a poverty alleviation strategy that has subsequently been incorporated or integrated into the Integrated Development Plan (IDP) of the municipality. Prior to the strategy being developed there was no common, integrated approach to poverty alleviation for the local municipalities in its jurisdiction. This had been recognized as a key gap. There had been substantial information available on growth and development flowing from the Provincial and National policy environment such as research reports and various development plans. This was not sufficient to address the poverty levels in the region through the realization of common Key Performance Areas in the region.

This chapter examines poverty alleviation legislation in the municipality and the discussion begins with policy documents on poverty alleviation to draw a common understanding of the concept of poverty.

3.2 Problems Associated With Measuring Poverty

According to du Toit (2005: 3), there are some chronic problems with poverty measurement. Firstly, they require the identification of an indicator which stands as a proxy for the state of poverty; and secondly, they involve the division of a population into two groups on the basis of this indicator.

According to Noble, Ratcliffe and Wright (2004) these operations involve key difficulties. Firstly, they involve poverty judgements as to whether someone is poor and what it is that constitutes their poverty. The authors argue that this is a moral and political judgement. This means that their poverty would be measured by what is acceptable in a particular society. What is moral in one society may not be so moral in another. This will create discrepancies when measuring poverty. Further, on political judgements, present societies are inherently democratic in nature. This means that individuals may affiliate to more than one political party. Due to the nature of the politics that govern a particular political party affiliates will consider themselves poor, for example, relative to affiliates of other political groupings. This is not a standard on which to measure poverty and as a result will be considered an inefficient measure of poverty.

One important consequence of the inherently political and moral character of poverty judgements is that they involve a wide space of nuisance and indeterminacy. It is part of the logic of the concept of poverty that we can speak of someone as being for example, not very poor, almost poor or poor- for a white person (Noble, Ratcliffe and Wright, 2004). These labels on poverty mean that there is no standard measure of poverty. This also derives from lack of consistency and a common approach in the definition of poverty in a particular society. The results of this measure will as a result be distorted and unreliable.

Poverty judgements are theories rich and layered interpretations, not simply of one aspect of a person or group's existence but of complex and dynamic states of wellbeing, deprivation and suffering (Du Toit, 2005:5). This means measuring poverty based on understanding people's prospects. What is central in understanding people's prospects and situation is not any particular aspect of deprivation but how all the facets of their existence and experience come together in a complex and always historically situated way to produce a state of lack, powerlessness or need which can then be called poverty.

There are a number of ways in which poverty can and has been measured over the years. The two most commonly used are based on incomes or consumption levels. What are

counted are people's consumption or income levels; whether these fall below some minimum level (the "poverty line") necessary to meet basic needs. Poverty is context specific; people's basic needs vary across time and societies. Therefore, poverty lines vary in time and place, with different countries using poverty lines, which are appropriate to their context (level of development, societal norms and values) (Sedibeng District Municipality, 2005:2).

At a country level consumption and income levels are sourced from national surveys. In South Africa, such information is obtained from the Household Surveys and National Census that include all citizens from Statistic South Africa. At a global level, poverty is estimated by comparing countries, using the same poverty line.

The World Bank uses reference lines set at $1 and $2 per day in 1993 Purchasing Power Parity (PPP) terms. This framework deliberately and conveniently goes against all established concepts and procedures for measuring poverty. It consists in arbitrarily setting a "poverty threshold" at one dollar a day per capita arguing that population groups with a per capita income "above one dollar a day" are "non-poor", therefore reducing recorded poverty without the need for collecting country-level data. Research findings clearly confirm that some population groups with per capita incomes of 2, 3 or even 5 dollars a day remain poverty-stricken; they cannot meet their daily needs (Moser, 1998).

Estimating poverty lines based on income and consumption levels miss the non-income dimensions of poverty. Hence, other indicators are necessary to capture the multi-dimensionality of poverty. These include social indicators such as for education, health, access to services and infrastructure. In addition, new indicators also need to be developed; for example risk, vulnerability, social exclusion and access to "social capital". As a result they capture people's social and political participation or lack of participation. 'Poverty' then may refer to:

- *Material conditions* - needing goods and services, multiple deprivation, or a low standard of living;

- *Economic position* - low income, limited resources, inequality or low social class; and
- *Social position* of the poor- through lack of entitlement, dependency or social exclusion (Sedibeng District Municipality, 2005: 2).

One may also take into consideration that poverty is context specific in that it is also affected by race, gender, ethnicity, and cultural context, which shape access and lack of access to resources. In a given context, some people, because of their culture or gender might be poor. Therefore, poverty has many dimensions; taking into consideration both income and non-income based indicators. Poverty is thus not only lack of food, shelter and clothing but also lack of political and social representation. It is about hunger and powerlessness.

3.2.1 Objectives of Poverty Eradication Programmes

The following may be outlined as the objectives for poverty eradication programmes:

- Ensuring equity and accessibility of resources
- Ensuring sustainability and self reliance of communities
- Ensuring accountability and responsibility in the allocation and management of resources
- Ensuring active and effective participation of communities in the economy
- Ensuring that poverty alleviation projects and resources allocated benefit the greatest number of persons as possible
- Ensuring that poverty alleviation projects are integrated into other government's programmes
- Ensuring the elimination of the wastage of government's resources (SA, 2008:2).

3.3 POLICIES THAT CONTRIBUTE TOWARDS POVERTY ERADICATION IN THE MUNICIPAL SPHERE

Although the approach to addressing poverty and inequality is complex, it begins with analyzing and scrutinizing the existing policy and legislation which guides efforts to eradicate poverty. This means that poverty has already been identified as a social ill which requires government intervention.

Government then sets out to fight poverty in local communities through various Local Economic Development initiatives. The basis for the current Local Economic Development policy framework was set down in the Constitution and then elaborated in the Reconstruction and Development Programme as a starting point. This, as a result, was therefore translated into subsequent local government legislation in the post 1994 era. The objectives of local government were redefined to focus on the development of communities. These policy documents and legislation aimed at strategic and development planning are discussed below together with a comment on their contribution to promoting capacity building and sustainable development.

3.3.1 The Constitution of the Republic of South Africa Act 108 0f 1996

Section 155 (1) of the Constitution requires the national and provincial spheres of government to support and capacitate municipalities. The Constitution calls for sustainable delivery of municipal services. This will assist to fight the plight of poverty experienced by citizens. The services delivered by municipalities are listed in Schedule 4 and 5 of the Constitution, thereby defining the different roles and responsibilities of the different spheres of government.

3.3.2 White Paper on Reconstruction and Development 1994

The White Paper is a framework for reconstruction and development in South Africa in the post apartheid period. The Reconstruction and Development Programme (RDP) is a policy framework for integrated and coherent socio-economic progress. It seeks to mobilise all people and the country's resources toward the final eradication of the results of apartheid. Its goal is to build a democratic, non-racial and non-sexist future and it represents a vision for the fundamental transformation of South Africa by:

- Developing strong and stable democratic institutions by ensuring representivity and participation;
- Ensuring that our country becomes a fully democratic, non-racial and non-sexist society;
- Creating a sustainable and environmentally friendly growth and development path (SA, 1994:4).

The RDP is well aware that the birth of a transformed nation can only succeed if the people themselves are voluntary participants in the process towards the realizations of these goals they have themselves helped to define. In this spirit, the RDP, which has developed through a process of consultation and joint policy formulation, will continue to encourage organizations within civil society to take responsibility for the effective implementation of the Programme.

The Reconstruction and Development Programme (RDP) is the policy instrument which directs the progress of the transformation strategy. It is a programme of policy development and implementation procedures co-ordinated in the Office of the President, and founded in the Government of National Unity (GNU). As the programme develops it integrates the different organs of government, centrally, regionally and locally in a concerted drive towards the national goals of renewal. Each province, in time, prepares its own RDP in relation to the central RDP initiative. The RDP offers our country a unique opportunity to bring about renewal, peace, prosperity, reconciliation and stability.

It is the product of ongoing consultation, and has been adopted and supported by all political parties in the GNU and in Parliament, and by all sections of our society. It is designed on the foundation of a national consensus and embodies the vision of the future.

The interdependence between growth, reconstruction and development is a crucial concept in the White Paper. The Government is committed to redistributing resources to address inherited inequalities. It is in this context that the recent proposals adopted by the Cabinet in the 'belt-tightening exercise' must be understood as the release and/or redeployment of resources for more effective utilization for redistribution through the provision of basic services. Equally, the Government is committed to economic growth, especially to the stimulation of sustainable employment, and will take measures to support industry generally, and especially to advance the development of small and medium-sized enterprises.

3.3.2.1 The six basic principles of the RDP

The challenge facing the Government is to facilitate and give content to the six basic principles of the RDP. It is the combination of these principles that ensures a coherent programme.

3.3.2.1.1 Integration and Sustainability

First, there is a need for an integrated and sustainable programme. The legacy of apartheid cannot be overcome with piecemeal; unco-ordinated policies. The RDP harnesses resources in a coherent set of strategies which are implemented at national, provincial and local level by the Government, parastatals and local authorities. Business and organisations within civil society are encouraged to work within the framework of the RDP. Due regard is given to affordability, given our commitment to sustainability and to achievable goals. This means that sustainable development is an integral component of the RDP, specific mention of the need to integrate environmental concerns with development planning.

3.3.2.1.2 People Driven

Second, this programme is a people-driven process. South Africans, with their aspirations and collective determination, are a most important resource. The RDP is focused on people's immediate as well as long-term needs and it relies, in turn, on their energies. Irrespective of race or sex or age, or whether they are rural or urban, rich or poor, the people of South Africa must together shape their own future. Development is not about the delivery of goods to a passive citizenry. It is about involvement and growing empowerment. In taking this approach the Government will build on the many forums, peace structures and negotiations that our people are involved in through the land. The Government therefore commits itself to maximum transparency and inclusivity.

3.3.2.1.3 Peace and Security

The programme and the people-driven process are closely bound up with peace and security for all. Promoting peace and security involve all people. It builds on and expand the national drive for peace and combat the endemic violence faced by communities in South Africa, with special attention to the various forms of violence to which women are subjected. To begin the process of reconstruction and development the Government established security forces that reflect the national and gender character of our country. Such forces are non-partisan and professional; will uphold the Constitution and respect human rights. They assist society in developing a different, demilitarised ethic. The judicial system will reflect society's racial and gender composition, and provide fairness and equality for all before the law. Peace and political stability are also central to the Government's intention to create an enabling environment to encourage investment. The Government does not tolerate the taking of hostages nor the wilful vadalisation and destruction of property or the environment. Decisive action is taken to eradicate lawlessness, drug trafficking, gun running, fraud, crime and especially the abuse of women and children.

3.3.2.1.4 Nation Building

As peace and security are established, one is able to embark on nation-building. The success of the electoral process and the establishment of the erstwhile GNU have set South Africa on the road to nation-building. All parties in the National Assembly have committed themselves to the RDP. Important parties that stayed out of the election began a dialogue with the Government (SA, 1994: 8). All these developments are contributing to the task of nation-building. South Africa in terms of the Preamble of the 1996 Constitution is a single country, with a single economy, functioning within a constitutional framework that establishes provincial and local powers, respect and protection for minorities, and a process to accommodate those wishing to retain their cultural identity. It is on the basis of this unity in diversity that we will consolidate our national sovereignty.

3.3.2.1.5 Meeting Basic Needs and Building the Infrastructure

Nation-building links reconstruction and development. The RDP is based on the notion that reconstruction and development are parts of an integrated process. The RDP integrates growth, development, reconstruction, redistribution and reconciliation into a unified programme. The key to this link is an infrastructural programme that will provide access to modern and effective services such as electricity, water, telecommunications, transport, health, education and training for ail people. This programme will both meet basic needs and open up previously suppressed economic and human potential in urban and rural areas. In turn, this will lead to an increased output in all sectors of the economy, and by upgrading infrastructure and human resource development will also enhance export capacity. For this process to be effective, attention is paid to those economic factors inhibiting growth and investment and placing.

Local government is therefore key in addressing these challenges. Local government faces critical financial problems and will have to find new financing strategies with the

provincial and national government, with due regard to section 158 of the Constitution. An ad hoc committee of Parliament, including the Departments of Finance, Constitutional Development and Provincial Affairs and the Office of the Minister without Portfolio was initiated.

In general, local municipalities are key institutions for delivering basic services, extending local control, managing local economic development, and redistributing public resources. However, for the first time in South Africa's history, emerging democratic local authorities must work with community-based organisations and NGOs to establish minimum conditions of good governance and to implement effective development projects. Because the RDP depends on democracy and social stability in local communities, the management of institutional change and the delivery of municipal services must occur simultaneously. Restoring and upgrading services where they have collapsed, and extending services to new areas, are vital preconditions for the continued legitimising of the new local authorities. Improved services must be implemented in a manner which enhances appropriate institutional change within local authorities. The principle of payment for services is fundamental to the implementation of the RDP, with due cognizance given to poverty, administrative constraints and an equitable and fair default procedure. Payments must be related to costs.

Local authorities must make sufficient resources available for the extension and upgrading of municipal services, and for capacity-building to permit community-based structures to assist in local planning and implementation of the upgrading. Local Government will need additional sources of revenue for operating, maintenance and subsidy expenses, as well as staff retraining and some new capital expenditure.

Additional funding from the RDP Fund is conditional upon a set of criteria which demonstrate local authorities' good faith in moving to democracy as rapidly as possible. RDP funding will be made available only if amalgamation of different jurisdictions proceeded effectively. Through such means, it would be feasible to build new local institutions which will take the RDP forward.

3.3.2.1.6 Democratisation of South Africa

The establishment of democratic and developmental processes in Local Government is vital. In most rural areas, where the third tier of government is presumed or perceived to be most ineffective, Provincial Government will be encouraged to initiate a process of building Local Government. This process was driven by local communities themselves. Minority control and privilege in every aspect of society are the main obstruction to developing an integrated programme that unleashes all the resources of the country. The RDP requires a fundamental change in the manner in which policies were developed and implemented in the past. The democratisation process would therefore begin the transform both the state and civil society, enabling every citizen to contribute to the reconstruction of society (ANC,2008: 4).

3.3.3 Growth Employment and Redistribution Strategy (GEAR) of 1996

Among other things, the GEAR strategy sought to address the country's socio-economic problems such as the sluggish growth rates, high unemployment levels, and poverty. GEAR is a strategy for rebuilding and restructuring the economy in keeping with the goals set in the RDP. This integrated economic strategy confronts the related challenges of meeting basic needs, developing human resources, increasing participation in the democratic institutions of civil society and implementing the RDP in all its facets.

The strategy proposes a framework for growth; fiscal policy; monetary exchange rate policy; trade, industrial and small enterprise policies; social and sectoral policies; public investment and asset restructuring; employment, wages and training for the labour market; and also formulated a national position on social agreement (SA, 1996:22). This national position has, as a result, been cascaded down to local government which was awarded the function of local economic development through the Municipal Systems Act.

3.3.4 White Paper on Local Government 1998

The White Paper sets out the developmental role for local government in order to enhance the quality of life. Principles of integrated development planning and citizen participation are legislated to ensure that the challenges faced by local government are resolved.

The White Paper also addresses the challenges such as the special separations and infrastructure backlogs of municipalities. The White Paper gives guidance on desired redistribution of resources, infrastructure investment and administrative capacity in municipalities in line with the RDP policy of government. Most importantly the White Paper calls for integration and proposes an intergovernmental fiscal system for equity and redistribution and it also supports environmental component of sustainability by including environmental issues in the planning process.

Section B of the White Paper explores developmental local government. It outlines the central responsibility of municipalities as being that of working together with local communities to find sustainable ways to meet their needs and improve the quality of their lives. It discusses the characteristics of developmental local government, sets out a series of developmental outcomes, and proposes several tools to assist municipalities to become more developmental (SA, 1998).

According to the White Paper, the interrelated characteristics of a developmental local government include the following:

- Maximising social development and economic growth;
- Integrating and coordinating;
- Democratising development, empowering and redistributing; and
- Leading and learning

The above capacity building values are explained in the sections that follow

3.3.4.1 Maximising social development and economic growth

This means that the powers and functions of local government should be exercised in a way that has a maximum impact on the social development of communities - in particular meeting the basic needs of the poor - and on the growth of the local economy (SA, 1998). In other words service delivery which is a core function of local government should be geared towards the development of the local economy in a manner that ensures that social development is visible in local communities.

3.3.4.2 Integrating and coordinating

Within any local area many different agencies contribute to development, including national and provincial departments, parastatals, trade unions, community groups and private sector institutions. Developmental local government must provide a vision and leadership for all those who have a role to play in achieving local prosperity (SA, 1998). This means that municipalities must find ways to involve local communities in municipal affairs and also find ways in which communities participate in the process of development through for example Ward Committees (Ababio, 2007: 614). This will require municipalities to ensure that their community participation structures become more effective.

3.3.4.3 Democratising development, empowering and redistributing

Municipalities need to be aware of the divisions within local communities, and seek to promote the participation of marginalised and excluded groups in community processes. For example, there are many obstacles to the equal and effective participation of women, such as social values and norms, as well as practical issues such as the lack of transport, household responsibilities and personal safety. Municipalities must adopt inclusive approaches to fostering community participation, including strategies aimed at removing obstacles to, and actively encouraging the participation of marginalised groups in the local community (SA, 1998). Socio-economic development and community

empowerment is mainly directed at poverty eradication. The majority of the poor are women, and empowerment strategies which focus on women are likely to prove the most effective and inclusive. This means that municipalities need to develop their capacity to understand the diverse needs of women in the community, and address these needs in planning and delivery processes to enhance their impact on poverty eradication.

3.3.5 The 1997 Local Economic Development Policy

Local Economic Development (LED) is an approach towards economic development which allows and encourages local people to work together to achieve sustainable economic growth and development thereby bringing economic benefits and improved quality of life for all residents in a local municipal area (SA, 2008: 1).

As a programme, LED is intended to maximise the economic potential of all municipalities throughout the country and, to enhance the resilience of the macro-economic growth through increased local economic growth, employment creation and development initiatives within the context of sustainable development. The "local" in economic development points to the fact that the political jurisdiction at a local level is often the most appropriate place for economic intervention as it carries alongside it the accountability and legitimacy of a democratically elected body.

The Department of Provincial and Local Government LED Programmes provide support in the following areas:

- Development and review of national policy, strategy and guidelines on LED;
- Providing direct and hands-on support to provincial and local government;
- Management of the Local Economic Development Fund;
- Management and Technical Support to Nodal Economic Development Planning;
- Facilitating coordinating and monitoring of donor programmes, and
- Assisting on LED capacity building processes. (SA, 2008:5).

Through these interventions, resources, local role-players and interest groups are mobilized for achieving economic growth and creating jobs to reduce poverty. By virtue of the Municipal Structures Act, Integrated Development Plan (IDP) is a process by which municipalities prepare 5- year strategic plans that are reviewed annually in consultation with communities and stakeholders. These plans adopt an implementation approach and seek to promote integration by balancing social, economic and ecological pillars of sustainability without compromising the institutional capacity required in the implementation and coordinating of actions across sectors and spheres of government.

3.3.5.1 Assessing the impact of LED on Poverty

Where LED has been pursued in local government in South Africa since the mid 1990s, it appears that the results have been generally disappointing. A study of nine cases including rural areas, big and small cities, was undertaken by the Isandla Institute on behalf of the Department of Provincial and Local government in 1998. This study concluded that while LED was well understood and vigorously applied by local government, there were few signs that it had improved the lives of the poor (Pieterse, 1998).

3.3.5.2 Assessing Institutional Integration at the level of government

The process to reconstruct and develop the country since 1994 has progressed rapidly. It had consistently placed the previously excluded, the poor, women and youth in particular at the centre of development. As a result millions of South Africans who were excluded from participating in the political, social and economic life of the country under apartheid now benefit directly from democratic governance.

Indeed, government in all spheres has achieved remarkable success over the past decade in ensuring access to basic services such as water, electricity and sanitation, housing, social grants, healthcare and education on a scale unprecedented in this country. The progress that has been made with access to basic services since 1994 is directly

attributable to the critical role that our democratic municipalities have played. For example:

- Universal access to water supply increased from 59% of total households in 1994 to 86% by April 2007.
- Universal access to sanitation increased from 48% in 1994 to 73% by April 2007
- In 1994, 30% of houses in South Africa had access to electricity and by 2006/07 this figure had increased to 73%
- From 1994 to 2006 a total of 2,243 million houses were delivered, at an average of 249 290 units per annum (SA, 2008:5).

3.3.6 THE CALL TO REVIEW PROVINCIAL AND LOCAL GOVERNMENT POLICY

The social challenges facing South African society are increasingly becoming complex and difficult despite the stride that have been made to counter them as illustrated in the progress made by government to date. As a result there is a need to review the manner through which poverty eradication has been conducted. There are very practical and good reasons for doing a review of provincial and local government at this point in our history. To mention a few:

- A body of practical experience about governance and development exists today, after years of democratic practice. This experience did not exist when the system was designed in 1993-1996. Currently the country can draw on experience about what to do differently to achieve better development outcomes.
- South Africans, like citizens of any other country, expect and have the right to expect more responsive, accountable, efficient, equitable and affordable government and a better quality of service. The pursuit of national targets for social services has produced many lessons of good practice, and in the process identified opportunities missed as a result of the complex way in which government institutions function.

- Local government came into being much later than the other two spheres of government. Incorporating local government into the system of co-operative governance has proved complex even as it has generated new opportunities for more responsive and efficient governance.
- The absence of a definite policy on provincial government has generated uncertainty about the role of this sphere in reconstruction and development. This is of particular importance as the advent of local democracy has presented new opportunities for state organization and efficiency.
- The lessons of Project Consolidate show that providing hands-on support to municipalities has had a direct benefit to local delivery in a very short space of time. However, the long term capacity requirements of this sphere, mirroring the scarcity of key skills in the country, will require an institutional response (SA, 2008: 6).

This review will also assist in investigating the impact of the current system of provincial and local government on the poverty alleviation targets and goals it has set for itself. This means that the mechanisms through which poverty has been tackled will be improved to become more effective and efficient, resulting in the achievement of sustainable communities especially at local government level.

3.3.7 A REVIEW OF THE VARIOUS STRATEGIC PLANS AIMED AT CAPACITY BUILDING IN SEDIBENG DISTRICT MUNICIPALITY

An evaluation of the current community capacity building initiatives was examined by the author of this study to give a detailed exposition of the challenges experienced by the municipality in providing capacity and support to community development projects and whether sustainable development has been achieved in the Sedibeng District Municipality. The latter part will be looked at in detail in the next chapter when recommendations and findings are discussed in greater detail.

The various strategies that have been utilized to address capacity challenges in the Sedibeng region can be summarized as follows.

- The district has developed and implemented integrated development planning
- The design and delivery of subject related training programmes such as the Workplace Skills Plan and the implementation of specialized training programmes and workshops.
- The municipality receives grants and donations from time to time.
- Facilitation of twinning arrangements i.e. Amatole District Municipality.
- Support services from other spheres of government i.e. PIMSS and CDW's
- The adoption of direct support through Municipal Service Partnerships i.e. Metsi-a-Lekoa

Sedibeng District municipality introduced the following strategies with the hope of bettering the lives of the community which it serves. This would improve the capacity gaps both within the municipality itself and the community which it serves. These strategies are aligned to the Integrated Development plans of its local municipalities.

3.3.7.1 The Sedibeng District Municipality Intergovernmental Relations Framework Policy

Through the structures provided for in the Municipality's IGR policy, all municipalities are able to assist each other in meeting the targets they set in capacitating communities and sharing experiences within the district. Although these are generally good strategies the problem is that they take place outside a common strategic framework for targeted and prioritized support as per the needs of the municipality. Systems need to be in place to measure the impact of training provided.

The environment is constantly changing which means that provision must be made for the regular updating of strategic planning within the municipality. Development plans

should be measured against the elimination of backlogs through service delivery in the region.

Below is an overview of the strategies adopted by the municipality to capacitate the region.

3.3.7.2 The Integrated Economic Development Plan

Seven thrusts of economic development have been identified and incorporated in the Integrated Economic Development Plan (IEDP). This means that they are performed in an integrated manner between and across departments in the municipality. Economic development in the region is based on the following:

- **Good Governance and the creation of an enabling environment**

This involves the realignment and capacitation of institutional structures, especially local government, by properly and adequately staffing for example. Most importantly through the creation of a suitable and healthy environment where the implementation of the IEDP can be a success

- **Human Resource Development**

The skills and literacy levels in the Sedibeng region are very low. The socio-economic conditions are not ripe for full participation in the economic system. As a result there is a need for the improvement of access to the skills that will enhance the level of economic activity in the region. This means that local government must help create an environment where opportunities for local communities to enhance and develop their skills are conducive.

- **Industrial and "Big Business" Development**

Sedibeng District Municipality has identified the following areas of development where business can play a role in the region.

- ✓ Tourism
- ✓ Agriculture and

- ✓ Manufacturing

This involves the activities that must be undertaken to support the development of for example already existing business as well as potential business developments throughout the region. Development must provide the foundation for the improvement of the conditions that local communities live in. this will also involve the stabilization of the current industrial base as the critical element in development of industries and big business.

- **SMME Development**

This involves support for already existing and emerging entrepreneur in the start up or initial phase of the business cycle. SMMEs must be assisted to participate and secure tenders in the current competitive environment.

- ✓ Community development and empowerment
- ✓ Community development must focus on the following aspects:
- ✓ Poverty alleviation
- ✓ Youth Development
- ✓ HIV and Aids
- ✓ Community leader capacitation

This will allow for the improvement of the institutions external environment. In other words the socio-economic and political environment will be conducive for investment from external sources.

The leadership, structures, skills, systems and resources within the community are depended on the municipalities' decisions or through support awarded to it by other entities.

- **Rural Development**

Although Sedibeng District Municipality is primarily urban in nature, it still has areas that are predominantly rural. This will include the granting of basic services where they do not exist, the support for educational projects in such areas, etc.

- **Agriculture Development**

Agricultural development has been identified as one of the development areas in the fight against poverty and unemployment in the region. This will involve the support for agricultural cooperatives for example.

3.3.7.3 The Sedibeng Tourism Development Strategy

The strategy focuses on the following:

- The promotion of tourism as a means to boost the local economy and opportunities thereof.
- The improvement of communication with all stakeholders within the district.
- The creation of a common understanding of the Tourism industry, how it functions and the role to be played by local government in order to grow the industry
- The growth of the capacity of local government officials in the tourism sector thereby encouraging innovation on ways to improve the industry.

The objectives of capacity building intervention in the tourism strategy are intended to prepare all sectors of the industry, including new entrants, to a role realizing a vision for tourism as vibrant, sustainable industry that is built on Sedibeng's rich natural and cultural history. The strategy, it is recommended, must be linked to specific capacity building interventions. As a result the four main target groups whose capacity must be built are identified to include the following:

- Local government officials and representatives directly involved in the tourism industry,

- The tourism stakeholder forum,
- New and existing product owners, service providers and others wishing to benefit from the tourism market,
- The broader community.

The skills required for the implementation of the Strategy includes the following:

- Administrative skills
- Capacity development
- Change management
- Communication skills
- Computer skills
- Community liaison skills
- Coordination skills
- Data collection skills
- Finance management skills
- Fundraising skills
- Human Resource management skills
- Management skills
- Information management skills
- Mentorship skills
- Organisational skills
- Strategic planning skills
- Tourism Research skills
- Workshop facilitation skills

Resource allocation has also been identified as a capacity building necessity within an institution. This includes the granting or awarding of personnel for the Marketing and Product development Unit.

3.3.7.4 Strategic Planning (Business Plans)

For community capacity building a Public Information and education programme has been identified. The objective is the creation of an Informed Public. That should help with the setting of service delivery standards that are deliverable and realistic.

This will enable the staff members to deliver unparalled service to informed and understanding communities.
Financial training has been identified by most of the strategic plans of the municipality as one of the major challenges negatively impacting on institutional capacity to render services to the municipality.

3.3.7.5 The Spatial Development Framework

The Spatial Development Framework embraces an implementation strategy and guidelines which include a capital investment programme i.e. Water and Sanitation projects, roads and storm water projects, transportation projects, solid waste management projects, housing projects and other IDP capital projects. These projects have been prioritised as those falling within the urban urge and will have an impact on the lives of the people if properly implemented and managed. The challenge in the case is the institutional capacity i.e. whether the institution possesses the necessary resources (human and material) to ensure the sustainability of such projects.

This does not mean that development will not take place outside the Urban Urge. Development falling outside the urban urge will also be considered through other development initiatives, for example the IEDP, IDP and other related community development initiatives.

3.3.7.6 Sedibeng District Municipality Municipal Housing Plan

The Municipal Housing Plan makes provision for the development of an infrastructure capacity.

- This relates to the capacity to acquire land. The land resource capacity of a municipality must also be taken into consideration when planning for housing. For example due to technical constraints municipalities should guard against building in areas that are below the flood line. This necessitate that land audits be conducted within the region.

Municipal housing initiatives must be in line with the Spatial Integration of communities including the Urban Urge.

- The eradication of all shacks by 2014
- Urban Management focusing on building regulations and building laws.
- The capacity to collect revenue
- The ability to pay for services linked to that is the Indigency Policy
- The Social Housing capacity:
  - ✓ Credit linked housing
  - ✓ Rental and cooperative ownership
  - ✓ The creation of social housing associations
  - ✓ Cooperatives and housing management companies
  - ✓ Peoples housing process and linked to that are savings schemes aimed at community which include sweat equity.

- Community builder programmes
- A clear communication strategy
- Capacity Building and accrediting local authorities to become developers
- Labour intensive methods
- Clear roles and responsibilities

3.3.7.7 The Water Services Development Plan

The WSDP is not only a legal requirement but a tool used for achieving sustainable water services with the following major goals:

- Delivery of sustainable water services
- Provision of basic services
- Provision of basic sanitation services
- Higher levels of water services
- Higher levels of sanitation services
- Integrated Water Resource Management
- Water resource protection
- Water resource conservation
- Demand management
- Efficient and effective water services institutional arrangements (WSA capacity and WSP arrangements)
- Ensure the management structure is sufficient to monitor and control the functions and responsibilities of the WSP's
- Ensure that an effective personnel structure is in place for operation, maintenance, administration and management of the water and sanitation infrastructure.

The following capacity development needs have been identified in terms of the WSDP:

- Formal skills training
- Timeframes for capacity development
- Estimated costs of capacity building.

3.3.7.8 The Sedibeng District Municipality Capacity Building Status Quo Report of 2005

The Sedibeng District Municipality Council adopted a district capacity building status quo report in 2005 with the aim of developing a capacity building strategy for the region which would focus on capacity building of the municipality itself as well as the

community it serves. The integrated capacity building Strategy was envisaged to ensure integration of the various national provincial and local municipality departments initiatives into the Integrated Development Plan (IDP) of the municipality. This was facilitated by the Municipal Manager's office at the time.

3.4 CONCLUSION

Putting South Africa on a developmental and employment absorbing growth path is a long term challenge which has to be tackled together with a shared vision. Policy programmes of government and their implementation must achieve this goal. While there has been recorded success in achieving the poverty alleviation goal and growing the economy of the country, unemployment still remains a big concern in South Africa. This means that poverty alleviation also still remains a challenge.

The next chapter investigates the impact of community capacity building initiatives in Sedibeng region. It will investigate the impact of poverty alleviation programmes on the community and how the poverty gap has been bridged. This means that the next chapter will also look at the impact of various policies on the planning of the municipality itself and how this has shaped the development of the Sedibeng community.

CHAPTER 4

RESEARCH METHODOLOGY

4.1 INTRODUCTION

This chapter looks at the research methods used to gather data and the results of the data gathered through an empirical study. The chapter also looks at the socio-economic profile of the case study municipality to understand its operations and the extent of capacity problems it faces. In addition, the chapter investigates the impact of community capacity building initiatives in Sedibeng region.

4.2 CAPACITY CONSTRAINTS IN SEDIBENG DISTRICT MUNICIPALITY

Capacity problems have been identified as one of the major impediments to service delivery in various literatures including the media in South Africa. Government as a whole is currently faced with immense challenges regarding the way it conducts its own affairs and is further exacerbated by the global environment in which government operates.

Capacity Constraints in Emfuleni, Lesedi, Midvaal and Sedibeng as per MEC comments on the IDP (2004/5) are as follows:

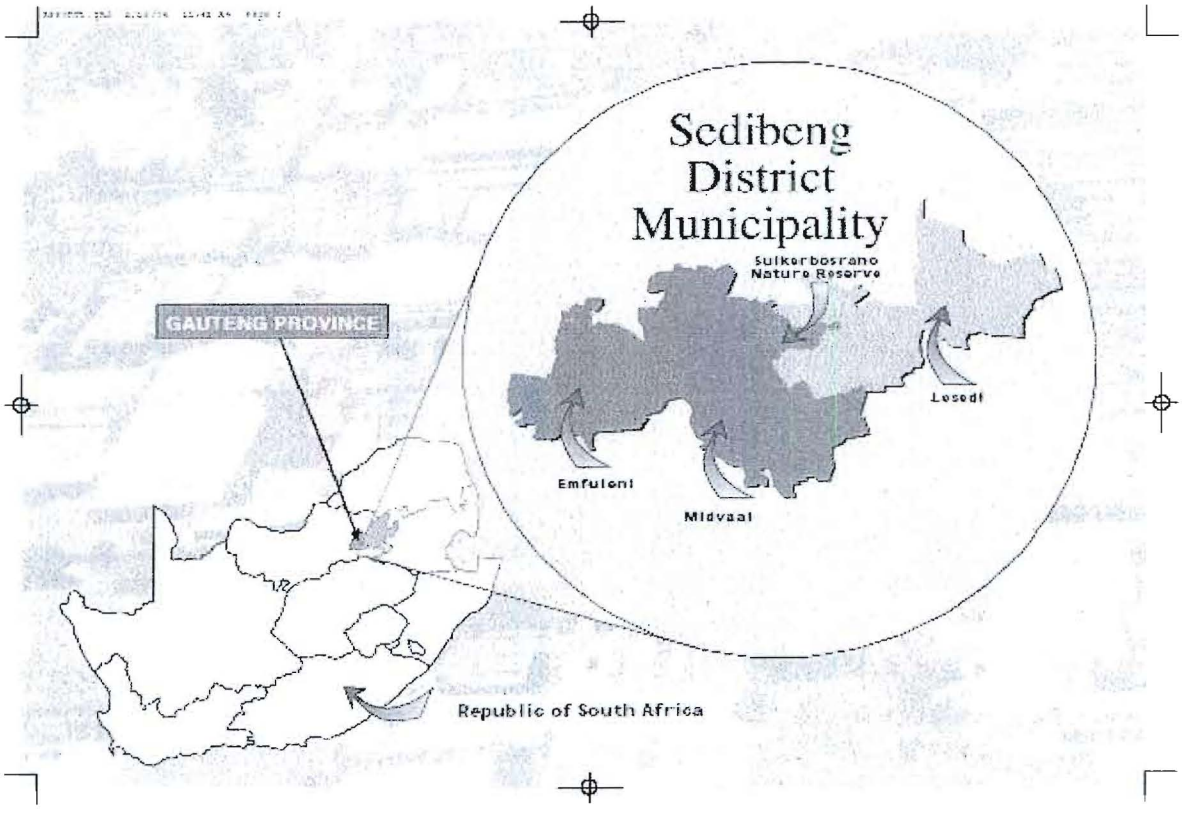
- Lack of economic expertise in the municipalities in the District has been raised as an issue of major concern, especially as the region is under severe economic pressure due to a decline in its traditional industrial base, which requires both analytical and a strategic economic planning capacity to start addressing the challenge. Collaboration between municipalities and the District, as well as obtaining support from province might enable the municipality to address some of these capacity constraints.

- Suggested Action for Emfuleni for example included: The Restructuring Grant that the Municipality secured form the Treasury could be used to ensure that appropriate capacity is secured to ensure the development of a district wide framework for a macro-economic plan aligned to the PGDS.

Sedibeng District Municipality is located on the southern periphery of the Gauteng Province in South Africa. The municipality comprises the following local municipalities:

- Emfuleni Local Municipality
- Midvaal Local Municipality
- Lesedi Local Municipality

Below is a map of the Sedibeng District Municipal area



4.3 A SOCIO ECONOMIC PROFILE OF SEDIBENG DISTRICT MUNICIPALITY

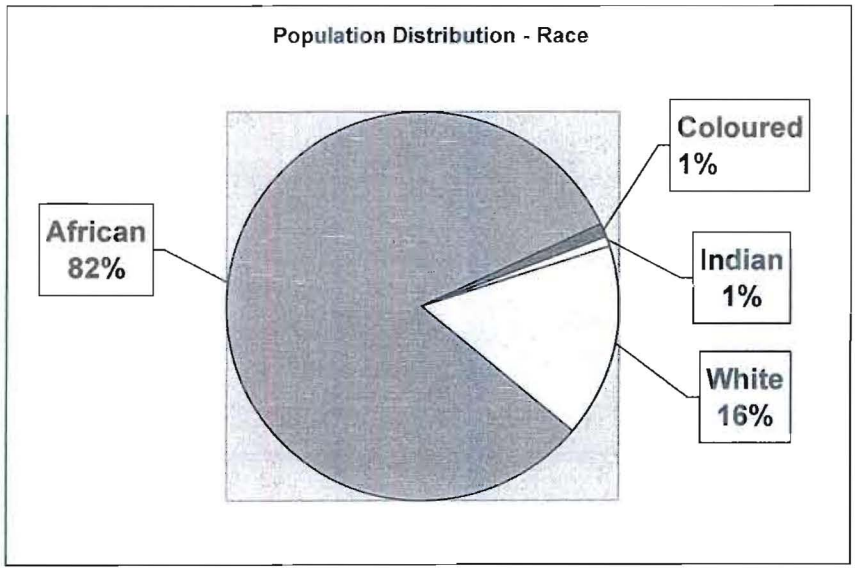
In order to understand the dynamics and poverty levels in the Sedibeng District Municipal area it is necessary that the reader be introduced to the socio-economic profiling of the people being studied, that is the respondents of this study.

Table 4.1: A representation of the population statistics of the Sedibeng District Municipal area

Area	Extent Of Area	2001	% Total	Total No. of Households
Emfuleni	1276 km ²	658 399	82.9%	186427
Midvaal	2312 km ²	64 639	8.1%	19537
Lesedi	1042 km ²	71 533	9.0%	18343
Sedibeng	4630 km ²	794 571	100%	224307

(Statistics South Africa: Census 2001)

Graph 1: A representation of the racial Composition of the Sedibeng Municipal area



(Statistics South Africa: Census 2001)

Table 4.2: A representation of an illustration of skills levels in the case study area:

Focus Area	Emfuleni	Lesedi	Midvaal	District Total
No schooling	40219	7237	5088	52544
Some primary	60043	7927	7133	75103
Completed primary	25628	2806	2093	30527
Some secondary	161868	15181	14202	191251
Grade 12	102568	9108	10978	122654
High/tertiary education	33055	2811	4131	39997

(Statistics South Africa: Census 2001)

(This diagram excludes the population between the ages 16 – 20 who are also perceived to be economically active)

4.4 THE RESEARCH PROBLEM

Chapter 1 of this study outlined the research problem of this study as the promotion of sustainable development through community capacity building at Sedibeng District Municipality could counter capacity problems in the community. These capacity problems within the municipality's jurisdiction have been identified as one of the major impediments to the achievement of a developmental local government. It is therefore imperative that communities are capacitated to their full potential to prevent them from being dependent on government for their livelihoods (Sedibeng District Municipality, 2005:5). The creation of sustainable communities will assist the government in building the capacities of local communities and government and adopting policies that are necessary to ensure sustainable community development which integrates effective and gender sensitive poverty alleviation strategies with sound management (Durbar, 2004:1).

Communities in the Sedibeng District Municipality need to be educated and made aware of the goals of government in order for them to support and embrace development in their communities. Unless communities feel that they are part of the developments in their areas they will not support those initiatives. This means that they must also be allowed some degree of participation in the achievement of goals aimed at them.

In this regard the primary aim of this chapter is to gather information about community development initiatives and their impact on the lives of the communities within Sedibeng District Municipality through empirical research.

4.4.1 Research Questions and objectives of this study

Chapter 1 outlined the research questions of this study as thus:

- What is meant by sustainable development and community capacity building?
- What development strategies exist at Sedibeng District Municipality to address the problems of poverty, unemployment and income inequality?
- To what extent has capacity building projects impacted on the living standards of the community at Sedibeng District Municipality?
- What research recommendations can be proposed to the Sedibeng District Municipality on the promotion of capacity building?

Chapter 1 outlined the research objectives of this study as thus:

- To explore the theoretical exposition of the concept sustainable development and community capacity building.
- To explore the development strategies at the Sedibeng District Municipality.
- To assess the impact of capacity building projects on the living standards of the community at Sedibeng District Municipality.
- To propose recommendations on improving capacity building at Sedibeng District Municipality.

At the end of this study the reader should be able to understand how poverty, illiteracy and ignorance which affect a high number of community members in the Sedibeng District Municipality can be improved through the regeneration of confidence and self-reliance through community capacity building initiatives being sustained at Sedibeng District Municipality.

4.5 DATA COLLECTION METHODS/ INSTRUMENTS

4.5.1 Interviews and Questionnaires

Empirical Research was conducted through Interviews and questionnaires. "Interviews involve direct contact with the respondent, or group of respondents, in order to obtain information for a research project" (MRS, 2008: 2). There were interviews with members of community projects and officials responsible for community development in the Sedibeng District Municipality. Interviewees answered pre-set questionnaires which were administered. Some interviews were conducted face to face to allow for clarity where there was ambiguity in the questionnaires and other respondents were only requested to fill in the questionnaires and follow up was made where necessary.

4.5.2 Sampling

Sampling is the scientific foundation of everyday practice. It is a technical accounting device to rationalize the collection of information, to choose in a restricted way the restricted set of objectives, persons, events from which the actual information will be drawn (Bless, 1995: 85). For the purpose of this study it was effective to have a sample population study because it was advantageous in terms of the time spent on each project and respondent to draw a meaningful and reliable conclusion on the sustainability of that project.

4.5.3 Research Methods

4.5.3.1 Qualitative Method

This is a body of research techniques which seek insights through loosely structured, mainly verbal data rather than measurements. The analysis thereof is interpretative, subjective, impressionistic and diagnostic (MRS, 2008: 2). For the purpose of this study

this means that the explanatory and operational findings will be based on in-depth analysis of interviewee responses.

4.5.3.2 Quantitative Method

Quantitative research is the systematic scientific investigation of quantitative properties and phenomena and their relationship. The objective of quantitative research is to develop and employ mathematical models, theories and/or hypothesis pertaining to natural phenomena(Wikipedia, 2008: 1). The process of measurement in this study is central to quantitative research because it provides the fundamental connection between emperical observation and mathematical expression of quantitative relationships.

4.6 VALIDITY OF DATA COLLECTED

The instruments that were used for this study were the validity and reliability instruments. Validity refers to the way of discovering the truth of the information required. This is illustrated by the findings and conclusions of the study which will be discussed in detail in chapter 5 of this study. Reliability on the other hand refers to the consistency of the measurement to the extent to which results are similar over different forms of the same instrument or occasions of data collections.

4.7 EMERICAL RESEARCH AND FINDINGS

The interviews were conducted within the Sedibeng District Municipality's jurisdictional area. These were conducted through a predetermined questionnaire. Respondents were interviewed personally, telephonically and by answering the questionnaires thorough email. The three methods were used because the interviewer does not reside in the area of the research. She is employed in Rustenburg and visits the region for two weekends in a month.

4.7.1 Profile of Participants

Two groups of participants were interviewed, namely:

- Community members involved in community projects,
- Officials participating in Local Economic Development projects throughout the district of Sedibeng District Municipality. *(This group included officials from local municipalities)*

4.7.2 Questionnaire administered to community members in Sedibeng District Municipality

Out of the three groups, four projects were studied for the purposes of this study and out of the five: Mpumelelo Labour and Technology industrial Hive Cooperative will be used as a case study in chapter 5 when findings, conclusions and recommendations are drawn out from the study.

Section A

Profile

Question 1 and 2: Name and location of the project

Table 3: Different projects studied

Participant Group	Project Name	Location
Group 1: 5 Members were interviewed	Mpumelelo Labour and Technology Industrial Hive Cooperative	Bophelong
Group 2: 3 Members were interviewed	Farmer's Home Development Trust	Sebokeng
Group 3: 3 Members were interviewed	SAPS; Youth Crime Prevention desk	Vereeniging
Group 4: 4 Members were interviewed	Iketsetseng Agricultural Development Trust	Vereeniging

Question 3: How long has the project been in operation?

Group 1. According to the respondents the project has been in operation since 2001

Group 2. According to the respondents the project has been in operation since 1996.

Group 3. According to respondents the project has been in operation since 2004. It is an annual programme as recruitment takes place on an annual basis.

Group 4. According to respondents the projects has been in operation for only a year, that is 2007.

Question 4: What is the Gender Equity component of the project?

Group 1. The gender equity component of this project is biased to men. Most of the project custodians are men and only one disabled person is part of the project. No young people are part of the project.

Group 2. The gender equity component of this group is female biased as most of the project custodians are female. Only one young person form part of the group and there are no disabled people. The project was initiated by more than 40 people. Now only 10 people remain on the project.

Group 3. At the time of this study, respondents reported that they were recruiting for the current financial year.

Group 4. The gender equity component is male biased. Out of the five members only one is a female. There are no disabled persons in the group.

Question 5: Who initiated the project and how did you join it? (Is it the municipality or the community itself?)

Group 1. According to the respondents the project was initiated by the municipality. They had applied for employment through the Department of Labour. Only one respondent from this group was referred by a friend who had also applied for employment through the Department of Labour.

Group 2. According to the respondents the project was initiated by themselves. They recruited each other from the neighborhood. Project custodians know each other from the area they live.

Group 3. The project was initiated by the South African Police Services (SAPS) in Gauteng in partnership with the Office of the Provincial Safety Member of the Executive Committee (MEC) and implemented in Vereeniging.

Group 4. According to respondents the project was initiated by themselves.

Question 6: Highest Level of education for custodians of the project

Group 1. The highest level of education for project custodians ranges from grade 8 to 12. that is standard 6 to 10.

Group 2. The highest level of education of project custodians ranges for Grade 8 – 12.

Group 3. The education levels of this financial years project member's could not be established because they were busy with recruitment.

Group 4. Only one project member has tertiary education. All other respondents have received their highest education between grade 8 – 12.

Question 7: Does the project have a management structure?

7.1 If the management structure is different please explain.

7.2 How was the management appointed in the project? (Interviews, elected, Headhunted, etc)

7.3 Does the management structure understand its role?

7.4 Did management receive any form of training? If yes, what training did they receive? What experience do they have in management?

Group 1. The project has a management structure in place and it is as follows:

- Director
- Treasurer
- Marketing Manager
- Skills Development officer

The management structure was elected at an Annual General Meeting of members. According to respondents, management does not understand their role and this is attributed to the lack of growth and development of the project. Management did not receive any form of training to run the project according to respondents. The only training that was conducted was that of the production and use of equipment of the project.

Group 2. According to the respondents the project does not have a management structure in place. Only one person has been delegated to do the entire administration of the project. That is she acts as a director, recruitment specialist as well as handles applications for funding and overall project administration. Other project members believe that the self designated person does not understand her role. The project has not received any formal business administration training.

Group 3. There is no management structure as the project is run and administered through the SAPS and MECs funding. The project members recruited are responsible only for the campaigns and peer education programmes as project implementers. Members usually receive training in the form of workshops which they will be able to use

in future job applications and career pathing choices. Training is awarded to project members in line with the Workplace skills plan of the SAPS.

Group 4. The project has a management structure in place and it is as follows:

- Director
- Treasurer
- Marketing Manager
- Administrator

The project members nominated each other in a meeting. The respondents reported that the management is knowledgeable about their role and this is shown by their eagerness and commitment shown in the project.

Section B

Resources of the Project

Question 8: Human Capacity (Number of people employed/ involved in the project)

Group 1. According to respondents the number of people employed by the project was initially more than 40 in 2001. However this has changed as only less than 10 people report for duty on a regular basis.

Group 2. Only 10 out of the initial 40 members remain on the project.

Group 3. The human capacity of the project is reliant on the volunteers participating in the project on an annual basis.

Group 4. The project employs five (5) permanent member and occasionally contracts temporary workers as and when needed.

Question 9: What machinery do you have (Agricultural Equipment, Ovens, Pots, etc) Please list all equipment used by the project.

Group 1. The project uses equipment and machines which include ovens, nappy and toilet paper making machines. The project also owned a car which was used to make deliveries and also used by management to attend various meetings on behalf of the project. The car was stolen almost two years ago.

Group 2. The project does not have any equipment.

Group 3. The project members use the resources of the SAPS in Vereeniging. Namely, office space, stationary, telephone access, etc.

Group 4. The project owns numerous agricultural equipment.

Question 10 – 13

10. **Do you have knowledge to use these tools?**
11. **How did you acquire these tools? (Lease, bought, borrow, personal, etc)**
12. **Do you own the property owned by the project? If not how did you aquire it? Please explain.**
13. **How did you obtain financial support for the project if any? Please explain**

Group 1. The project custodians were trained on how to use the tools, equipment and machines used for production. This was done at the inception of the project. According to the respondents, the equipment had been purchased by the Emfuleni Local Municipality on behalf of the project. Some respondents reported that the equipment was owned by the municipality, others believed the equipment was owned by the project whilst others reported that they did not know.

Group 2. No equipment. The project has never been operational even though it started in 1996. The project once acquired property which was reported to have been taken away by

government. Members do not know which government department has taken away the land. No financial support has been awarded to the project despite effort to apply for funding on numerous occasions from institutions such as the local municipality, Land Affairs and the Department of Agriculture in Gauteng.

Group 3. According to respondents they receive training as part of the orientation process for volunteers. The property of the project remains in the ownership of SAPS. Project funding is obtained through SAPS, Gauteng Safety MECs Office budget and sometimes funding is obtained form the District Municipality in the form of donations. This is facilitated through the regional Public Safety Intergovernmental Forum.

Group 4. The project members were trained on how to use the agricultural equipment. This equipment was bought by the project and some of the equipment is personal as it is brought from home. The land used by the project is the sole ownership of the project custodians. They even have the title deed in their possession to prove that. The project funding is based on the LRAD funding which they acquired in 2007. However they now survive of the profits of the project's products.

Section C

Future Planning

Question 14: Does the project have a business plan?

Group 1. According to the respondents the project has a business plan in place which was developed at the inception of the project.

Group 2. The project has a business plan.

Group 3. Yes the strategic plan of the youth crime desk is integrated into that of the Safety MECs Office and SAPS.

Group 4. Yes the project has a business plan although it is currently being reviewed to meet the present day demands.

Question 15: Has the project received any procurement opportunities? (Tenders, purchase of goods by the project) If so, how many and by whom?

Group 1. According to the respondents, the project had received numerous procurement opportunities in the past. They had sold their products to members of the community through individual sales. They had also received procurement opportunities from the nearby school through its food programme for learners and the municipality was also purchasing some of the products from them. Local businesses also procured some products from the project.

Group 2. According to respondents, the project has not received any procurement opportunities because it has not been operational yet.

Group 3. The project is not income generation so no procurement opportunities are afforded. The project is aimed at enhancing the skills levels of project members for future job applications and career pathing. The project assists the community as part of the national, provincial and municipal crime prevention strategies.

Group 4. The project receives procurement opportunities directly from the community. They sell their products in an open market.

Question 16: In your view to what extent has your involvement in the project impacted on your living standards? Is there an improvement based on how your life was before you joined the project.

Group 1. Despite the different procurement opportunities, respondents still reported that the project had not changed their living conditions. This was attributed to the failure of the project.

Group 2. According to respondents, the project has not brought any changes in their living conditions. They have to rely on other sources of income such as government personal income grants for survival or sometimes get temporary jobs to feed their families.

Group 3. According to respondents, their involvement in the project has improved their skills capacity and has also built their confidence through exposure to the work environment.

Group 4. According to the respondents, the project has not yet yielded the expected results. However the project members are enthusiastic and are hopeful it will yield those positive results and change their lives soon.

Question 17: Do you plan to change the current ways of doing things in the project? Do you have an improvement plan? If so explain.

Group 1. The respondents had no knowledge of any plans that were in place to change the current ways of doing things. However they also showed an interest to rejoin the project should it be resuscitated?

Group 2. According to respondents they are currently seeking advice on how to access the land that was initially awarded to the project in order to operational the project.

Group 3. There are no plans to change the current ways of doing things in the project.

Group 4. The project is currently embarking on the review of their business plan to have access to a broader stakeholder list for funding. They also wish to recruit more permanent staff so that they can produce more on a regular basis.

Question 18: How do you plan to grow the project? Please explain.

Group 1. The respondents did not have a plan in place to grow and improve the project.

Group 2. The respondents reported that they were seeking other forms of funding to serve as start up capital for the project.

Group 3. The respondents plan to grow the project by recruiting more learners and opening the project up for more participants in the financial year.

Group 4. The respondents hope to grow the project through hard work and more funding. The project growth details will be illustrated in their reviewed business plan.

4.7.3 Questionnaire administered to Officials from Sedibeng District Municipality and its local municipalities

Section A
Profile

Question 1: Name of respondent (Optional)

Respondents were requested to furnish their names. This section is optional so the names of the respondents will not be published.

Question 2: Are you involved in community Local Economic Development projects? Please explain your involvement.

Out of the five respondents interviewed, four (4) are based directly in the Local Economic Development (LED) department, coordinating different aspects ranging from investment facilitation, cooperative development, agricultural development, tourism

development, coordination of responsibilities of provincial and national stakeholders in LED.

Question 3: Are community projects integrated into the municipality's Integrated Development Plan? If so please explain and if not please explain why?

When asked whether LED projects are integrated into the Integrated Development Plan (IDP) of the municipality, respondents reported that the projects are integrated. Frustration was expressed around the integration of those projects initiated by the provincial and national sector departments which are not mentioned in the IDP. For the projects that are initiated by the municipality, respondents reported that where funding lacked for those projects, it would be easy for them to access funding for them if integrated into the IDP.

Most of the projects are integrated through the Local Economic Development Strategy in their broader context. These projects will be further illustrated and awarded funding trough the annual departmental business plans known as the Service Delivery and Budget Implementation Plans (SDBIPs) that are linked to performance contracts of officials to ensure implementation.

Question 4: In your view, does the municipality have the capacity to provide support to community LED projects? Please explain.

When asked if in their view the municipality has capacity to provide support to LED projects, the respondents reported that the capacity is dependent on the types of inputs required. The district municipality plays a coordinating and facilitating role only. Local municipalities are responsible for day to day implementation of projects. One respondent report that capacity must come from both sides, that is the community supported and the municipality itself. For example if funds (which is capacity in itself) are awarded to a project, then the community (project custodians) must have the capacity to spend those funds.

Question 5: Does the municipality have a budget allocation for community LED projects? If so, is it sufficient?

When asked if the municipality has a budget allocation for community projects, the respondents reported that the internal funds are minimal and they are based in the operational budget which allows movements for officials to consult specialists and advice projects accordingly. They often have to rely on external funding for support to projects within the community.

Question 6: What are the support institutions for these projects in the municipality? (Personnel, management plan, etc).

According to respondents, the following project support institutions are available to support community projects:

- The Local Economic Development and Planning Directorate of the respective municipalities
- Finance Departments through the Supply Chain Department offices and their preferential procurement policies
- Specialist advice from Institutions of Higher learning
- Council of the respective municipalities
- Funds from National and Provincial Sector Departments.

Question 7: Does the support of the municipality have an impact on these community development projects and sustainable development in general?

When asked if the support of the municipality has an impact on the sustainable development and growth of the projects, respondents reported that they offer regular training which is perceived to be the best form of support that is sustainable. One respondent even reported that there was an occasion where a farmer who started as a subsistence farmer and is now a commercial farmer.

Question 8: Are the projects able to sustain themselves or does the municipality eventually stop supporting the projects? Please explain.

When asked if the projects are able to sustain them were funding and other forms of support were afforded to a project, the respondents reported that they had to alternate the minimal funds between various projects. It would be unsustainable to fund one project forever. Yes they stop funds and direct them to a different project. The municipality cannot afford to support one project to infinity; the projects would eventually have to sustain themselves.

Question 9: What other capacity building initiatives are there in the municipality? Please explain.

When asked what other capacity building initiative is there in the municipality, respondents reported the following:

- The Sedibeng Integrated Economic Development Plan (see chapter 3)
- Training
- Management Plans
- Procurement policies of the various municipalities
- The Workplace Skills plans of the respective municipalities
- Other strategic plans of the respective municipalities (See Chapter 3)

Question 10: Are there any contributions made by the various line departments to municipal capacity building in general?

When asked whether other departments contribute to Local Economic Development, the respondents reported that they encourage departments to work together to combat poverty in the area. The highest contributor to economic development being infrastructure intensive department through capital expenditure directed at local contractors and small businesses.

Section B

Stakeholder analysis and involvement

Question 11: Does the department work with other stakeholders? (Sector Departments, community, business, etc) Please explain the level of interaction.

When asked whether the LED department works with other stakeholders, the respondents reported that they do work with other stakeholders and these include the following:

- The Mayoral Investment Council
- KHULA
- GEP
- GEDA
- Tertiary institutions (North West University, Vaal University of Technology, FET colleges)
- SEDA
- Provincial Government
- Sector Departments
- Ward Committees
- Councilors
- NGOs.

Question 12: What assistance do stakeholders provide to these community LED projects?

According to respondents, stakeholders provide the following assistance to LED projects:

- Training
- Funding
- Mentoring
- Advice

- Business Linkages.

Question 13: Who initiates the projects? (Other stakeholders or the municipality)

When asked if the projects are initiated by the municipality or external stakeholders, the respondents reported that most projects are initiated internally through the IDP process whilst others are initiated by the stakeholders within the municipal area.

4.7.4 Cooperatives Development

From a telephonic conversation with one of the officials in the municipality, information obtained on co-operatives based on preset questions on co-operative development, it was discovered that the municipality does have a co-operative development programme integrated into the municipality's IDP through the integration of the Poverty Alleviation strategy of the municipality mentioned.

There is currently no readily available database of co-operatives in the municipality and therefore the municipality also does not have a budget specifically for co-operatives. Items or reports are normally served on the Agenda of the Mayoral Committee and Council to award resources or funds from council reserves on an adhoc basis or when there is a request from a project for assistance.

The municipality normally supports co-operatives through sending an official to provide technical support to co-operatives on request. This normally involves providing advice and expertise where they lacked. The procurement policy of the municipality also makes provision for support for co-operatives by procuring goods produced by the project. This takes place on a small scale however.

According to the respondent the municipality requires interventions through provision of funds and dedicated capacity to co-operatives development in the region.

Mpumelelo Labour and Technology Industrial Hive serves as an example of the co-operatives supported by the Municipality. See the case study below:

"Sedibeng District Municipality supported the call by the National and Provincial government's call to support co-operatives. Mpumelelo Labour and Technology Industrial Hive Co-operative based in the Emfuleni Local Municipality's area of jurisdiction in a township called Bophelong was used as a pilot project. The municipality (Sedibeng) has a Council resolution which states that goods must be procured from co-operatives as a means to fight poverty in the region.

Mpumelelo Labour and Technology Industrial Hive produces toilet rolls and the municipality procured the toilet rolls from them. The municipality also provided institutional support to the co-operative. This involved advice to the Chairperson of the Board and Director of the co-operative.

These are some of the challenges faced by co-operatives in the region to name a few:

- *Lack of Skills to run the project. The management model of co-operatives is constituted by unskilled personnel who do not have the expertise and capacity to make informed decisions about the growth and development of the cooperative. Management involves a complex range of skills which member in most cases do not possess.*
- *Lack of support from external sources. If the co-operative is provided with start up funding for establishment purposes. A number of equipment and machinery for the co-operative would have to be purchased. However, due to the magnitude of the skills currently possessed by the co-ops, there is a need for constant support to ensure the project is sustainable.*
- *Dependence on support. The co-operative members are unable to transit to take ownership of the project by becoming active participants in the project. They see themselves as employees of the co-operative rather than owners or custodians. This means that in such cases a hand over plan would have to be developed to assist co-ops with the transition.*
- *Most co-operatives in the region are unable to generate income for members (Salary).*
- *Most co-ops target the local community as their market. However due to the fact that the local community is also poor as a result they buy a limited amount of products rendering the co-op unsustainable.*

After conducting a detailed study on one of the co-operatives in the region, the Municipality is in the process of developing a Co-operative development policy which will determine the support for other co-operatives. A funding policy which will ensure sustainable development of these projects is being developed internally. A regional form will be established to ensure that these co-operatives speak to one another sharing experiences to ensure sustainable development."

A six point questionnaire was developed to determine the support provided by Sedibeng District Municipality to cooperatives and these were the responses from a telephonic interview:

- When asked if the cooperative development programme was in the Integrated Development Plan of the Municipality, the respondent confirmed the inclusion. The respondent further explained that the cooperative development programme was integrated through the Poverty Alleviation strategy of the municipality, under the strategies section.
- When asked about the estimated number of registered cooperatives in the district, the respondent stated that the municipality does not have a database of existing cooperatives in the area.
- When asked about a budget allocation for co-operatives, the respondent reported that the municipality does not have a specific budget for cooperatives. Items or reports are normally prepared for inclusion in the agenda of council on an adhoc basis to award resources to cooperatives.
- When asked about the support institutions for cooperatives and how these institutions functioned, the respondent reported that officials from the municipality were normally sent to assist cooperatives on request. This support often comes in the form of advice and expertise where they lacked. The procurement policy of the municipality also makes provision for the support of cooperatives.

When asked about the interventions required by the municipality to make support for cooperatives effective, the respondent reported that the municipality would need funds and dedicated capacity in order to support cooperatives effectively.

4.7.5 Support for Community Development Workers (CDWs) in the Sedibeng Region

Community Development Workers (CDWs) were initiated by the National Government to bridge the gap that exists in service delivery by local municipalities. This gap would be bridged only if local municipalities and CDWs work hand in hand. Within the Sedibeng District Municipality CDWs are currently deployed in areas considered to be poverty stricken. The Municipality has forged good relations with CDWs within the District offering them technical and other forms of support. It is also envisaged that were the gap exists CDWs must be utilized to the full advantage of all spheres of government. This will help in the realization of accelerated and efficient service delivery. Ward Councilors must work hand in hand with CDWs. There must be constant mentoring of CDWs for induction and implementation of policies and helping people access government departments, funds, etc.

Some of the work done by CDWs in the Sedibeng District Municipality

- Held a workshop and a Task Team was established to facilitate the integration of CDWs into the District
- The Regional Co-ordinator was located in the Municipal Manager's office when the project initially started
- CDWs were recruited as cadets to serve in their own wards
- CDWs have helped the IDP Unit in organizing Road Shows
- Home Affairs Dept has trained 15 CDW cadets
- Have helped refer people to relevant points of enquiry for example:
    - Helped identify corruption e.g illegal receipt of grants
    - Have helped identify problems relating to the renting and occupation of RDP houses.
    - Have helped identify and report cases of domestic violence and refered the cases to the Department of Safety and Security

- Have helped in the preparations of events organized for the 16 days of activism by the Municipal Manager's Office.
- Have interacted with some CPF's relating to the issues of crime
- Consulted Ward Councillors about issues pertaining to illegal dumping
- Participated in moral regeneration workshops organized by the municipality
- Have identified cases of individuals living with orphans and referred them to the Dept of Social Services
- Participated in the Food security Forum in Sebokeng Department of Social Services

4.8 CONCLUSION

The interviews revealed that there is inconsistency in the satisfaction levels between the project custodians (community) and officials in the municipality on whether the lives of the people had been improved by the community based projects. It is evident there is willingness to improve the conditions of the lives of the people and to work together with other stakeholders to develop the community. The results of this working relationship are not yet evident in the lives of the people. Chapter 5 looks at the findings and recommendations on what can be done to improve community development in the region.

CHAPTER 5

SUMMARY, FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

The purpose of chapter 4 was to conduct an empirical study in support of the hypothesis that "Poverty, illiteracy and ignorance affect a high number of community members in the Sedibeng District Municipality whose confidence and self reliance can be regenerated through sustainable community capacity building initiatives at Sedibeng District Municipality". This chapter outlines the findings, recommendations and conclusions of this study in support of the above hypothesis.

5.2 SUMMARY

This study has explored the vigorous debate around the effects of poverty and the strategies employed by the Sedibeng District Municipality in particular to address this challenge within the region.

Chapter 1 contextualized development from a macro international perspective to understanding development at a micro local government perspective. Definitions for central themes of the study were provided and analysed. It also introduced the problem statement and orientation of the community development study area.

Chapter 2 looked at a theoretical literature and provided a literature review on underdevelopment, development and poverty in general. The chapter also argued for development that is sustainable and how to achieve it. This chapter also discussed the relationship between international programmes such as the Millenium Development Goals and how they relate to sustainable development. Sustainable development theory was also discussed.

Chapter 3 reviewed poverty alleviation legislation at a micro municipal level and how it has contributed to the development of communities particularly in Sedibeng District Municipality. This chapter also provided an evaluation of the current community capacity building initiatives by the Sedibeng District Municipality through the adoption of the various strategies and policies.

Chapter 4 looked at the research methods used to gather data and the results of the data gathered through an empirical study. This chapter also looked at the socio-economic profile of the case study municipality to understand its operations and the extent of capacity problems it faces. The chapter investigated the impact of community capacity building initiatives in Sedibeng region.

5.3 FINDINGS

The following findings were drawn from the study:

- The Community is highly dependent on the municipality for assistance in sustaining their projects. They sometimes mistake support to include continued financial injection into the projects as and when request is sought from the municipality.
- The community had demonstrated that it possessed the necessary capacity to sustain their own livelihoods by initiating their own projects where they were not employed.
- Building the capacity of communities to deal with their own problems and development has become an important aspect of the work of a range of government departments.
- Insufficient support is given to community initiated projects;
- Although participants in projects had some high school education, they still did not have the required skills to make their projects a success.
- The issue of social networks (the bonds with other people and which may be friends, family or work colleagues) throws up another issue, that of social

capital. It is essential to create proper social networks with those living around you for resource mobilization for successful community projects.

- The municipality has great influence over local economic development issues in the area. There is a willingness to lead on the development of the community by the Sedibeng District Municipality and its local municipalities. The municipality is committed to working with the people and groups within the community to find sustainable ways to meet their social and material needs.
- Communities have the opportunity to ensure that their projects are integrated into the Integrated Development Plan of the municipality to secure funding and support from the municipality. The problem arises when a project is not communicated in time for inclusion in the IDP.
- The mushrooming of initiatives from the community to develop the area economically and to sustain themselves proves that there is capacity within the community.
- There is an overall good working relationship between the Sedibeng District Municipality, the local municipalities within its jurisdiction and other government departments. This is facilitated through various intergovernmental structures of government. This improves resource mobilisation.

5.4 RECOMMENDATIONS

It is recommended that:

- The municipality conducts information sessions with members of the community informing them about the budgeting and planning processes of the municipality
- The municipality consolidates or conducts an audit of all community projects, their areas of need and identify intervention areas to sustain the projects
- The municipality communicates its development strategies and annual priority focus areas to the community on a regular basis.
- That the municipality builds internal capacity to support community projects

- That the members of the community participate in the structures of the municipality to ensure funding is secured for their projects rather than request financial and other support on an adhoc basis.
- That a detailed operational community capacity building study be undertaken to improve the current way of doing things

5.5 CONCLUSION

In this environment of uncertainty, Sedibeng has a unique opportunity to pursue an alternative path. The community faces a unique set of challenges in seeking to attain and sustain a high level of economic growth, not least of which are the imperatives of globalization. If the country charts and successfully follows an alternative course to sustained growth that results in enhanced employment and redistribution, the development of the informal sector can assist local resource mobilization as well as contributing to entrepreneurship development. In terms of consumer convenience, the informal sector offers goods and services sometimes not found in the formal sector and often at competitive prices. Encouragement and promotion of the informal sector should be a policy of the government and the private sector in South Africa for the smooth running of the country.

To achieve a substantial degree of economic autonomy the Sedibeng District community needs to reduce their dependence on government by establishing an overall development strategy and creating a system of secondary economic activities. It is clear from official statements that the potential of the informal sector is well recognized by the present administration of the Municipality.

BIBLIOGRAPHY

Ababio, EP. 2007. "Marriage for Development: Ward Committees as partners in Participatory Democracy" Journal of Public Administration. Vol 42 No. 7. p614 – 621.

Du Toit, A. 2005. Poverty Measurement Blues: Some Reflections on the Space for Understanding Chronic and Structural Poverty in South Africa. A Paper prepared for the First International Congress on Qualitative Inquiry, University of Illinois at Urbana Campaign. 5-7 May 2005.

Durbar, S. 2004. *Sustainable Community Development Programme: Nepal Capacity 21*. (http://www.scdp.org.za) 2005/07/26

Education and Training Unit. Developmental Local Government http://www.etu.org.za/toolbox/docs/localgov/webdeveloplocgov.html (2006/07/26).

European Union. 2005. "On the review of the Sustainable Development Strategy: A platform for action." Communication from the commission to the council and the European Parliament. Commission of the European Communities Brussels, 13.12.2005 COM (2005) 658 final.

Ficsher, A.T. 1988. "Whose Development?: The politics of development and the development of politics in South Africa". South African key words: The uses and abuses of political concepts. (Boonzaier, E & Sharp, J (eds)). Cape Town: David Phillip Publisher.

Haviden, M. and Meridith, D. 1993. Colonialism and Development: Britain and Tropical Colonies, 1850-1960. London: Routledge.

Hibberd J and Harker D. 2001. "Communities by Choice." An Introduction to Sustainable Community Development. Mountain Association for Community Economic Development and Communities by Choice

Mair, L. 1984. Anthropology and Development. London: Macmillan Press.

Moser, C. 1998. "The Asset Vulnerability Framework: Reassessing urban poverty reduction strategies", World Development. Vol 26, No. 1: pg1-19.

MRS. 2008. "Glossary" Market, Social and Opinion Research. http://www.mrs.org.uk/mindustry/glossary.htm (Date of Access: 2008/ 03 27)

Munslow, B. (2001) "Making Development Sustainable" in Coetzee, J.K (et al) (eds) Development: Theory, Policy and Practice. Cape town: Oxford University Press.

Noble, M., Ratcliffe, A. and Wright, G. 2004. Conceptualizing, Defining and Measuring Poverty in South Africa: an Argument for Conceptual Approach. United Kingdom: Oxford.

Pieterse F. 1998 Linking Local Economic Development to Poverty Alleviation, Isandla Institute and the Department of Constitutional Development. Pretoria.

Sedibeng District Municipality. 2004. A conceptual Document on Poverty Eradication for Sedibeng District Municipality. Vereeniging.

Sedibeng District Municipality: 2005. Capacity Building Status Quo Report. Vereeniging

Sedibeng District Municipality. 2005. Pro poor Strategy. Vereeniging.

Sedibeng District Municipality. 2006. The Water Services Development Plan. Vereeniging.

Sedibeng District Municipality. 2005. District Municipality Municipal Housing Plan. Vereeniging.

Sedibeng District Municipality. 2004. The Spatial Development Framework. Vereeniging.

Sedibeng District Municipality. 2003. The Sedibeng Tourism Development Strategy. Vereeniging.

Sedibeng District Municipality. 2006. Sedibeng District Municipality Intergovernmental Relations Framework policy. Vereeniging.

Sedibeng District Municipality. 2003. The Integrated Economic Development Plan. Vereeniging.

South Africa, Department of Provincial and Local Government. 1998. White Paper on Local Government. Pretoria: Government Printer

South Africa, Department of Provincial and Local Government. 2004. National Capacity Building Framework. Pretoria: Government Printer.

South Africa. 2008. Policy Process on Provincial and Local Government. The Department of Provincial and Local Government. Pretoria: Government Printers. www.dplg.gov.za

South Africa, 1996. Growth Employment and Redistribution: A Macroeconomic Strategy. Pretoria: Government Printers.

South Africa, 2008. Local Economic Development. Department of Provincial and Local Government. http://www.dplg.gov.za/suwebsites/led/index.html (Date of Access: 2008/03/12)

South Africa. Statistics South Africa. 2001. Census 2001. Government Printers.

Swanepoel, H and De Beer, F. 1996. *Community Capacity Building.* Johannesburg: International Thompson Publishing (Southern Africa) (Pty) Ltd.

Tees. 2008. Definitions of qualitative research on the web. http://www.tees.ac.uk/depts/lis/glossary/qrs/cfm (Date of Access: 2008/ 03/ 27)

Todaro, M.P. (1994) "Theories of Development: A Comparative Analysis" in Economic Development. London: Longman Group UK Ltd

United Kingdom. 2006. The Government's approach - delivering UK sustainable development together Sustainable Development. http://www.sustainable-development.gov.uk/what/index.htm (2006/ 05/20)

United Nations Development Programme. 2003. Millennium Development Goals. (http://humandevelopment.bu.edu/millenium_goals/start_content.cfm) 2004/07/26

United Nations. 2002. Report of the International Conference on Financing for Development. 18 – 22 March 2002. Mexico: Monterrey.

Van der Walt G. 2006. Sustainable Development and Public Service Delivery. OBAD 212E. Potchefstroom: North West University.

Van Wyk, W.J. 2004. Development Economics for Public Management: DOBA 712 ET, Vanderbijlpark: North West University.

World Commission on Environment and Development Report. 1987. Our Common future. Oxford: Oxford University Press.

COMMUNITY QUESTIONNAIRE ADMINISTERED TO COMMUNITY MEMBERS IN SEDIBENG DISTRICT MUNICIPALITY

Research Topic: through	Promoting sustainable development Community capacity building at Sedibeng District Municipality
Interviewer:	Ms Lerato Sebolao
Institution:	North West University
Year:	2008

This survey is voluntary

Section A

Profile

1. Name of Project

.....

2. Location of the Project (Area/ Address)

.....

3. How long has the project been in operation

.....

4. What is the gender equity component of the project?

Males	Females	Youth	People with Disabilities	total

5. Who initiated the project and how did you join it? (Is it the municipality or the community itself?)

.....

.....

.....

.....

.....

.....

.....

6. Highest Level of education for custodians of the project

Grade 0 -Grade 7	Grade 8 - 12	Adult Basic Education	Tertiary	Other

7. Does the project have a management structure?

CEO/ Chief Director	CFO (Financial Manager/ Treasurer)	Administrators	Marketing Manager	Labourers/ Employees

7.1 If the Management Structure is different, please explain.

.....

.....

.....

.....

7.2 How was the management appointed in the project? (Interviews, elected, Headhunted, etc)

.....

.....

.....

.....

.....

.....

.....

.....

7.3 Does the management structure understand its role?

.....

.....

.....

.....

7.4 Did the Management structure receive any form of training? If yes, what training did they receive? What experience do they have in management?

.....

.....

.....

.....

.....

.....

Section B

Resources of the Project

8. Human Capacity (Number of people employed/ involved in the project)

.....

9. What Machinery do you have (Agricultural Equipment, Oven, pots, etc). Please list all equipment owned by the project.

.....

10. Do you have the knowledge to use these tools?

.....

11. How did you acquire these tools? (lease, bought, borrow, personal, etc)

.....

12. Do you own the property used by the project? If not how did you acquire it? Please explain.

.....

.....

.....

13. How did you obtain financial support for the project if any? Please explain.

.....

.....

.....

.....

Section C

Future planning

14. Does the project have a business plan?

.....

15. Has the project received any procurement opportunities? (Tenders, purchase of goods produced by the project) If so how many and by whom?

.....

.....

.....

.....

.....

16. In your view to what extent has your involvement in the projects impacted on your living standards? Is there an improvement based on how your life was before you joined the project.

.....

.....

.....

.....

.....

.....

.....

17. Do you plan to change the current ways of doing things in the project? Do you have an improvement plan? If so please explain.

.....

.....

.....

.....

.....

.....

18. How do you plan to grow the project? Please explain.

.....

.....

.....

Thank you very much for your time!!!!!

QUESTIONNAIRE ADMINISTERED TO SEDIBENG DISTRICT MUNICIPALITY AND ITS LOCAL MUNICIPALITIES

Research Topic: through	Promoting sustainable development Community capacity building at Sedibeng District Municipality
Interviewer:	Ms Lerato Sebolao
Institution:	North West University
Year:	2008

This survey is voluntary and is administered in partial fulfillment of the Masters Degree programme by the interviewer

Section A

Profile

1. Name of respondent (optional)

.....

2. Are you involved in community Local Economic Development projects? Please explain your involvement.

.....
.....
.....
.....

3. Are community projects integrated in the municipality's Integrated Development Plan? If so please explain and if not please explain why.

.....
.....
.....
.....
.....
.....
.....
.....

4. In your view, does the municipality have the capacity to provide support to community LED projects? Please explain.

.....
.....
.....
.....
.....
.....
.....

5. Does the municipality have a budget allocation for community LED projects? If so is it sufficient?

.....
.....
.....
.....
.....
.....

6. What are the support institutions for these projects in the municipality? (Personnel, management plan, etc).

.....
.....
.....
.....
.....
.....

7. Does the support of the municipality have an impact on these community development projects and sustainable development in general?

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

8. Are the projects able to sustain themselves or does the municipality eventually stop supporting these projects? Please explain

.....
.....
.....
.....
.....

9. What other capacity building initiatives are there in the municipality? Please explain.

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

10. Are there any contributions made by the various line departments to municipal capacity building in general?

.....
.....
.....
.....
.....
.....

Section B
Stakeholder analysis and involvement

11. Does the department work with other stakeholders? (Sector departments, community, business, etc). Please explain the level of interaction

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

12. What assistance do stakeholders provide to these community LED projects?

13. Who initiates the projects? (Other stakeholders or the municipality). Please explain

14. In your view to what the projects impacted the living standards of the community? Is there an improvement in the lives of community in comparison to the way their lives were before they joined the project?

Thank you very much for your cooperation and your time!!!
Have a wonderful day!!!!!!!!!!!!!!

NORTH-WEST UNIVERSITY
YUNIBESITI YA BOKONE-BOPHIRIMA
NOORDWES-UNIVERSITEIT
VAALDRIEHOEKKAMPUS
2008 -09- 22
Akademiese Administrasie
Posbus Box 1174
VANDERBIJLPARK
1900