PERCEPTIONS OF SOCIAL DEVELOPMENT BY SENIOR OFFICIALS IN THE NATIONAL DEPARTMENT OF SOCIAL DEVELOPMENT, SOUTH AFRICA

BY

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DECLARATION

I declare that this is my own unaided work. It has not been submitted previously for any degree or examination at any other university

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Zaheera Mohamed
February 2011

DEDICATION

To my husband Zain for his unwavering support and encouragement, my little baby girl who still has to grace us with her presence, my parents who always had faith in all their children, my in laws who never treated me as an 'outlaw' and to my dearly departed nanima for always taking such a keen interest in all aspects of my life.

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ABSTRACT

The primary purpose of this study was to ascertain how senior government officials employed within the Department of Social Development in South Africa perceived the social development approach to social welfare. The study was confined to the national Department of Social Development and nine senior government officials were interviewed, all of them employed in different work streams but related to social development policy development. A semi-structured interview schedule comprising of open-ended questions was utilised to collect information. A deductive thematic analysis was used to analyse the data. The main findings that emerged from the study were that senior managers employed within the national Department of Social Development had a good understanding of the social development approach to social welfare. They were familiar with the key characteristics, goals, strategies and linkages between social and economic development. Senior government officials also noted progress with the implementation of the social development approach and identified that social policies were largely aligned to this approach. In terms of challenges, senior government officials identified a range of challenges impacting on the implementation of the social development approach and this ranged from the lack of a common understanding of social development within broader government, inappropriate social service workforce, poor coordination and integration, inadequate leadership and an inadequate monitoring and evaluation system to measure social development progress. Senior government officials identified a range of suggestions to improve on the implementation of the social development approach. One of the suggestions was the development of an overarching social development strategic framework to guide the social development approach and acknowledge it as government's chosen approach to social welfare. Many suggestions related to enhancing the capabilities of social service professionals and this included the development of a social service policy framework, enhanced engagement between higher education institutions and the Department of Social Development to ensure relevant curriculum. The findings of the study recommends a series of interventions to be implemented by the national Department of Social Development such as the development of an overarching social development strategic framework as suggested by senior government officials, an audit of policies to assess alignment with the social development approach and a review of its' consultation processes. The findings of the study identify a need to replicate this research at provincial level to ascertain how the social development approach is understood and implemented at the point of service delivery.

Key words: social development, perception, senior government officials, implementation, challenges, suggestions.

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LIST OF ABBREVIATIONS

ASGISA – Accelerated and Shared Growth Initiative of South Africa

ASWEA – Association of Social Work Educators

GEAR - Growth, Employment and Redistribution

ISDM – Integrated Service Delivery Model for Social Services

MDGs - Millennium Development Goals

NGO - Non-Governmental Organisation

NPO - Non-Profit Organisation

PFASP – Policy on Financial Awards to Service Providers

SACSSP- South African Council for Social Services Professionals

SPU – Social Policy Unit

RDP - Reconstruction and Development Programme

UN - United Nations

CHAPTER ONE

1. INTRODUCTION

1.1. Brief overview of the study

This chapter describes the statement of the problem and the rationale for undertaking this study. It also reflects on the primary aim and objectives of the study and overviews the methodology. The chapter concludes with the organisation of the report. This study seeks to investigate the perception senior officials in the national Department of Social Development have of the social development approach. This includes how they understand the concept and their views on implementation. Social development is regarded as the 'fashionable' approach to social welfare in the 21st century. However, the meaning of social development has not been adequately conceptualised and this impacts on the way it is understood. This in turn has implications for policy development and the implementation thereof. In order for a social development approach to be implemented and reap its intended benefits, it is imperative that the concept is adequately understood by senior government officials responsible for policy development.

1.2. Statement of the problem and rationale for the study

South Africa has adopted a social development approach to social welfare as this was viewed as the appropriate vehicle for transforming apartheid social welfare services (Patel, 2005). This signified a commitment made by the South African government in transforming its approach to social welfare from being residual in nature to being more developmental. Whilst government has broadly adopted a social development approach to social welfare, no known research has been conducted to assess the understanding senior officials in the national Department of Social Development have of social development. To date the social development sector in South Africa has not come together to assess what a social development approach means and whether the delivery of social welfare services has transformed into providing developmental services. While researchers (Lombard & du Preez, 2004; Patel, 2007) have mentioned the absence of a clear conceptual framework for social development and the lack of a clear understanding of this concept among policy makers within government, no concerted effort has been made to document what the status quo understanding and perception senior government officials have of the social development approach. The key problem that this research seeks to address is the perceived lack of a common understanding of social development among senior government officials employed in the national Department of Social Development.

According to Patel (2007, p. 2) "the lack of human resource capacity coupled with a lack of knowledge and skills to implement a developmental approach has been widely cited as a reason for the lack of progress towards realising the new approach". Lombard and du Preez (2004, p.241) share similar concerns with Patel (2007) and research undertaken by them shows that there are varying interpretations to social development and they attribute this to the "lack of conceptualisation of social development". They go on to say that this lack of conceptualisation will impact on the way social development is implemented. Ad hoc pieces of research have been conducted by Gray (2006), Patel and Hochfield (2008), as well as Green and Nieman (2003) to assess in some form or another, South Africa's progress towards a social development approach to social welfare using various instruments and different interpretations of the concept of social development.

The understanding senior officials have of social development has implications for the way the concept is operationalised into policy and practice. By adopting a social development approach, the intention of government was that policies and programmes would be aligned to the principles of social development. Therefore if senior Social Development government officials responsible for policy development do not have a common understanding of social development, this could have implications for policy development and implementation. The application of a social development approach could be undermined if government policies are not aligned with the objectives of social development. It is through government policies and programmes that a social development approach will be realised.

In order for a social development approach to be implemented and reap its intended benefits, it is imperative that the concept is understood by senior government officials responsible for policy development. This study therefore seeks to investigate the level of understanding senior officials in the national Department of Social Development have of social development and ascertain their views on the implementation thereof.

The research has contributed to assessing the level of understanding and perceptions senior officials in the national Department of Social Development have of social development and the implementation thereof. In doing so, the research also reviewed related literature on social development and consulted with key informants in the field.

1.3. Aims, Objectives and Research Questions

1.3.1 *Primary Aim*

·   The aim of the study is to explore the understanding senior officials in the national Department of Social Development have of social development.

1.3.2 *Objectives*

·   To determine the understanding that senior officials in the national Department of Social Development have of the concept social development.

·   To establish the views of senior officials in the national Department of Social Development on the implementation of a social development approach to social welfare in South Africa.

·   To explore the views of senior officials in the national Department of Social Development on challenges with the implementation of a social development approach.

·   To elicit opinions of senior officials in the national Department of Social Development on how to improve the implementation of a social development approach.

1.3.3 *Research Questions*

·   What understanding do senior officials in the national Department of Social Development have of social development?

·   What is the attitude of senior officials in the national Department of Social Development toward the appropriateness of a social development approach?

·   What are the opinions of senior officials in the national Department of Social Development on the implementation of a social development approach?

·   What are the challenges identified by senior officials in the national Department of Social Development on the implementation of a social development approach?

·   What are the views of senior officials in the national Department of Social Development on improving the implementation of a social development approach?

1.4. Research Methodology

The study used a qualitative enquiry approach with an exploratory design. A non probability purposive sampling (also known as judgmental sampling) strategy was applied to select the informants and senior government officials. In total twelve respondents were selected to participate in the study. Of these, three were identified as key informants while nine were senior managers employed within the national Department of Social Development.

Two semi structured interview schedules were developed to cater for the difference in scope between the interviews with senior officials and the key informants. The questions in the interview schedule were open-ended and this allowed for rich descriptions by respondents. The research tool developed for senior officials was pre-tested. The pretesting was undertaken to ensure that the questions developed would respond to the objectives of the study. The pre-testing process enhanced the trustworthiness of the research. Scheduled face to face interviews were conducted at times and venues suitable to the respondents. A total of twelve interviews were conducted. The face to face interaction allowed the researcher to have close interaction with the respondent and this assisted in building a trusting environment. The researcher was aware of the bias limitation associated with the face to face interviews. A thematic analysis was undertaken as the method by which to analyse the interview transcripts. This was then linked to the research aim and objectives. The researcher made numerous attempts at enhancing the trustworthiness of the research. This included pretesting the research instrument; member checking; triangulation; and a thorough theoretical base.

1.5. Structure of the report

The report is structured into seven chapters. Chapter One provides an introduction to the study, Chapter Two outlines the literature conceptualising the social development approach, Chapter Three presents an overview of the key policies influencing the implementation of the social development approach, Chapter Four explains the research methodology adopted, Chapter Five presents the findings and a discussion of how respondents understand the social development approach, Chapter Six presents the findings and discussion on the implementation of the social development approach, Chapter Seven concludes with the key findings and areas for future research.

CHAPTER TWO

2. CONCEPTUALISING SOCIAL DEVELOPMENT

2.1. Introduction

In this theoretical review the various definitions of social development and the interpretations thereof are explored. This chapter also critically reflects on the 1995 Social Development Summit and Millennium Development Goals. Lastly, this section concludes with an investigation of the linkages between social and economic development. Thus, in keeping in line with the aim of the research, this chapter provides the theoretical base of social development.

2.2. Demystifying social development: The first step to interpretation

This section starts off with the acknowledgment that the concept social development is not defined in a consistent manner. It outlines various authors' definitions and interpretation of social development. The researcher concludes this part of the literature review by outlining previous research studies undertaken on social development with a view on identifying the common elements found in these interpretations of social development and the related controversies.

Social development is not an easy concept to define. Fouche` and Delport (2000, p.128) claim that even though such an approach has been accepted by the South African government "commitment and support does not automatically ensure that a new paradigm is fully understood and implemented". This statement is supported by Midgley (1995, p.8), who argues that social development is "theoretically under-developed and there is much confusion about what social development means in programmatic terms. Even the term is still poorly defined". Authors such as Murtaza (1995); Cetingok and Rogge (2006); Osei – Hwedie (2007) concur that there is no mutually agreed definition. There is, however, often an agreement on the definition of social development as a process or an outcome (Sullivan, 1994; Cetingok & Rogge, 2006).

Midgley (1995, p.25), however proposes that social development be defined as "a process of planned social change designed to promote the wellbeing of population as a whole in conjunction with a dynamic process of economic development". This definition is also used by Bak (2004), Lombard (2005), Patel (2005), Gray (2006), and Holscher (2008). Neilson (1996, cited in Gray, 1997, p.213) on the other hand, states that "social development draws on descriptive, explanatory and normative theories. It has an interdisciplinary focus and requires planned inter-sectoral cooperation, yet emphasises grassroots participation. It is universal and inclusive, but is specifically targeted at the poorest and most disadvantaged. It is consensus-based, uniting liberal, democratic and socialist

ideologies. In short, social development attempts to be all things to all people". Mbambo (1996, cited in Gray, 1997, p.213) defines social development "as an approach to social welfare and a philosophical framework for welfare services. It consists of planned efforts and processes for social change that are designed to promote the wellbeing of the population as a whole, in conjunction with a dynamic process of economic development". Mbambo's (1996) definition of social development draws heavily from that of Midgley's (1995). Elliot (1993, cited in Sewpaul, 1997) builds on these definitions by explaining that social development transcends the micro/macro dichotomy. It enables social workers to incorporate the full spectrum of their training using therapy, organisational change community development and social action at a micro individual level, community level and within a macro policy environment with the aim of bringing about changes. This reflects that social development requires multi-level intervention strategies (Midgley, 1995 & Murataza, 1995).

Meinert, Kohn and Strickler (in Sullivan, 1994, p.100) define social development as "directed towards the release of human potential in order to eliminate social inequities". Mohan and Sharma (in Sullivan, 1994) further substantiate this by stating that social development is a process of "evolution and transformation" to allow people to maximise their own potential and "become empowered" to live a better life. This view is supported by David (in Cetingok and Rogge, 2006) who refers to transformation that will lead to a state of completeness and harmony within society. Billups and Julia (in Sullivan,1994, p.101) view social development as an "intersystemic and integrated approach designed to facilitate the development of the capacity of people to work continuously for their own welfare and the development of society's institutions so that human needs are met at all levels". Dominelli (1997, p.29) defines social development "as a dynamic way of organising resources and human interactions to create opportunities through which the potential of all peoples – individually and collectively – can be developed to the full". She sums up all these authors' views by stating that the key focus of social development is "putting people first in a world scale".

Gil (1999, p.2) explains social development as "evenly shared, balanced progress of entire populations towards enhancement of the circumstances of living, the quality of life and the quality of human relations". This translates into social development strategies leading to planned improvements in health, nutrition, education and employment opportunities. Gil (1999) further explains that such an approach can be successful only if there is univocal acceptance and implementation of a range of redistributive developmental and social policies.

Marais, Muthies, Jansen van Rensburg, Maaga, de Wet, & Coetzee, (2001, p.vi) take the phenomenon of social development a step further by linking it to the concept of sustainability. Sustainable social development can be defined as "those processes through which the quality of life of a community can

be improved in a sustainable way to the best possible level within the confines of increasing globalization. It is aimed at restoring disrupted relationships between individuals, groups, and opposing communities, as well as the relationship between society and the resources accessible to them." This links up with ASWEA (in Marais, et al, 1996) which acknowledges that survival occurs within a larger environment and social development contributes to positive changes in society so as to make the broader environment at the service of people.

As part of a broader research project undertaken by Green and Nieman (2003, p.161), one of their objectives was to "unravel the concepts and elements of empowerment and social development and to identify success factors that were subsequently considered as criteria for good practice". They identified empowerment, capacity building and evaluation as the essential concepts in social development (Green & Nieman, 2003). The research then looked at common elements considered as criteria for good practice in social development projects. These elements are:

·   Participation in planning, decision making and implementation;
·   Groups, organisation and networks;
·   Learning, training and the acquiring of knowledge;
·   Innovation (Green & Nieman, 2003, p.166).

Green and Nieman did not base their criteria for good practice within a theoretical framework. By the year 2003 when this research was undertaken, social development was a well documented (albeit not clearly conceptualised) subject. It would have been helpful if the researchers further explained their interpretation of social development to enable readers to link the concepts and good practice identified above to the social development approach. This is particularly important as the introduction to their study specifically mentions that the objective of the study was to unravel social development concepts, yet the criteria for good practice are of "specific relevance in community work and community development" (Green and Niemen, 2003, p.166). Social development is not equivalent to community development and it is concerning that best practice criteria for community development should be seen as applicable to social development. The researchers do not recognise social development and community development as separate disciplines.

Fouche` and Delport (2000, p.132) investigated how social development was interpreted by social workers. The results of their study indicated that social workers "interpreted the concept in many different ways". Most of the social workers equated social development with community development with little room for individual intervention – the community was thus seen as central for social development interventions. Lombard (1996) acknowledges that within the social work fraternity the

developmental approach to social welfare was initially interpreted to mean more community work. The social work profession however later recognised community work was a different practice model and did not include statutory interventions, and was therefore not appropriate for all social workers. In fact at a Community Development Conference in 2003, the Member of the Executive Council (MEC) for Social Development in the Eastern Cape Province was met with resistance when she suggested that social workers re-align what they do to what community development workers do (Lombard & Gray, 2008). It appears as if social workers themselves are now identifying the difference between community development and social work, and acknowledging that developmental approaches are not equated to community development.

Another study conducted by Patel and Hochfeld (2008) required them to develop a framework of indicators for a developmental approach. They developed these indicators based on a theoretical assessment of the White Paper for Social Welfare (1997) and the writings on developmental social welfare and social development by James Midgley. In their analysis, the following key concepts were identified as important for social development from the literature (Patel & Hochfeld, 2008, p.195):

· "Rights based approach emphasising social justice, minimum standards of living, equitable access and equal opportunity that features strongly in the White Paper;
· Harmonisation of economic and social policies, informed by Midgley (1995; 1996 & 1997);
· Participation in development focussing on active citizenship and civic engagement;
· Welfare pluralism denotes a key role for state involvement in development initiatives;
· Bridging the macro-micro divide calls for interventions at all levels e.g. individual, family, community."

Patel and Hochfeld (2008) covered a wide spectrum of indicators and this acknowledges that social development does not have a narrow focus, unlike the criteria applied by Green and Nieman (2003). One can, however argue that Patel and Hochfeld's (2008) focus was on the developmental approach, which Lombard (1996) argues is the overarching paradigm of which social development is just a strategy.

An evaluation was conducted by Mullagee and Nyman in 2001 on the Philani flagship programme. The flagship programme was the South African government's response to a social development approach. The vision of the programme was "to establish an enabling environment that promotes human capacity, and ensures self reliance and social well being" (Department of Welfare, 1996). The aim is to facilitate educational and employment opportunities for women and their children to break the cycle of poverty and reduce their potential dependency on the state. In the evaluation, the

following concepts emerged as critical success factors for social development: People centred approach; participation in decision making; inherent strengths; inclusivity; skills transfers; ownership; sustainability; and financial and capital infrastructure. The key principles of the developmental approach are evident in the flagship programme.

Fouche` and Delport (2000, p.10) state that "sharp differences exist about key social development issues…varying points of view on these issues have been expressed". Based on the literature reviewed, the researcher is not in agreement with this statement as the literature reflects a rich description of social development rather than a presentation of conflicting views. Even though the definitions of social development differ, a common set of themes emerge.

Proponents of social development agree that economic growth does not automatically translate into improved well-being of an entire population. Regardless of this, economic development is still viewed as necessary for social development. It is worth noting that not all authors specify economic development in their definitions of social development, but that it is implied. However, authors that draw on Midgley's (1995, 1996 & 1997) definition of social development are more inclined to express economic development in their definitions.

Citizen participation was identified as essential in decision making processes (Neilson, in Gray 1997a). This approach acknowledges that people themselves are resources that should be made productive to bring about the required change to society. It believes that people can be developed to maximise their own potential and eventually be empowered to ensure their own well-being. The ultimate vision of including citizens in the development process is to enable them to become self-reliant (Billups & Julia; Meinert, Khon & Strickler; and Mohan & Sharma; in Sullivan, 1994; Domenlli, 1997; Mullagee & Nyman, 2001; Patel & Hochfeld, 2008).

Social development acknowledges that in order to reach the ultimate goal of well-being for the entire population, an interdisciplinary focus is required (Billups & Julia in Sullivan, 1994; Midgley, 1995 & 1997; Nielson in Gray, 1997a.). Inclusivity is a strong feature of social development in that the focus is on the well-being of the population as a whole rather than on pockets of society deemed worthy of state intervention (Midgley, 1995 & 1997; Neilson, in Gray 1997a; Gil, 1999; Mullagee & Nyman, 2001). Social development requires structured intervention and does not occur naturally as a by-product of market intervention. Interventions do not only refer to government efforts, but also acknowledge that people themselves have an intervening role to play in a conducive environment (Elliot in Sewpaul 1997; Midgley, 1995; Murtaza, 1995).

Process is inherent in a social development approach. It implies dynamic change in both the way social welfare is addressed as well as the outcome for the population. Linked to the notion of process, is that social development initiatives are progressive in its approach and there is a strong belief in social improvements over time (Midgley, 1995 & 1997; Gil, 1999; Marais, et al, 2001).

Even with these common components, Beverly and Sherraden (1997) however acknowledge that the social development approach is not without its complexities and this is reflected in some of the criticisms discussed in the following paragraph.

A criticism of social development is the concept of continuous progress that requires state intervention. Writers such as Robert Nisbet (cited in Midgley, 1997) argue that over the decade in developing countries there has been an increase of oppression, conflict, poverty, etc. indicating that the continuous progress remains a utopian idea. Direct state intervention has also been questioned by authors such as Herbert Spencer (cited in Midgley, 1997, p.202) who felt that state intervention would impede society's natural evolutionary trend towards higher levels of civilisation. This lack of support for social development is often seen from radical right supporters who would rather prefer a residual approach to social welfare with minimal state involvement.

In the South African context the State has a positive obligation as awarded by the Constitution to intervene. The Constitution states that "the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights" [RSA, 1996, clause 27(2)]. This clause, and others very similar to it, features throughout the Bill of Rights in the Constitution. This leaves the South African government with very little choice but to intervene. The other controversy surrounding state intervention is that it interferes in people's natural lives and leads to government control over their lives. Examples of such interference are social programmes that are linked to conditions meant to incentive behaviour change. A popular World Bank initiative is the conditional cash transfer programmes that is found in Latin America countries. In this programme cash transfers are paid to beneficiaries on condition that children attend school and go for regular health visits. In such programmes the state polices individuals and controls the course of their lives to an extent.

Murtaza (1995) explains that the problems of the developing nations are often "malfunctioning economic and government institutions, inappropriate national development policies, lack of control over their own natural resource base, and exploitation by international and national elites" rather than of an individual's own-doing (Murtaza, 1995, p.58). Therefore interventions by the state are justified. Social development requires a collective intervention approach to ensure the fair and equitable distribution of all types of resources in a sustainable manner (Cetingok & Rogge, 2006).

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2.3. Social development goals and principles

2.3.1 The World Summit for Social Development and the Millennium Development Goals – a practical expression of social development goals

At the World Summit for Social Development in 1995 (hereafter referred to as the Social Summit), no official definition of social development was used. The focus was rather on the goals and outcomes of social development. The summit was the first major UN conference focusing specifically on social development and was attended by 117 Heads of States, with former president Nelson Mandela heading the South African delegation (UN, 1995).

Even though the Social Summit did not propose a definition for social development, it still identified the ultimate goal of social development as improving and enhancing the quality of life of all people. The following goals and principles of social development were also highlighted (UN, 1995):

· Development must be people centered development;
· Sustainable development must be promoted, thereby protecting future generations;
· Economic, cultural and social policies should be integrated so that they become mutually supportive;
· Recognise the important role of sound, broadly based economic policies in achieving social development;
· Promote democracy, human dignity, human rights, social justice, non discrimination and solidarity at all levels;
· Promote the equitable distribution of income and greater access to resources through equity and equality of opportunity for all;
· Opportunities must be made available to facilitate communities whereby every member of society is enabled to satisfy his or her basic human needs;
· Empower people to strengthen their own capacities is a main objective of development;
· Assert the universality of social development.

Estes (in Osei-Hwedie, 2007) also identifies the following specific goals for social development: achieving balance between social and economic development; attaining high levels of human development; encouraging the highest participation levels of people themselves in the development process; eliminating absolute poverty; eliminating barriers that oppress the already disadvantaged; creating processes that accelerate the pace of development to meet basic needs; enhancing principles of social justice and promoting peace.

According to Mbambo (1996, cited in Gray, 1997, p.214) the guiding principles of social development are: "equity; accessibility; equality; respect for human rights and cultural diversity; non discrimination; and social transformation". Patel (1992) emphasises the important role of people themselves in enhancing their own well-being and by promoting a culture of self reliance.

To give effect to the stipulated goals and principles of social development, the Social Summit made the following commitments (UN, 1995, p.vii):

- "Eradicate absolute poverty;
- Promote full employment as a policy goal;
- Protect human rights;
- Achieve equality and equity between women and men;
- Accelerate Africa's development;
- Ensure that structural adjustment programmes have social development goals;
- Increase resource allocation to social development;
- Create an economic, political, social and cultural environment that will enable people to achieve social development;
- Attain universal and equitable access to education and primary health care;
- Strengthen cooperation for social development through the UN".

The development of global goals came to prominence in the 1990's through international conferences and world summits. In 2000 the United Nations, through the Millennium Summit, extracted commitments made in various declarations and developed them into what is referred to as the Millennium Development Goals (MDGs) (Vandemoortele, 2007). "The MDG's are quantitative targets that identify progress towards certain minimum standards of well-being and decent living" (Gore, cited in Correll, 2008, p.454). The MDG's support the broader United Nations development agenda, by providing for the following measurable targets (UN, 2005, p.1-2):

Millennium Development Goal	Target
Goal 1: Eradicate extreme poverty and hunger	Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than US$1 a day Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger
Goal 2: Achieve universal primary education	Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling
Goal 3: Promote gender equality and empower women	Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015
Goal 4: Reduce child mortality	Target 5: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.

Millennium Development Goal	Target
Goal 5: Improve maternal health	Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality rate
Goal 6: Combat HIV and AIDS, malaria and other diseases	Target 7: Have halted by 2015, and begin to reverse the spread of HIV and AIDS Target 8: Have halted by 2015, and begin to reverse the incidence of malaria and other major diseases
Goal 7: Ensure environmental sustainability	Target 9: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water Target 11: Have achieved, by 2020, a significant improvement in the lives of at least 100 million slum dwellers
Goal 8: Develop a global partnership for development	Target 12: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system (includes commitment to good governance, development and poverty reduction - both nationally and internationally)

Table 1: South Africa: Millenium Development Goals
Table adapted from: South Africa: Millennium Development Goals Country Report 2005

There are current arguments that suggest that the MDG's are far removed from the commitments made at the Social Summit and are very watered down when compared to goals of social development that were declared at the summit. The South African Progress Report on the MDG's (2010) also note that the measuring progress against these stand alone, and that the goals do not take into account the complexity of intersectoral nature and linkages between the goals, targets and indicators.

The way social development has been interpreted through the MDG's, and the goals and principles developed at the Social Summit, conclude that social development should result in the social welfare of the population as a whole, while emphasising the needs of the most vulnerable. It is important to note that social development is seen as an alternative approach to social welfare that can co-exist alongside a residual or institutional model and does not necessarily have to be seen as a substitute (Rankin, 1997). Midgley (2001) describes social development as transcending the residual-institutional debates to social welfare and offers a different perspective that will call for renewed ways of thinking about social welfare. Murtaza (1995, p.57) states that the very emergence of the social development approach "came from the failures of traditional residual, individual intervention approach". Part of this relates to the view that while residual approaches limit the amount of resources allocated to social welfare, the institutional approach on the other hand requires a dedicated budget, and none of these models are concerned with the economics around resource generation.

2.4. Harmonisation of economic development with social intervention: A defining characteristic of social development

Even with all the development initiatives highlighted above, South Africa's response to poverty alleviation has been inadequate. It is acknowledged that South Africa has been affected by the global economic crisis and is facing a recession for the first time in 17 years. This is however due to pass within the next two years (National Treasury, 2010). Overlooking the current situation, South Africa has seen increases in Growth Domestic Product (GDP) growth rates in excess of five per cent between 2005 and 2007, but this has not been accompanied by a reduction in poverty (National Treasury, 2009). The inability of the economy to create significant employment and reduce poverty has resulted in a dual economy with a large informal or 'second' economy that many citizens depend on for survival. An analysis by the Bureau for Economic Policy and Analysis (BEPA) at the University of Pretoria (2007) points out that although there had been a steady increase in GDP growth prior to the current global economic downturn:

· The trend in employment is still declining thus showing the structural nature of unemployment;
· There has been a downward trend in South Africa's HDI ranking;
· Wage income as a percentage of GDP has declined in recent years;
· Growth in household expenditure due to increased availability of credit;
· The Gini Coefficient measurement still shows high levels of income inequality.

In the mid-2000s, some 40 per cent of the national income went to the richest ten per cent of households, thus reflecting on the levels of inequality (Department of Economic Development, 2010). Prior to the recession, only 44 per cent of the working age population had a job compared to the international norm of 60 per cent. In 2009 alone, 870 000 jobs were lost. Increased job losses are not new to South Africa and are as a result of structural impediments. Between 1985 and 2003 unemployment increased from 10 per cent to 27.1 per cent. The increase in unemployment post 1994 can be attributed to a large pool of new entrants into the labour market with the economy creating only four million jobs for the six million work seekers (National Treasury, 2010). Labour market statistics show that fewer than one in three people without a matric certificate are employed; only 29 per cent and 31 per cent of people in Eastern Cape and Limpopo have jobs; 73 per cent of the unemployed are under the age of 35 years; and females make up 35.4 per cent of the employed population (National Treasury, 2010).

According to the South Africa Government's New Growth Path (2010) in the third quarter of 2008 half of all employed people earned less than R2500 a month and over a third earned under R1000 a month (adapted from Statistics South Africa) (Department of Economic Development, 2010).

The country's high levels of poverty and inequality give rise to other social pathologies such as crime, substance abuse and HIV/AIDS. These issues are briefly discussed below.

Although multiple factors make all sectors of society vulnerable to crime, it has been argued that poverty and unemployment increase both the rate of vulnerability to criminal acts and the probability of coming into conflict with the law (Umsobomvu Youth Fund, 2006). The Victim Empowerment Policy supports this relationship between poverty and crime. It states that "factors such as the massive gap between the rich and the poor in our society combined with high levels of alcohol and other substance abuse, unemployment and the legacy of apartheid result in unacceptably high levels of crime and violence, and vulnerability to crime" (Department of Social Development, 2005, p.8). According to an HSRC study (2007, p.16), "the increase in substance abuse on the African continent and other developing country contexts tends to correlate with the overall social and economic problems experienced including poverty, unemployment and underemployment".

Poverty and inequality, particularly gender inequality, are identified as key factors in increasing vulnerability of HIV infection. Surveys show that risk factors for HIV/AIDS are closely related to experiences of poor education, unemployment, discrimination, violence, and crime (HSRC, 2002). These findings suggest that HIV prevention strategies should not respond to AIDS in isolation from other social problems, but as an interconnected part of a larger fabric of social ills. The UN Civil Society plenary session held in June 2010, noted that violence against women is increasingly acknowledged to be both a consequence and a cause of poverty among women and children even though the evidence of the linkages between poverty and violence is not conclusive. It is, however, noted that violence against women is a cause and consequence of economic dependence for women (Statistics South Africa, 2010).

These are a few of the consequences of the inability to effectively implement a social development response. The needs of the poor and vulnerable cannot be addressed through a purely residual approach to social welfare. Treating a social pathology will not yield sustained results as long as the cause that leads to the pathology in the first place has not been addressed. What is required are preventative methods rather than curative, and this should be at a macro planning level. South Africa also requires an approach that will address the needs of the majority of the population and that will ultimately result in the overall well-being of its citizens. It is therefore, essential that government re-orientates its approach to dealing with the current development challenges. A critical component of

this is unified social and economic planning. Holscher (2008) however suggest that government does not have the political will to coordinate their economic and social planning and this could compromise the country's commitment to a social development approach. In order to have a more equitable and inclusive society, South Africa has to focus on addressing unemployment as its key strategic pillar to addressing poverty. Such a strategy is not a pure economic response. As stated in the Budget Review (National Treasury, 2010, p.47) "broadening economic participation assists in curbing dependency, countering crime, and reducing poverty, illness, alienation, mental stress and social exclusion".

The defining characteristic of social development is the integration of social and economic development. The Social Summit identified the interdependent and mutually reinforcing relationship between social and economic development. It noted the important role economic activity played in social progress, but acknowledged that free market intervention would not necessarily yield the desired level of social well-being (UN, 1995). State interventions through public policies (a definitive role for the state) are necessary to address market failures and therefore maintain a minimal level of societal well-being. Midgley's (2001, p.242) thinking on the harmonisation of economic development and social policy is closely aligned to the discussions at the Social Summit and identifies social and economic policies as "mutually reinforcing". Midgley and Tang (2001, p.246) state that "social development cannot take place without economic development, and economic development is meaningless if it fails to bring about significant improvements in the well being of the population as a whole". The White Paper for Social Welfare (RSA, 1997, p.4) reinforces this thinking and states that "equitable social development is the foundation of economic prosperity, and economic growth is necessary for social development". While social development challenges the neo liberal notion that social interventions are incompatible with economic progress, it acknowledges the importance of economic growth for social welfare (Midgley, 2001), but the approach does not agree with a trickle down approach to development. Social development is interdisciplinary in nature in that it marries economic and social development alongside the macro political framework (Midgley, 1997).

 The social development approach takes cognisance of the concept of distorted development. Midgley (2001, p.241) defines this phenomenon when "the development process has been distorted, creating a situation in which economic growth has not been accompanied by concomitant degree of social progress. Distorted development is manifested in rising poverty, enhanced income inequalities, low health status and the exclusion of sections of the population from full participation in the development process".

To counter the effects of distorted development, the Social Summit proposed ways in which economic growth and the interaction of market forces could be more conducive to social development. It is

important for opportunities to be created for all people by reducing barriers and improving access to information. This will facilitate people to participate in the market economy and thereby engage in economic activities and enhance their social well-being. This also requires the possible regulation of markets to ensure that economic benefits are equitably distributed "mitigating any negative impacts posed by market forces and implementing complementary policies to foster social development" (UN, 1995, p.48). The support of small-scale and micro-enterprises, particularly in rural areas, as well as subsistence economies through linking them to larger economies is a strategy that can be implemented to promote sustainable economic growth. This should be coupled with investment in human capital development through health and education initiatives. Adopting long-term strategies to ensure substantial investment in the construction and maintenance of basic infrastructure go hand in hand with investment in health and education. This in turn will benefit people living in poverty (UN, 1995).

Midgley and Tang (2001a, p.246-247) use the above conditions to develop the following distinct principles and strategies to conceptualise the integration of social and economic development.

· "The creation of organisational arrangements at a national level that harmonise economic and social policies within a comprehensive commitment to sustainable and people-centred development. This requires government agencies that develop social policies and those involved with economic development to have regular engagement and consult each other when making decisions;

· The adoption of macro-economic policies that promote employment and attain people centred economic development. This entails the development of programmes that facilitate job creation and also address blockages that individuals face thereby excluding them from the development process;

· Social programmes should be investment oriented or 'productivist' by promoting economic participation and generating positive rates of return to the economy".

The last principle is by far the most challenging in applying a social development approach. This is at the heart of social development – integrating that which is traditionally social with what makes economic sense. It calls for creative thinking on behalf of social scientists, economists and entrepreneurs. Central to this principle is the development of human capital thus enhancing human capabilities and potential. The social development approach is also known as the "social investment or productivist approach" (Midgley, 2000, p.437). The productivist approach focuses on investing in human capital; employment programmes; social capital and asset development. Other elements

include the importance of cost effective social programmes and removing barriers to economic participation (Midgley 1999; Midgley & Tang, 2001a, p.248-250).

It is, however, the productivist approach that certain schools of thought criticise. There is the sentiment that imposing economic principles on social programmes will not be possible. Its focus is on long term sustainability and is often explained as "teaching someone to fish rather than giving a person the fish" (Mullagee & Nyman, 2001 p.3). Interventions promoting social development are focused on preventative measures rather than curative approaches and this is a move away from treating the individual. Authors such as Titmuss (1974) and Arndt (1978) in Midgley (2005) are not in agreement that a focus on economic development will benefit the vulnerable in society, especially those with special needs who cannot function within the productive economy. This view is also felt by Jacques (as cited in Bak, 2004, p.87) "because it may be contradictory to the need to protect the individual, and consider his/her needs for care and support". Sturgeon (as cited in Brown, & Neku, 2005, p.310) shares this view and states that the developmental approach "does not allow for micro level interventions, specifically casework". This will also result in a move away from specialist services to more generic social services.

The White Paper (1997) does not refer to doing away with the residual approach in its entirety. It appears as if "continuity of existing services whilst at the same time re-orientating such services towards developmental approaches" as stated in the Preamble to the White paper (RSA, 1997) appears to be lost in discussions on social development. This phrase should signify that this approach is integrated and encompasses aspects of all the models to social welfare. In fact, the White Paper (RSA, 1997) goes on to say that developmental services "should include rehabilitative, preventative, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning". The definition of a developmental approach by Gray (1996, p.9) also speaks of a "multi faceted approach".

2.5. Conclusion

This chapter provided a detailed account of various author's interpretation of the social development approach. It highlighted that numerous definitions are used but also that these definitions do not serve to contradict each other. Instead they collectively provide for a comprehensive theoretical framework. To give practical expression to the goals of social development, the MDG's were presented. The concept of distorted development was explored due to its relevancy for the South African context and this contributed to the debate on the harmonisation of social and economic development. The mutually reinforcing nature of social and economic development is also clearly demonstrated in this chapter.

CHAPTER THREE

3. OVERVIEW OF KEY POLICY DEVELOPMENT INITIATIVES IN SOUTH AFRICA INFLUENCING THE CONCEPTUALISATION AND IMPLEMENTATION OF THE SOCIAL DEVELOPMENT APPROACH

3.1. Introduction

South Africa is only one of a few countries world-wide that have adopted a social development approach (Lombard, 2008a). The social development approach in South Africa today is framed broadly by the Reconstruction and Development Programme (1994) (hereafter referred to as the RDP) and more specifically by the White Paper for Social Welfare (1997) (hereafter referred to as the White Paper). In addition to these policy frameworks, the social development approach was also influenced by the Growth, Employment and Redistribution Programme (1996) and the Accelerated and Shared Growth Initiative of South Africa (2006) thus reflecting the linkages between social and economic development. The Integrated Service Delivery Model for Welfare Services (2006) and the Policy on Financial Awards to Service Providers (2004) also sets the tone for the implementation of social development and is therefore reviewed in this chapter. The policies are presented in chronological order.

3.2. Background

Prior to 1994 there were many debates on what development path the South African government should adopt to redress the social and economic effects of apartheid. Two approaches emerged, one of them being the *normative economic model* and the other more focussed on social democratic experiences. The normative economic model could be captured through the slogan "redistribution through growth" (Lesufi, 2002, p.287) signifying that redistribution would follow on from economic growth through the 'trickle down' effect and the state should have a very limited role. This initiative was very different from the social democratic approach which favoured an active role of the state in reconstruction and development and was characterised by the slogan "growth through redistribution" (Lesufi, 2002, p.287). Former Trade and Industry Minister, Alec Erwin, (cited in Lesufi, 2002, p.287) summed up these two approaches stating that the first approach "stresses the revival of profitability as paramount and redistribution as a secondary consequence of this" whilst the second approach stresses "redistribution as the basis for viable, profitable, and long term growth of the economy".

Whilst these debates were flaring, the South African economy was faced with a huge budget deficit, minimal foreign reserves, high interest rates, and inflation at about 15 per cent (Naidoo, 2006). The

mining sector also was in a decline due to diminishing gold reserves. At the onset of democracy, World Bank economists in 1994 singled out South Africa as an 'outlier' in terms of its unevenness in income distribution identifying it as one of the most unequal societies in the world. At the time, the per capita income of whites was 9.5 times greater than Africans. Approximately ten per cent of the poorest population received one per cent of the population's income while the richest ten per cent received forty-five per cent (Hirsche, 2005).

Job shedding gained substantial traction following South Africa's readmission to the global economy, in part due to key reforms in the country's agricultural and mining landscape. In line with the international trends at the time, approximately two thirds of South Africans were in employment in the 1970s. Conversely, fewer than half of the country's population had fulltime employment by the early 1990s (Department of Economic Development, 2010). Despite improvements in employment creation post democracy, South Africa ranked amongst the top ten countries with the lowest employment level in the world. The global economic downturn resulted in severe job losses with employment dropping by a million jobs from the end of 2008 to the middle of 2010. "As a result, the employment ratio fell back from a high of 45 per cent in 2008 to 41 per cent in 2010 – virtually the same level as in 2002, before the economic boom started" (Department of Economic Development, 2010, p.5).

3.3. Reconstruction and Development Programme

Faced with this bleak situation to the run up of the 1994 democratic election, the African National Congress looked to other parts of the world to find 'solutions'. The resultant 'solution' was a demand driven approach based on interventions adopted by Europe after the Second World War and the United States after the Great Depression. Core to this approach was large infrastructure programmes, increased public investment, increased public sector employment and higher social security spending. The vehicle for this demand driven approach was the Reconstruction and Development Programme (RDP) that proposed the building of houses, provision of basic services, land reform and increased employment in the social sectors (Naidoo, 2006).

The RDP was South Africa's first post apartheid social and economic policy. It first emerged as the African National Congress (ANC) election manifesto in 1994 and was known as the RDP base document. The RDP base document was widely consulted. It was largely based on the needs and desires expressed by people attending wide reaching people's forums. The RDP was developed as a direct response to the views expressed by people themselves. The RDP "is an integrated and sustainable programme, a people driven process that aims to provide peace and security for all, build the nation, link reconstruction and development and deepen democracy" (Cook, 1997, p.41).

The main objectives of the RDP were to make provisions so that the basic needs of people could be met while also building the economy. The RDP also acknowledged the importance of developing the human resource base of the country that could be mobilised towards democratising the state and society. The RDP (RSA , 1994), in explaining the meaning of development, makes reference to freedom, improved standard of living and quality of life and equitable economic growth. The central and most fundamental message of the RDP was that economic development cannot be seen in isolation from an overarching development framework, and that growth and redistribution should form part of a single integrated programme.

The RDP is characterised by a liberalist paradigm. Liberalism purports the view that continuing change will bring about progress. It also believes in the innate ability of people, i.e. if the basic needs are met, the potential of people will be endless. Liberalisms also acknowledge that the potential of people can be limited by structural impediments and that it is the government's responsibility to intervene and provide a conducive environment in which people can function (Kirst – Ashman, 2007). Regardless of these liberal elements, the RDP also identified sustainable economic growth as a catalyst for development. The vehicle to meeting human needs was the marrying of economic growth with social interventions – each playing an important role and neither taking precedence. The RDP documents referred to terminology such as sustainable results, people centred, participation, people driven, inherent strength, self reliance, basic needs, integrated approach, holistic, etc. These are all in line with the social development approach to social welfare.

Unfortunately, the ideals of the RDP (1994) faltered due to various reasons. Some of these can be attributed to a lack of income injection, lack of capacity on behalf of the state, and the inability of domestic supply to meet the demand. The crux of the theory behind the RDP was that by building and electrifying a house, a demand for televisions and kettles would be created and the factories making these goods would employ more people. "The reality is that while demand for kettles and stoves did rise, the kettles were more likely to be made in South Korea and not at home. Jobs would be created, but in Korea, not at home" (Naidoo, 2006, p.112). A criticism of the RDP was that its approach such as the provision of housing, basic services, and school nutrition would improve social conditions, but this alone would not tackle the more pressing issue of poverty and deprivation. At the time of implementation of this approach, the economy was expected to grow between four and six per cent but in reality this averaged out at about 2.5 per cent (Gray as cited in Midgley, 2001). In the late nineties, the need to grow the economy at a faster rate began to dominate. This agenda was also pushed by economists from the Reserve Bank who exuded greater influence than before in government. Thus in 1996, after a mere two years, the RDP ceased to be the country's guiding macro economic

development framework (Midgley, 2001) and was replaced by the Growth, Employment and Redistribution Strategy (GEAR).

3.4. Growth, Employment and Redistribution Strategy

The Growth Employment and Redistribution Strategy (GEAR) is a neoliberal stabilisation policy with a focus on macroeconomic stability and with a lesser emphasis on social issues. GEAR saw prudent fiscal policy as the means to which poverty and inequality would be addressed. One of the key initiatives was the reduction of the budget deficit thereby reducing that claim of interest payments on the budget. This would leave more room for government to spend on other expenditure categories such as social expenditure. Other initiatives included reduction in tariffs; restructuring and privatisation of state assets; moderate wage demands; prudent monetary policy; and infrastructure investment (Department of Finance, 1996). GEAR saw economic growth as the core criterion for the reduction in poverty and inequality. Employment was the lever to achieve this and GEAR presupposed that through employment, inequality would be reduced (Weeks, 1999). As Streak suggests (2004, p. 273) "the two key development outcomes – poverty and inequality reduction – are dependent on a virtuous cycle of private investment-led growth and increased labour market flexibility that reduce poverty and inequality via employment creation".

GEAR was an attempt by government to stabilise the economy and yield greater economic growth. This macroeconomic policy was criticised by many and the government was accused of bowing to the will of the private sector. It was viewed by the trade unions, civil society and other stalwarts of the liberation movement "as a conservative to neo liberal economic policy that contradicted the government's commitment to social goals" (Patel, 2005, p.315). Hirsch (2005) defended the government's GEAR policy stating that there was no choice but to stabilise the rising debt levels before they reached unsustainable levels. Whilst borrowing from the World Bank and International Monetary Fund was an option, the government was not prepared to risk these institutions having a stake in the way the country was managed.

In terms of its key objective, GEAR yielded macroeconomic stability. The government reduced its borrowings resulting in low debt levels and reduced interest payments – to just mention a few positive outcomes of GEAR. Government avoided a debt trap and could afford a higher level of non-interest expenditure. Growth averaged at about three per cent during the first decade of freedom, from 1994 to 2004, a considerable improvement on the decade before 1994 when growth averaged at one per cent. Since 2004, growth has exceeded four per cent per year, reaching about five per cent in 2005 (National Treasury, 2006). The period 2001 to 2006 demonstrated an impressive picture of economic credibility.

A prominent feature during this period was the strong non interest public spending with a budget surplus in 2006 – the first in over 50 years (Naidoo, Stott, Willcox, Makgetsi, 2008). "Through prudent management of spending priorities and measured steps in preceding years to lower South Africa's current and future debt burden, fiscal space for the expansion of spending had been created" (Naidoo et al, 2008, p.19). The budget deficit to GDP ratio fell by more than the targets set in GEAR, and was reduced even further to a low 0.5 per cent of GDP in 2001 (National Treasury, 2002).

Regardless of these indicators of macroeconomic stabilisation many microeconomic blockages to further economic growth were still apparent. These include factors such as: low skills base; spatial development patterns; poor transportation systems; high poverty levels; low productivity; low efficiency levels; and high levels of crime. In addition, employment creation during the GEAR period was poor and private investment failed to take off (Manuel,in Streak, 2004). The jobs to be created from economic growth and private sector investment would not cater for the mass of unskilled labour due to the skills shortage, thus emphasising the importance of skills development. There was a definite requirement by government to provide safety net programmes to provide income relief to the poor. Unfortunately GEAR downplayed the importance of investing in social services in favour of growth and redistribution (Michie & Padayachee, 1998). "Gear failed to see that development theory and economic history illustrate clearly that a heavy reliance on sound macroeconomic policy, liberalisation and efficiency reforms and private sector investment was unlikely to produce rapid growth and development in South Africa" (Streak, cited in Streak, 2004, p.282). This again clearly reflects a strong need for a social development agenda alongside the requirement for macroeconomic stability. The platform for a social development agenda has been laid with the advent of macroeconomic stability and is only through such an approach that the microeconomic challenges can be unblocked.

3.5. The White Paper for Social Welfare

Historically the provision of welfare services was in line with what is known as the residual approach. Residual welfare services are in line with neo-liberal and conservative philosophy that argue for "limited government intervention, free markets, economic liberalisms, privatization, and individual responsibility for well being" (Patel, 2005, p.25). The nature of services provided is reactive and short term with little emphasis on long term preventative behavioural changes. The residual approach is often associated with stigmatisation and is remedial in nature (Lombard, 1996). A common view from proponents of the residual approach is that resources be allocated to productive areas that can contribute to economic growth rather than to individuals who will develop a dependency on state intervention. The inadequacy of such an approach was one of the driving forces in developing the White Paper.

The central feature of the White Paper was the proclamation of a paradigm shift of welfare services to have a developmental focus. The White Paper (RSA, 1997) outlines the critical problems within the welfare sector that necessitated a development approach to social welfare. Firstly, there was no consensus on what a national welfare policy should encompass or how such a policy should relate to the broader principles of reconstruction and development. Secondly, the welfare sector was characterised by racial, gender and geographic disparities rendering services inaccessible to people who needed them most. Thirdly, information on the need and impact of welfare services was fragmented. This was further complicated due to welfare services being administered by 14 different administrations leading to fragmentation, duplication, inefficiency and ineffectiveness. Fourthly, there was a lack of stakeholder participation in decision making processes resulting in a top down approach to policy development. Fifthly, the design of welfare programmes was inappropriate to the emerging needs of the majority of the population. Programmes were specialist in nature and provided largely rehabilitative and institutional care. There was little room for holistic programmes with a preventative and developmental focus. Lastly, social welfare programmes were under-resourced as they were considered as non-critical and a drain on resources that otherwise could have been used towards economic activities.

The goal of a developmental approach to social welfare according to the White Paper (RSA, 1997, p.2) is to "facilitate the meeting of basic human needs, release people's creative energies, help them achieve their aspirations, build human capacity and self-reliance, and participate fully in all spheres of social, economic and political life". Patel (2005) explains that the developmental approach is informed by a rights based approach to development through the harmonisation of economic and social development initiatives. It also involves the reorientation of services from a specialist micro level to a generalist macro perspective. In this way welfare services will be more cost effective and have a better impact. To assist with such an approach, a range of social service professionals will be required from within government, thus reflecting a definite role for the state, as well as from partnerships with civil society (Patel, 2005).

The White Paper also proposes an integrated approach to social welfare. The phrase "continuity of existing services whilst at the same time re-orientating such services towards developmental approaches" as stated in the Preamble to the White paper (RSA, 1997, p.2) should signify an integrated approach that encompasses aspects of all the models of social welfare. The White Paper (RSA, 1997, p.4) also emphasises the interdependent relationship between social and economic development. It goes on to say that "social development is the foundation of economic prosperity, and economic growth is necessary for social development". This is followed by the acknowledgement that

the resource base is limited and that tradeoffs are required between investment in economic growth and social programmes and that social expenditure can only increase alongside economic growth.

The White Paper was focussed on transforming the South African social welfare paradigm from residual to developmental. Whereas the guiding principles of the White Paper are in line with the goals and principles of the Social Summit, developmental social welfare purported by the White Paper is firmly rooted in development theory. Social development on the other hand arose out of a practical need to respond differently to the social welfare needs of largely African communities. It emerged in West Africa and was supported by the British colonies (Midgley, 1997). While social development and developmental social welfare are similar concepts, they are not necessarily interchangeable. In this study, social development is broader than developmental social welfare reflected in the White Paper. Regardless of this difference, the White Paper is still an important social development policy instrument and therefore bears relevance for this study.

One cannot ignore that the White Paper was released after GEAR and the focus on 'less expensive' developmental initiatives may have been a response to tighter fiscal controls promoted by the GEAR policy. The White Paper encouraged the introduction of economically viable projects that would contribute to sustainable development and alluded to government support as a measure of last resort. Whilst in theory this may have been the ideal according to the White Paper, in practice budget allocations to the social development sector (provincial and national departments of social development) painted a very different picture. If one looks at spending in the social development sector, it is still largely skewed towards social security transfers and traditional social welfare services. Very little in-roads have been made in resourcing developmental programmes. In the year 2006, social security was formally nationalised into an agency, providing a very good opportunity for the sector to focus on the developmental objectives perpetuated in the White Paper. To date, there is very little evidence of this. This certainly allays fears of the White Paper signifying a shift away from programmes that do not yield economic benefits but it does highlight the sector's lack of appetite to re-orientate the service it delivers. The question is whether it is just a matter of lack of implementation or a more strategic issue at a higher political and administrative level.

A key area in which the White Paper has failed is the extent to which it has addressed the structural causes of poverty and inequality. This can be explained to some extent by the role social service professionals perceive themselves as having in addressing poverty and inequality. These practitioners have a clear role to ensure that projects and programmes they are involved in reflect the commitments of the World Summit on Social Development and the Millennium Development Goals.

3.6. Accelerated and Shared Growth in South Africa

According to former President Mbeki (2006), in his 2006 State of the Nation Address, the Accelerated and Shared Growth in South Africa 2006 (AsgiSA) is "…not intended to cover all elements of a comprehensive development plan". Rather, it is a "…limited set of interventions…" to serve as a catalyst for accelerated and shared growth. The intention of AsgiSA was to halve unemployment from 28 per cent in 2004 to 14 per cent by 2014, and to halve the poverty rate over the same period. For this to be achieved, growth needed to average at least 4.5 per cent between 2005 and 2009, and at least 6 per cent from 2010 to 2014. Average economic growth was 5 per cent between 2004 and 2007 and 3.1 per cent in 2008 (National Treasury, 2009). Former Deputy President Phumzile Mlambo-Ngcuka identified AsgiSA as a package of specific, short-term initiatives to take the restructuring of the South African economy forward by removing "binding constraints" and identifying "growth points."

Government's AsgiSA policy recognises the importance of economic growth and employment creation. This policy document is hugely focussed on addressing both the skill shortage that is contributing to structural unemployment as well as moving people from the marginalised informal sector into the mainstream. One initiative is to target unemployed graduates for employment and learnerships. This is being supported by the Umsobomvu Youth Fund that has a system in place to register unemployed youth on their database. Particular measures for the youth include (Presidency, 2006, p.9):

·   "Setting up 100 new youth advisory centres;
·   Enrolling at least 10 000 young people in the National Youth Service;
·   Enrolling 5 000 volunteers to act as mentors to vulnerable children;
·   Expanding the reach of our business support system to young people;
·   Intensifying the Youth Co-operative Programme;
·   Closely monitoring the impact of our programmes on youth skills training and business empowerment as an integral part of our national effort".

The likelihood that AsgiSA's main target of halving unemployment by 2014 is highly improbable. The Human Sciences Research Council's (HSRC) employment scenario shows that an average growth rate of between 3 per cent and 4.5 per cent until 2014 would leave unemployment at between 21% and 28% respectively. The study found that targets would only be met if the economy moved into a growth rate of six to seven per cent or more on a sustainable basis (Lunsche, 2010).

3.7. Policy on Financial Awards to Service Providers

The Policy on Financial Awards to Service Providers, 2004 (PFASP) was developed by the national Department of Social Development and its key aim was to facilitate the transformation of social welfare services. The policy outlined criteria that NPOs need to meet to access government funding for the social services they deliver within the social development spectrum. It was seen that through meeting this criteria for funding, NPOs working within the social development paradigm would transform their approaches to be more developmental. "Hence, the ability to access funding for their services from government is linked to the extent to which NPOs have transformed according to the criteria: the more they have 'transformed', the greater their chances of accessing funding" (Dutschke, 2007, p.30).

The PFASP has been heavily criticised by the NGO sector as being out of touch with reality. The NGO sector was not satisfied with the level of consultation and cited this as compromising the partnership between NGOs and government. Whilst NGOs support the advancement of prevention services this cannot be to the detriment of protection services. Protection services deal with emergency and crisis situations. "NPOs cannot be asked to take their limited funding away from crisis situations to focus on primary prevention and early intervention services under these conditions" (Dutschke, 2007, p.30). Government currently does not provide adequate protection services and relies on the NGO sector to fill in the gap. If government was in a position to take full responsibility for protection services this will leave NGOs with the resources to focus on prevention services and to expand services into rural areas. Urban areas are continuously becoming more densely populated placing greater demand on social welfare services and it would thus be short sighted to shift services away from urban to rural areas.

The PFASP places the responsibility of transformation squarely on the shoulders of the NGO sector without providing them with the requisite support. The NGO sector is of the opinion that government should have provided them with some type of financial assistance to support the move towards a developmental approach (National Welfare Social Service and Development Forum, 2004).

3.8. Integrated Service Delivery Model for Developmental Social Services

The national Department of Social Development has developed an Integrated Service Delivery Model, 2006 (ISDM) as a framework for the delivery of developmental social welfare services. It proposes a "multi pronged approach aimed at addressing the social welfare and development needs of target groups in a holistic and integrated manner" (Department of Social Development, 2006, p.16). The aim is to meet the short term emergency needs of vulnerable individuals and communities while assessing the cause and effect of their vulnerability, recognising their strengths, and developing appropriate

strategies for sustainable socio economic development. It draws linkages between all the approaches and signifies the need for a holistic system to address the overall wellbeing of individuals and the broader community. All services are aimed at promoting the optimal functioning and the reintegration of beneficiaries into mainstream society.

The ISDM acknowledges that the concept 'developmental social welfare services' has been open to debate, misunderstanding and misinterpretation. The Service Delivery Model seeks to provide clarity on the nature, scope and level of services in the developmental social services sector but explicitly excludes social security. The ISDM serves as a guideline for social services within the context of a developmental paradigm and serves to support the implementation of the White Paper (1997).

The rationale for the Service Delivery Model is as follows (Department of Social Development, 2006, p.13):

·   "It provides a framework for transformation towards a developmental approach to social service delivery;
·   It presents a set of values that are necessary for the re-conceptualisation and transformation of social service delivery;
·   It provides the basis for the reconstruction of social development institutions;
·   It provides for ongoing learning and insight into a shared vision for the developmental social services sector".

The model emphasises partnerships with other government agencies and the importance of integrated services. This is especially important in light of prevention services often falling within the mandate beyond the social development sector. Whilst this is a point of emphasis in the ISDM, the model does not propose any mechanism for interdepartmental collaboration. The ISDM may not be the appropriate document to outline the different roles and responsibilities of all role players in social welfare service delivery, but it should at least identify the services where more than one role player is required and delineate the role of the Department of Social Development. While inter-departmental collaboration is essential, so is intradepartmental collaboration. This is especially the case since the ISDM mentions the importance of other cadres of social service professionals beyond social workers (Department of Social Development, 2006). Within the Department of Social Development there must be clear delineation of roles and responsibilities between the different categories of workers to allow them to work alongside each other and not feel 'threatened'. The ISDM should attempt to outline these roles and responsibilities.

A significant weakness of the ISDM is its attempts at adding community development as a delivery arm of the developmental approach. The content on community development is captured as an 'add-on' and is not integrated within social welfare services. "Although the document is founded on the shift to a development paradigm, there is a lack of clarity as to how broad-based community development which puts people and communities at the heart of development fits into the ISDM" (Gauteng Welfare, Social Service and Development Forum. 2006, p.13).

An important initiative in the ISDM is the development of norms and standards for the social welfare sector. The main reasons for having norms and standards are as follows (Department of Social Development, 2006, p.59):

·   "To increase operational efficiency and effectiveness by measuring performance against them;
·   To standardise the quality of service given to all citizens at national, provincial, regional and district levels".

3.9.   Conclusion

The policies identified above account for both key social and economic policies developed in South Africa that has framed the social development approach. Whilst the RDP and the White Paper provided the overall direction for a developmental approach to social welfare, this had to be concretised further to aid the delivery of services. The Department of Social Development proceeded with the development of the Policy on Financial Awards to Service Providers and the Integrated Service Delivery Model. The latter policy document was concerned with the type and nature of services to give effect to the developmental approach whereas the PFASP was concerned with the funding of social development services. In line with important linkages with economic development, the researcher felt that it was prudent to account for the key policies on economic development and therefore the objectives and principles of GEAR and AsgiSA were outlined.

CHAPTER FOUR

4. METHODOLOGY

4.1. Introduction

This chapter focuses on the methodology adopted during the research process. Included in this chapter is:

· Research design;
· Study population;
· Sampling procedure;
· Research instruments;
· Pretesting;
· Data collection;
· Data analysis;
· Trustworthiness;
· Limitations;
· Ethical considerations

4.2. Research design

The study used a qualitative enquiry approach with an exploratory design. Research design here refers to "the plans or procedures that allow the study's goals to be achieved" (Padgett, 1998, p.28). While a quantitative research design represents a structured approach to research, a qualitative research approach is often characterised by its flexibility and the need to move back and forth between different stages. It is, however, important for a researcher to demonstrate trustworthiness and credibility within such a flexible approach. This is demonstrated later on in the chapter.

Babbie and Mouton (2001) describe qualitative research as having a detailed encounter with participants; making use of a small number of cases; and having flexibility in the research design allowing the researcher to make changes if required. This approach places a high degree of trust in the researcher to produce objective and unbiased results (Neuman, 2000). It is often a non-numerical approach that investigates the underlying meaning of various phenomena. There is also often a link between qualitative research methodologies and exploratory research designs (Marlow, 1993). In order to respond to the objectives of this study, a high degree of exploration was required of which a quantitative approach would not have yielded the desired outcome. Hence, for the purpose of this

study, a qualitative approach was deemed most appropriate due to the open-ended and detailed nature of the research questions.

Exploratory research strategies are used to gain insight into unknown territory where little is known or when a researcher wants to test the feasibility of undertaking a similar more in - depth study (Marlow, 1993). A shortcoming of this strategy is that findings from an exploratory study cannot be generalised to other settings or environments (Neuman, 2000; & Marlow, 1993). To date, based on the literature reviewed, no known study has been undertaken to assess the understanding senior officials in the national Department of Social Development have of social development. The purpose of this research study was thus not to generalise findings, but rather to gain in-depth insight into how these officials understand social development. The results of the study provide a detailed account of this. Critical also to this study was the identification of follow-up research that would further enhance the implementation of a social development approach.

Semi-structured interviews were conducted with senior officials employed within the national Department of Social Development. These interviews focussed on the respondents' interpretation and understanding of social development as well as identifying implementation challenges. Semi-structured interviews were also conducted with key informants who had been identified as experts in the field of social development. The key informant interviews assisted in conceptualising social development and provided a richer interpretation of the concept. The intention of including them in the study was to provide the researcher with a solid interpretation of the meaning of social development and transposing this against the interpretation of respondents.

4.3. Study population

The sample population was made up of all senior managers involved in social development policy (thus excluding those involved in non-core support functions such as finance, human resources, and operations management) employed within the national Department of Social Development at the time of planning for the interviews. The intention was to include a representative from each of the different work streams as research participants rather than to interview all senior managers. Senior managers constitute directors, chief directors and deputy director generals within the government system. A breakdown of the study population sampled is provided in Table 2 below.

Category of senior management	Number interviewed
Director	2
Chief Director	5
Deputy Director General	2

Table 2: Occupational profile of respondents

These senior managers as a collective covered the following work streams: Community development; sustainable livelihoods; HIV/AIDS; care and services to children; Care and services to older persons; care and services to persons with disabilities; development of service standards (integrated service delivery model, financial awards policy, norms and standards); and social policy.

4.4.   Sampling procedure

Sampling is the process by which a researcher selects the subjects to be included in the study. A non probability purposive sampling (also known as judgmental sampling) strategy was applied to select the informants and senior government officials. This is common in qualitative designs (Padgett, 1998). Purposive sampling ensures that the "sample includes elements that are directly relevant to the problem being studied" (Marlow, 1993, p.113). Senior officials employed within the field of social policy, integrated community development and social welfare services were selected to participate in the research. The purposive sample was drawn based on the judgement of the researcher and purpose of the study (Rubin & Babbie, 2005). Such a strategy was adopted as the study called for a particular focus on senior officials within the national Department of Social Development who were involved in social development policy. When purposive sampling is applied, the research is often designed to gain a deeper understanding of a phenomenon rather than to generalise to the broader population (Neuman, 2000). The small sample size also limits the ability to generalise. The inability to generalise is acknowledged as a limitation of the study but the objective of the study was not to generalise the findings. All this is in line with the principles of a qualitative enquiry and exploratory design.

The researcher has been employed within the government social development sector at a policy development level for five years and this assisted in gaining access to the senior officials. As part of the ethical process and before the interviews commenced, permission to undertake research within the institution was obtained from the Director - General of the Department of Social Development. The objectivity of this existing relationship between the researcher and the interviewees was considered and careful measures were taken not to compromise the research process. There was no employer-employee relationship between the researcher and the respondents and they were not employed within the same workplace. It is important to mention as it demonstrates that the researcher had no coercive role or influence over the respondents.

A second sample was drawn from key informants in the field of social development. These informants assisted the researcher in further conceptualising social development thereby providing for a richer interpretation of the concept. Key informants in the field were selected from published academics as well as individuals who have been employed in the field of social development at a policy-making

level. All informants were selected from the Gauteng province. Three key informants participated in the study. Unfortunately not all the key informants that were identified for the purposes of this study could be interviewed. The researcher is of the opinion that their input would surely have added great value to the study, however the data gained from the informants who did participate was plentiful.

All key informants were female while two of the nine research participants were male. All respondents were over the age of 40 years and were therefore not initially trained in the development paradigm. They all however, had a combination of implementation and policy development experience.

From about the fifth interview very few new ideas or thoughts were forthcoming from the interviews. The researcher however continued with the interview process. Two senior officials were not available to be interviewed. Thus only nine interviews were conducted but their work streams were covered by other interviewees. However, this did not have a major influence on the findings due to the researcher having reached a saturation point were no new information was being retrieved from respondents.

4.5. Research instruments

Two semi-structured interview schedules were developed to cater for the difference in scope between the interviews with senior officials (see Appendix A) and the key informants (see Appendix B). The semi-structured nature of the interviews kept the researcher on track and ensured that the focus remains on the subject at hand. It also allowed the researcher to move through the questions in a flexible manner depending on the flow of the interview. Furthermore, it served to guide the participants through various themes that required addressing without placing an imposition on the participant. The semi-structured nature of the interview schedule allowed the researcher to both improvise and probe areas of interest (Marlow, 1993). The questions in the interview schedule were open-ended and thus allowed for rich descriptions by respondents. The semi-structured nature of the interview scheduled also assisted the researcher in attaining objectivity. Based on the outcome of the interviews, a semi-structured interview schedule was the most appropriate research instrument in the effort to answer the research questions stated in Chapter One.

4.6. Pretesting

The research tool developed for senior government officials was pre-tested. The tool was tested with a senior official from the national Department of Social Development employed to undertake policy work within the field of social development. The pre-testing was undertaken to ensure that the questions developed would respond to the objectives of the study. This was a useful exercise as it assisted the researcher in sequencing the interview questions and rephrasing a few questions to make

them clearer. None of the questions tested to be irrelevant. A few questions yielded similar responses. Instead of deleting these questions, the researcher saw this as a way of verifying responses or 'digging deeper'. All this enhanced the trustworthiness of the research. The respondent against whom the research tool was tested fitted the profile of the sampled respondents to be interviewed. The success of the test required that minimal changes be made to the interview schedule. Furthermore, the wealth of information gathered from the pre-testing exercise allowed for the pre-test interviewee's inclusion as a respondent in the main study sample, even though it was not originally planned. Not including the outcome of this interview in the research would have been a loss to the study.

4.7. Data collection

Scheduled face to face interviews were conducted at times and venues suitable to the respondents. The interviews were conducted from December 2009 to February 2010. Three interviews were conducted with key informants and nine interviews were held with research respondents. The researcher explained the purpose of the study to all respondents and shared the participant information sheet with them. All participants signed the informed consent form and all of them consented to recording the interview. The nature of the information required was in-depth and required both probing and opportunity for discussion as well a certain degree of flexibility. For these reasons in-depth interviews were seen as the most appropriate method of data collection. This method allowed participants to share their opinions and experiences openly in a relaxed environment. The face to face interaction allowed the researcher to have close interaction with the respondent and this assisted in building a trusting environment. The researcher was able to adjust questions in such a manner as to not overwhelm the respondent. This would not have been possible without the face to face interaction. Questions that the respondents had difficulty responding to were deferred to the latter part of the interview once they were more comfortable with the interview process.

While face to face interviews allowed for a great response rate and the collection of in-depth data, it also had its challenges. The key informants and senior officials may not have agreed to be part of the study or even if they did participate, they may not have responded honestly. This is commonly referred to as the *social desirability effect* or *demand characteristics* (Neuman, 1997). The former concept relates to when the subject responds in a manner that they think is expected of them and the latter relates to when the subject responds in a way they perceive the researcher expects (Mouton, 2001). From the researchers' perceptions of the responses from the interview as well the type of interaction between the researcher and respondent, this was not regarded as a considerable limitation. All senior government officials willingly participated in the study without raising any concerns, both before and after the interview. More than one of the respondents requested that the researcher share some

literature with them on social development so that they could go back and do further reading, whilst others noted that the interviews opened up their minds to a subject they had long not paid attention to. From the researcher's assessment of the interviews, this influence would not have been felt if the data collection was not in the form of a face to face interview. All interviews were conducted in English at the respondents' individual offices and the duration of the interview was 60 to 90 minutes.

Bias is also a common occurrence when conducting interviews. Interviewer bias comes in many forms, but the most common elements are the tone of the voice, physical appearance, and question wording (Neuman, 1997). The researcher did not perceive or sense this type of bias even though it may have been present. The researcher however did get a sense that the fact that she was employed by the National Treasury served as a bias and this may have prompted the respondents to speak about funding and budgets. This information was useful to the study and was incorporated into the analysis. Regardless of some of these challenges, one must keep in mind that interviewing "is the most natural form of interacting with people... [in order to] really understand how they think and feel" (Terre Blanche & Durrheim, 1999, p.128). The researcher followed Seidman's (in Terre Blanche & Durrheim, 1999) guidelines on how to improve the quality of interviews by listening more and talking less; following up on responses, avoiding leading questions, and not being presumptuous.

4.8. Data analysis

Data analysis is defined by Neuman (1997, p.426) as a "search for patterns in data". He goes on to say that data analysis involves sorting, categorising, comparing, and evaluating data. The main purpose of analysing qualitative data is to look for patterns in the data. The specific context of the data is also important. Qualitative data is analysed on the basis of themes and concepts, and it often involves the development of conceptual definitions. This forms part of the coding process. Coding is two-fold. Firstly it assists in reducing the volume of data collected and secondly it allows for the organisation of the data into easily retrievable content areas (Neuman, 1997).

A thematic analysis was undertaken as the method by which the interview transcripts were analysed. Themes can either be identified through a deductive 'top down' method or using an inductive 'bottom up' approach. For the purposes of this study, a deductive approach was used and was driven by the researcher's own theoretical and analytical interest (Braun & Clarke, 2006). The objectives of the study, and the subsequent research questions, guided the coding process and the identification of themes.

The approach takes an in-depth look at the content of the text reducing it into concepts. This approach is a complex multi-layered process of coding and thematising the text so as to develop a deep

understanding of the phenomenon under investigation. The first step (immersion) involved the researcher reading through the interview data and 'immersing' herself within it so as to gain familiarity and thus form a preliminary idea of the themes emerging from the data (Terre Blance & Durrheim, 1999). This was then followed by coding, a process in which sentences, sections, or whole paragraphs from the transcripts were coded. This coding process was undertaken for each transcript. After each transcript was individually coded, the codes were listed separately in tabular format in order to make the next step of categorisation easier – codes that represented elements of data that dealt with a particular theme were grouped together (Terre Blance & Durrheim, 1999). The themes were then discussed in relation to the literature and the information yielded from the key informant interviews.

4.9. Trustworthiness

Trustworthiness in qualitative research is used to assess rigor through ensuring credibility, transferability, dependability and confirmability. It is the alternate test for reliability and validity that is used for quantitative studies. Qualitative research is not always associated with the concept of trustworthiness and authors such as Neuman (1997), as well as Terre Blanche and Durrheim (1999), refer to validity and reliability. Trustworthiness in qualitative research is often a point of contention – especially when compared with quantitative approaches where the truth value is easily determined.

Credibility of the research is closely aligned to internal validity. Credibility demonstrates the truthfulness and believability of the research findings. Vital to this is a rich description of the settings, population and theoretical framework. Due to the nature of this study, the theoretical analysis is the key determinant of credibility. A thorough scan was conducted of literature relating to social development. The literature serves as the basis for conceptualising social development. Key informants were also used to further conceptualise social development and substantiate the findings of the theoretical assessment. This also enhances the truthfulness and believability of the findings. The geographical settings of the interviews did not provide for any insight into the study. All interviews were conducted in the privacy of the respondents' offices and thus assured more truthful responses.

Often reactivity, and both researcher and respondent biases pose the greatest threats to the credibility and trustworthiness of qualitative research. These often occur during the data collection process and how the researcher selects the respondents. The researcher may not be open to the data in its pure form and either consciously or subconsciously filter out information. Alternately, the respondents may not respond honestly, either lying or over compensating in their responses.

Padgett (1998, p.95) proposes the following strategies for enhancing the rigour of qualitative research:

· Prolonged engagement – by spending prolonged periods of time in the field the researcher builds a trusting relationship with the respondents thus reducing the impact of reactivity. The researcher had a long- standing relationship of trust with the Department of Social Development and this stemmed across to most of the respondents. The researcher was known and trusted by the respondents. The respondents also found the topic at hand to be non-threatening and were therefore comfortable during the interview.

· Triangulation – This involves different research approaches to study the same questions (Marlow, 1993). Whilst this is an important factor for enhancing rigour of qualitative research, the researcher did not apply a variety of research methods. However numerous sources of information were used in unpacking the meaning of social development. The researcher referred to the literature to determine the theoretical basis of social development. This was then confirmed and enhanced by the key informant interviews. The respondents from national Department of Social Development were also questioned on these aspects. Due to these multiple entry points, a rigorous process was undertaken to unpack the meaning of social development and establish the understanding that senior officials in the national Department of Social Development have of social development.

· Peer debriefing – This is undertaken with someone outside the scope of your study but who has a general understanding of the study. This person plays the role of "devil's advocate" (Babbie & Mouton, 2001, p.276) and provides assistance and advice throughout the research process. The researcher consulted with other researchers in the social science field currently based at the University of the Western Cape, the University of Johannesburg and the University of Cape Town.

Member checking also plays an important role in qualitative research. Through this process, researchers take the results of the study back to the participants to assess its adequacy. The research will have a high degree of conformability and credibility if the participants recognise the results to be a reflection of their own perceptions. However, member checking has its limitations. A social setting may give rise to conflicting perspectives and this can result in disagreements with the researcher's findings. The members may also not agree with findings if they are not perceived in a favourable manner (Neuman, 1997). Regardless of the limitations, member checking was conducted but with only three participants and no key experts due to time constraints.

Transferability is the alternative to external validity. This is particularly difficult in qualitative research as it involves generalisability and the application of the findings in a different context (Terre Blanche and Durrheim, 1999). Often findings of qualitative research cannot be applied in any other context. The level of transferability of the findings will most likely be low. The study was not designed to be generalised and therefore a purposive sample and not a non probability random sample was selected. In saying that, the study design is transferable enough to be applied in any social development setting and can be used to asses any social development government official understanding of social development. In addition, once the term social development is conceptualised through this process, it will be applicable to all social development environments.

The dependability of the study relates to the reliability of the indicator or measure. Reliability means that the information provided by indicators does not vary as a result of characteristics of the indicator (Neuman, 1997). The same result should be yielded every time a similar phenomenon is measured. There are numerous ways to enhance the dependability of one's research. For the purposes of this research, Neuman's (1997, p.140-141) four principles were applied:

1. Clearly conceptualise all concepts

2. Increase the level of measurement

3. Use multiple indicators of a variable.

4. Use pre-test, pilot studies and replication

For the purposes of this study, attaining content validity was particularly important. This is attained by ensuring that all elements of the conceptual definition are measured (Neuman, 1997). It is therefore important for content-valid measures that conceptual definitions are not too broad. Here again, the information gathered from the literature review assisted in building concise conceptual definitions with subsequent measures for all the components of the definition.

Conformability is a way of ensuring that the findings of the research are based on the actual data and analysis process and not the bias of the researcher. Lincoln and Guba (in Babbie and Mouton, 2001, p.278) advise that an "adequate trail should be left to enable the auditor to determine if the conclusions, interpretations, and recommendations can be traced to their sources and if they are supported by the inquiry". In this regard, the researcher has kept record of interview schedules, raw data (audio recordings), transcripts, and stages of analysis including the coding process. These records can be accessed for examination purposes only.

4.10. Limitations of the study

The entire sample population comprised of individuals older than the age of 40. This was an initial concern to the researcher as these respondents would not have been trained to apply a social development approach and the researcher was concerned of their knowledge base on social development. This limitation was however justified as the purpose of the study was to determine the level of understanding senior officials within the national Department of Social Development had of social development. The researcher's hypothesis was that whoever is employed as a senior official within the Department of Social Development to develop policy should have a good understanding of the social development approach.

Bias is also a common limitation when conducting interviews. Interviewer bias comes in many forms, but the most common elements are the tone of the voice, physical appearance, question wording, etc. The researcher did not perceive or sense this type of bias even though it may have been present. The researcher however did get a sense that the fact that she was employed by the National Treasury served as a bias and this may have prompted the respondents to speak about funding and budgets. These responses also proved to be relevant to the study as the respondents linked it to the questions asked.

To counter the limitations of the social desirability effect or demand characteristics associated with face to face interviews (Mouton, 2001) all interviews were conducted individually and in the privacy of their offices. There were no interruptions during the interview. The researcher felt that this setting contributed to more truthful responses from the respondents. Prior to the study, the researcher had a long standing relationship with the Department of Social Development and many of the respondents. Padgett (1998) stated that by spending prolonged periods of time in the field the researcher builds a trusting relationship with the respondents thus reducing the impact of reactivity. The researcher was known to and trusted by the respondents. Furthermore, the respondents found the topic at hand to be non-threatening which contributed to the comfortable atmosphere during the interviews.

As mentioned earlier, member checking is an important exercise in enhancing trustworthiness. The researcher was not able to do this with all the respondents due to time constraints. The researcher was aware of the time already given to this research by the respondents during the interview process and was hesitant to keep them away from work whilst doing member checking. Only three respondents formed part of the member checking process and this can be seen as a limitation. The results of the member checking process was however positive. The respondents raised no objections on the results and indentified with the study's findings. The researcher was however concerned that the respondents

may have not remembered their initial view points and this was mentioned in passing by the respondents.

Both the exploratory research design and the purposive sampling strategy contribute to the inability to generalise the findings. Apart from the purposive sampling strategy, the small sample size is also a contributing factor. The key limitation of this study is the inability to generalise the findings of the research to the broader social development population within government. The perceptions experienced by other senior officials within the social development sector could be very different from the sample population. This is partly due to the broad spectrum of social development and people from different backgrounds having different interpretations of the concept.

This is not to say that the findings are not relevant to the broader population. The findings provide insight into how social development is understood and perceived and this will be useful to other settings, especially in social development policy environments. The research design is also replicable and a similar study could be undertaken at provincial Social Development Departments.

The sample population from which the interviewees were selected was not accurate. At the time the researcher was planning the interviews there were vacancies within the senior management category. To overcome this limitation, the researcher requested a list of contact details of all senior officials employed within the national Department of Social Development. This supported the purposive sampling strategy as the researcher could identify senior officials currently employed on the national Departments of Social Development's establishment across all the relevant work streams.

The analysis of qualitative data is a subjective process, especially when a thematic approach is applied. However, an attempt was made to be as objective as possible. The researcher found that the semi structured nature of the interview assisted with maintaining objectivity. Initially the interview schedule may not have been exhaustive in covering all the key aspects of the study, but the pretest allowed for the opportunity to make the necessary adjustments to the tool. This tool then facilitated the collection of valid data, even though the researcher cannot confirm that all the relevant questions were asked.

4.11. Ethical considerations

While the topic at hand is not of a sensitive nature, all ethical considerations were taken into account. Ethical considerations do not only involve how the researcher relates to respondents who participate in the study, but also takes into account methodological issues as well as the way data is utilised. The researcher contacted the Director- General of the Department of Social Development and requested permission to undertake the research within the organisation. This was approved in writing (see Appendix F). The research also went through the ethics clearance procedure of the University of the

Witwatersrand and was awarded a clearance certificate (see Appendix G). A letter of introduction was submitted to all participants explaining the aim of the research (see Appendix C). Before conducting the interview the researcher again explained the purpose of the study where after respondents were 'invited' to participate in the research. The interviews were scheduled at the convenience of the senior officials. In addition, all of the respondents signed the consent form to participate in the study (see Appendix D for an example of the consent form).

Permission was also sought to record the interviews and all respondents agreed to this and signed consent form (see Appendix E for an example of the consent form). All participants were given the option to withdraw from the interview if they chose to do so. Respondents were assured of the confidentiality of the information elicited during interviews. Permission was, however, sought and subsequently granted in order to cite their place of work, nature of their employment and level of employment in the final write-up. The raw data will not be made available except to the researcher and her supervisor and to the examiners of so required.. The raw data will be locked in a cabinet for a duration of six years or two years if published. The researcher will make the results of the study available in a summarised format to all participants via email. The full report will also be made available on request and this will facilitate a transparent process. By following the process above, informed consent was sought from participants and confidentiality maintained.

4.12. Conclusion

This chapter provided a detailed account of the research design and methodology adopted to realize the goals of the study. It outlines the procedures followed to reach the conclusions drawn.
The research methodology adopted responded to the research questions and was the most appropriate approach to adopt for a study of this nature.

CHAPTER FIVE

5. UNDERSTANDING OF THE CONCEPT OF SOCIAL DEVELOPMENT BY SENIOR OFFICIALS

5.1. Introduction

This chapter explores the understanding of the concept social development by senior policy makers (as expressed by the respondents interviewed) within the national Department of Social Development. It presents a detailed account of how senior policy makers interpret the concept social development and determines if there is alignment with the literature study and key informants. The essence of the chapter is to gain conceptual clarification of the concept social development from senior policy makers.

In terms of the overall aim of the study, this chapter addresses the following objective:

· To determine the understanding of the concept of social development by senior officials in the national Department of Social Development.

To address this objective, the main research question asked was:

· What is the understanding senior officials in the national Department of Social Development have of social development?

To respond to the objective and research question, the following themes were identified from the findings:

· Key features of social development
· Goals and strategies of social development
· Linkages between economic development and social development
· Definition of social development

5.2. Key features of social development

Below is an account of the key components identified by respondents in terms of their understanding of the social development approach.

5.2.1 Meeting basic needs based

All respondents agreed that social development was first and foremost about ensuring that the needs of people were met, as one respondent simply put it "social development is about meeting the needs of people". Key informants support this perception by explaining that social development presupposes a condition of underdevelopment and an environment where there are need deficiencies. One key informants explained that social development "seeks to address something that must be developed. [It] presupposes a condition of underdevelopment". People were seen to be at the centre of social development and the overall well-being of people was the primary concern of social development. Some respondents understood social development to be an outcome as a point at which needs are met, while others considered it a process to achieve a desired outcome of well-being. Respondents identified needs ranging from health, education to secure livelihoods and a state of happiness. One respondent can be quoted as saying "social development is about striving to attain the highest level of development so that people can reach the point of self actualisation".

Beverly and Sherraden (1997, p.5) support the view of meeting basic needs and outline that investing in basic needs such as nutrition; primary health; basic housing; primary education and skills training "are appropriate and productive means of linking improvements in human welfare with economic development". Beverly and Sherraden (1997) found that investment in basic needs also contributes to a healthy civil society; increased democracy and greater social stability. Respondents linked the meeting of basic needs to increased levels of confidence and self esteem of individuals resulting in them wanting to participate more in their civic duties which, in turn, enhances the social connectedness and community stabilisation. Key informants also noted that social development "relates to intangible aspects such as relationship building and self–esteem". Osei-Hwedie (2007) explains social development as impacting on the cooperativeness and confidence levels of individuals.

5.2.2 Consideration of the surrounding environment, overall well-being and holistic approach to problem solving

Respondents identified 'overall' wellbeing of the population as critical to the social development approach as this was viewed as being distinct from other more residual approaches and a move away from 'treating' a specific symptom. They went on to say that unlike the residual approach, social development considers the well-being of the population as a whole and not only the needs of the disadvantaged. Midgley (1995, p.27) specifically refers to "social development as being concerned with the population as a whole". This understanding by respondents links up with the literature that refers to social development as being inclusive and universalistic in its approach. Social development approaches are not solely targeted at individuals in need with specific problems, but locates these

individuals within a broader macro context and attempts to address individual problems by considering the broader environment (Midgley, 1997). Osei-Hwedie (2007) also notes that while social development emphasises the role of the community and the importance of indigenous knowledge, the macro context must be taken into account. This sentiment is shared by one respondent who can be quoted as saying "the social development approach acknowledges that individuals are important, but also that individuals form part of households who in turn together make up a community".

The respondents had a clear understanding that the social development paradigm is comprehensive and deals with broader human capital development, policy development, integrated and coordinated service delivery, and resource provision. One respondent emphasised that social development is about changing the mindset of people so that they believe in themselves and foster greater self determination. "Social development is essentially about promoting and ensuring that holistic development takes place to prevent the occurrence and recurrence of social ills and social pathologies". Respondents also related the holistic approach to the notion that individuals are not isolated and that they form part of larger community structures and these surrounding environments also have a role to play in the individual's well-being. They acknowledged that this approach looks at the cause of the problem and not the problem in isolation of the issues surrounding it, and went on to state that the social development approach is about a holistic and comprehensive approach to problem solving.

Respondents were clear about the role placed on the surrounding environment by the social development approach. They noted that social development considers that the environment from within which the individual experienced the problem is often a contributing factor to the problem and that it is not purely based on the individual's incapacity to function optimally. One respondent indentified this "as a very different approach to residualism". Respondents understood that the environment and society within which a problem occurs is a crucial point to consider when determining the nature of the problem and the associated intervention. One respondent stated that "it is therefore important to consider the surrounding environment and the strengths available within the environment and use that in conjunction with the experience of the social worker to address the issue at hand". This is supported by key informants, who explain that the social development approach moves from focussing purely on the individual to taking the broader environment into account and the influence of the environment on the individual. "The context within which the individual finds themselves is important to consider", stated one key informant.

5.2.3 Participation and people centred development

According to all respondents, a defining characteristic of the social development approach is the participation of people themselves in any process that involves them. They referred to this as the people centred approach to development. This is in line with the writings of Midgley (1995 & 1997), Gray (1997a&b) and Patel (2005) who all identify people centred as a key characteristic of social development. Respondents were clear that social development is about bringing people on board in addressing the issues that affect them without being prescriptive. They went on to say that it is not for an outsider to decide on the nature of the intervention without including the recipient in the process. This sentiment is captured accurately in the following statement from one respondent: "Social development is about bringing people on board themselves in addressing the issues that affect them without being prescriptive. It is not for an outsider to decide on the nature of the intervention without including the recipient in the process". Another respondent can be quoted as saying: "In terms of addressing such challenges you cannot look at those who are affected by those challenges as passive actors in terms of issues that you are aimed at addressing".

Respondents were clear that social development was primarily about ensuring that development initiatives are people centred and driven by the people themselves and not about government making decisions on behalf of the people. Gray (1997a) explains people centeredness as recognising the role of people participating themselves in changing their circumstances resulting in the improved quality of life. Patel (2005, p.30) emphasises this by stating that such an approach "promotes citizen participation and strengthens the voice of the poor in decision making…" Beverly and Sherradan (1997) also support the view that citizen participation is an important underlying principle of social development and is one of the core elements amongst the various conceptual debates around social development. They identify citizen participation as both a means to social development and as an end in itself.

Respondents noted that people experiencing the problems have a firsthand understanding of the nature of problem and it therefore makes sense to hear from them first before intervening based on one's assumptions as a practitioner. This is supported by one respondent who explained that "there could be instances where you enter a community and without adequate involvement from them and thereby not understanding the nature of the problem and as a result your intervention mechanism could be inappropriate. But if you make sure that they participate in the whole process of planning and identifying their needs, they will be part and parcel of the whole process of planning". Respondents went on to stress the importance of engaging communities in the identification of their social problems and the possible causes thereof. Respect for people in the community and acknowledgement of existing indigenous practices was a key component of participation identified by respondents and they

emphasised this by stating that such an approach recognises existing resources and livelihood strategies within the community. One respondent summed up this characteristic of social development accurately by stating that it is "moving with the people and ensuring that the methodologies are not prescriptive ... but it is also ensuring that you don't simply concentrate on an individual, but you look at the bigger environment household, or the community... and ensure that communities play a critical role in issues that affect them".

Respondents reiterated that participation by the community in the whole process of planning and needs identification, would result in them having a role in the design of an appropriate intervention. Respondents linked this up with a non prescriptive approach to intervention design that was rather built on existing strengths. One respondent explained that social development discourages the tendency "to just go to people and tell them what they need to do". This process of community participation allows development to be community driven and not government driven. One key informant described that these types of initiatives "are based on joint efforts between the state and individuals. This helps build the capacity of the community and fosters self reliance". Respondents however still saw a role for government, but rather as facilitators instead of implementers of development. Osei-Hwedie (1995) states that community participation will lead to more sustained programmes, access to decision making and the empowerment of disadvantaged groups.

Respondents were clear that the nature of participation was also important and had to lead to the actual engagement of people in decision making processes. They went on to explain that in order for people to actively engage in decision making they need to be fully informed about the processes through information sharing and the communication thereof. This is supported by Osei-Hwedie (1995) who mentions that people centred development with actual participation assumes that all sectors of society have access to information, goods and services and opportunities for decision making purposes. One respondent can be quoted as saying "in order for people to actively engage in decision making they need to be fully informed about the processes. Information, and the communication thereof, whether being on policies or processes, are also very important for social development. People need to be informed in order to make decisions on matters that affect their lives".

Respondents identified the important role of community participation in monitoring the delivery of services and being the voice for others who are not in a position to speak for themselves. Active participation by people themselves also provides them with the role of being a change agent and thus having control over their own wellbeing and that of their surrounding environment (Osei-Hwedie, 1995). Respondents felt that along with community participation came a strong sense of ownership. They explained that by participating in the development process the community has a sense of

ownership over the intervention and therefore has a vested interested in ensuring the success thereof. One respondent linked this to improved self esteem and confidence resulting in the community utilising existing opportunities and thereby initiating further development processes. According to one respondent, a social development approach will be a success "once you see citizens taking that initiative from the first phase of development, which is planning to the last phase of developmental evaluation".

5.2.4 Self -reliance, empowerment and strength based perspective

Findings from the research reflected that the term self-reliance was closely linked to the social development approach. The issue of people being in a position to help themselves and become self sustaining and self reliant individuals was evident in all interviews and came through very strongly as a common feature of the social development approach. Respondents identified this approach as creating an enabling environment through the provision of skills and development of capacities for people to "use their own assets to become self-reliant and chart their own destinies", as expressed by one respondent. Respondents linked the issue of self reliance to the strength based perspective and the empowerment of people. They identified important elements of social development as acknowledging the strengths and capabilities of people as assets that can be leveraged with other strengths available in surrounding environment to improve their life situations through utilising opportunities that will enable people to move out of difficult situations. One respondent explained that "it's about taking that vulnerable person and bringing them to a state of mind where they can form part of the development process themselves". A key informant stated that the social development approach by nature refers to moving people from one condition to another to better themselves and another can be quoted as saying "the strength based perspective is important in social development".

Respondents also identified social development as an empowerment approach and one respondent expressed that the "social development approach is an empowerment based approach. Social development must empower people to deal with difficult situations so they can participate and contribute to the economy". Kirst-Ashman and Hull (in Patel, 2005) considers empowerment as a central feature of developmental social welfare services[1]. Empowerment is defined as "an intentional, dynamic, ongoing process centered in the local community, involving mutual respect, critical

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[1] *Patel states that developmental social welfare and social development will be used interchangeably in her book titled Social Welfare & Social Development in South Africa, thus indicating that she views these concepts to mean the same thing. For this reason, the researcher also assumes that where the term developmental social welfare is utilised in the book, it can be substituted with social development. These conclusions are drawn only as they relate to how these concepts have been interpreted by Patel in this specific publication.*

reflection, caring and group participation, through which people lacking in equal share of valued resources gain greater access to and control over those resources (Cochran cited in Bak, 2004, p.87). Empowerment draws on people's strengths and assets rather than their pathologies, as is explained by one respondent as "putting people at the centre in terms of addressing their issues".

Respondents often referred to the importance of identifying existing strengths of individuals' communities and one respondent stated that the social development approach "also acknowledges the strengths and capabilities of vulnerable populations as an asset to enable them to become self-reliant". The strength based perspective is based on the principle that people will improve their lives through identifying, recognising and utilising the strengths and resources they have available to themselves (Graybeal, 2001). It is a collaborative practice model between the service user and the practitioner where they jointly work together to find a suitable outcome that is based on the service users strengths and assets (Oko, 2006).

Jacques (in Bak, 2004) questions whether the empowerment approach to social development stands in contradiction with the need to protect the individual which is a core function of the social work profession. Similarly, some view the strength based approach as negating the importance of psychopathology and biomedical practice models (Saleebey in Graybeal, 2001). It must, however, be noted that respondents did not share this view as they considered the social development approach to encompass components of all social work practice models and still saw room for traditional social work approaches. They explained that social development "has got the protection concept which looks at the vulnerable groups within development, such as women, children, older persons, persons with disabilities etc" and that it "acknowledges that there are societies that are vulnerable and that need protection".

5.2.5 Multi-sectoral / integrated approach and Partnerships

Respondents understood that the concept social development was not about the Department of Social Development but required interventions across government as a whole as well as the different spheres of government. One respondent observed that "social development is a multi-sectoral approach including all stakeholders involved in the development process". Respondents however, felt that the national Department of Social Development was the lead department in promoting and coordinating the social development approach. They noted that this approach required the Department of Social Development to work closely with other departments and civil society involved in development initiatives. This view is supported by Lombard (2007, p.299) who states that "social development cuts across many government departments' responsibilities and can hence not be claimed solely by one

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department, even if that department happens to be the coordinating department for social development". Respondents acknowledged that all sectors, including civil society, who have an interest in human development, should work together to improve the quality of life of the poor and that government alone cannot address the challenges of poverty. There was a clear acknowledgment by respondents that both civil society and local government were equal development partners, and if they were not involved in the process, a social development approach would not be possible. Respondents further explained that even though the Constitution (1996) does not place the mandate of social welfare within local government structures, the provision of primary health care and basic services are essential social development services that are the responsibility of local government. They therefore, suggested that all stakeholders have to integrate their services to ensure social development. Respondents also identified integration as important "to maximise resources" and for a "holistic approach to problem solving". Key respondents had the same sentiment and related the limited resource allocation at community level to a practical example of why integration was important. One key informant provided an example of the lack of integration as seen in the proliferation of different types of workers in the field that all end up at the same household. She goes on to say that this is not only a waste of resources, but that it also results in confusion at ground level.

One respondent stated that by its very nature "the social development approach is about fostering partnerships with other stakeholders". Patel (2003) highlights that one of the unique features in the welfare sector today is the collaborative partnership model which sees government and civil society working together in the delivery of services. She explains that partnering with civil society is not a natural occurrence and are guided by frameworks and legislation. Key informants also identified the importance of partnerships and one can be stated as saying that "partnerships are essential for a social development approach". The White Paper for Social Welfare (1997), The Non Profit Institutions Act (1997), The Policy on Financial Awards to Service Providers (2004) and The Integrated Service Delivery Model (2006) all regulate the partnership between government and civil society in one way or another. Lombard and du Preez (2004) claim that the complexity of addressing social development issues such as poverty and unemployment cannot be addressed by a single role player and the building of partnerships are essential to make any meaningful impact. One respondent specifically indicated that "working closely with other partners, included the poor themselves" as development partners.

5.2.6 Links with economic opportunities and the development process

A common phrase (or variation thereof) that arose from the interviews was that "social development provides individuals with opportunity to participate in the development process". Respondents explained that enjoining social interventions with an economic perspective was a way of uplifting

people and that social development "provides the opportunity to speak about social policy and economic policy on one platform" and "enjoining social interventions with an economic perspective as a way of uplifting people" with one respondent stating that "the ultimate aim of social development as an end state is social and economic development". Respondents described social development as providing a platform to reconceptualise social welfare to include economic aspects. They extrapolated this by explaining that development can emanate from welfare initiatives and that this ultimately leads to economic development. One respondent explains that "this approach negates the thinking that only direct economically productive activities are contributors to economic development" and this is supported by second respondent who states that social development "ultimately leads to economic development in society and therefore developmental social welfare takes into account those facets of capacity building, strengthening of families as building blocks to eventually having a society that is economically prosperous". Respondents expressed social development as transforming the concept welfare from mere provisioning into the realm of economic development and therefore legitimising the use of the term social welfare.

Lombard (2008b) supports this view and describes social development as providing the social welfare sector with the opportunity to contribute to the alleviation of poverty and inequality and also establishing social workers as key role players in the development process and the meeting of social development goals. Midgley (1994, 1995, 1997, 1999 & 2001) writes extensively on the linkages between social development and economic development. He continues to say that the close interrelationship between social development and economic development is what distinguishes social development from other approaches to social welfare. Patel (2005, p.29) explains that proponents of the social development approach view "social investment in key social services [as] contribut[ing] to economic development". She goes onto say that "the integration of social and economic development can enhance the welfare of all in the society" (Patel, 2005, p.103).

5.2.7 *Reorientation and provisions of social welfare services*

All respondents agreed that a social development approach involved the provision of a range of services by government depending on the different vulnerabilities faced by people, as this was the first step in meeting basic needs. They described social development as a move away from a pure welfare approach to a developmental orientated service provisioning. Respondents explained that the new approach to welfare service was re-orientated from looking purely at an individual in an isolated manner where a treatment model was applied, to taking a more holistic approach and adopting other methodologies such a community development. One respondent explained that "services provided must have developmental impact on the recipient whereas previously, the approach was pathological

with an individualistic focus". Respondents agreed that social development approach did not completely negate pure welfare type programmes as there are pockets of society who are unable to function in the mainstream. Key informants also acknowledged the existence and importance of other models to social welfare and often specifically mentioned the residual approach. They noted the importance of residual intervention methods such as counselling and therapy and acknowledged that these types of interventions can still be undertaken within a developmental framework. Key informants further explained that during these interventions, individuals' strengths and assets will be the focal point and these will be fostered to assist the individual in attaining their life goals. Lombard (2007, p.300) attempts to explain this further by stating that a developmental approach, regardless if the intervention method is rehabilitative, protective or promotive, ensures that the service recipient is approached in a manner that maximises "human potential" and "fosters self reliance and participation in decision making". She goes on to state that such a developmental approach should build on the strengths and assets of the service recipients and include them in any intervention decisions. Respondents' view that developmental social welfare encourages a more developmental approach to problem solving without negating statutory interventions fits into Lombard's (2007) theoretical base. The White Paper (RSA, 1997, p.8) states that developmental social welfare services "should include rehabilitative, preventative, developmental and protective services and facilities, as well as social security,...and the enhancement of social functioning". Respondents acknowledged the importance of statutory services but stated that these interventions are for situations where something has already gone wrong.

One respondent conceptualised social development into two key service areas, that of social protection and social investment. She explained this to mean that within a social development framework, when dealing with the poor and the vulnerable, the element of social protection focuses more on the extent to which people are assisted to tackle vulnerabilities. She further explained that "when people are in distress they would require social protection interventions in order to cope with whatever disaster related incident they face". She continued by stating that "people in poverty are prone, to certain shocks and stresses and social protection interventions are meant to assist people to overcome these". She qualified this statement by placing parameters around the social protection intervention by saying that it "must focus on enabling the individuals to adapt to handle their situations". She then explained that once individuals have adapted to their situation, the foundation for social investment initiatives is provided. She interprets social investment initiatives as providing the means by which beneficiaries should be assisted to develop capacities that can enable them to take a step in terms of addressing and meeting their own needs. Key informants agree with these views and explained that social development does not look at individuals as victims or the cause of their own problems. They continue

their discussion by stating that the vulnerabilities people face must also be considered and a social development approach should balance out the vulnerabilities that need to be handled in relation to the existing strengths that can be fostered.

Key to this discussion was the emphasis that respondents placed on social development as a service provider. As one respondent pointed out: "Social development is an approach that facilitates the provision of services to everyone in a holistic manner". They linked this up with the principles of equity, social justice and human rights. Respondents drew on South Africa's history of apartheid and the subsequent discriminatory and iniquitous service delivery paradigm with limited access to basic services as the basis for their views, hence the view of one respondent who stated that "social development is underpinned by the principles of access to services". Respondents identified government as playing a definite role in ensuring that people had access to services. This is in line with what Midgley (1995 & 1997) identifies as 'interventionist' where he acknowledges that social development efforts require the intervention of the state. Key informants agree with the role of government but one cautions that "even though social development is interventionist and universal, it does not promote a paternalistic approach where the state is seen as the sole provider without the contribution of the people themselves".

5.2.8 Principles

Respondents identified the following principles for social development: confidentiality; social justice; human rights; access; equity, addressing inequalities; and democracy. Based on South Africa's history and following from the discussion above, the principles of access and equity are particularly important. One respondent explained that "the principle of equity is very important, looking at our country's history. People did not have equal access to resources or development opportunities. In today's society it is important to embrace the principle of equity so that each person has equal access to opportunities and they are all treated fairly". One of the key challenges identified in the White Paper (1997) was the unequal provisioning of welfare services. Furthermore, one of the first items on the transformation agenda was to ensure that everyone who required welfare services had access to them. Respondents acknowledged that South Africa has progressed well in terms of providing access to welfare services including income support through government social assistance programmes, but that government has fallen short on providing access to economic opportunities and benefits. To support this view, one respondent explained that "to date, no exit strategy exists to transition social security beneficiaries out of the social security system".

5.2.9 Resource provision

Respondents agreed that the availability of resources was an important component of the social development approach. This links up with the view that social development was about access to and provision of services. One respondent considered that the most important component of social development "is properly trained human resources that understand what social development is all about as well as financial resources. Resources imply all available resources, including those within communities". There was, however, acknowledgement by respondents that government was not the sole provider of resources and that communities themselves were an important resource and all stakeholders were required to work together to facilitate the optimal and efficient allocation of resources.

Integration of key features to present an overall perspective of the social development approach

Respondents understood the social development approach to social welfare as a model that acknowledged the existence of social problems and the deficiency in the basic needs of the population as a whole, a sentiment supported by Midgley (1995 &1997). Meeting basic needs was therefore identified as a key component of social development. Apart from meeting basic needs such as nutrition, health and shelter which form part of the foundation of a social development approach, the meeting of basic needs contribute to improved productivity. The poor and vulnerable rely on their labour for income and investment in nutrition and health which leads to less work days lost due to illness. This is especially important in a climate where the vulnerable people are not in the type of employment that provides social insurance benefits or sufficient savings to tide them over to compensate for loss of income due to illness (Beverly and Sherraden, 1997).

Respondents were strong on their views that social development approach identified people themselves as central to development and hence the people centred approach to meeting basic needs was a critical component of social development (Patel, 1992 & 2005). Respondents reiterated that social development encouraged community participation in the identification of problems and resultant interventions thereby promoting ownership through involving communities and individuals in decisions that affect their lives.

There was also acknowledgment that the social development approach moves away from the treatment model that looks at social problems in isolation from the surrounding environment and that social problems were often a manifestation of the environment surrounding the individual. Respondents were clear that the social development approach does not look at isolated problems, but looks at the all the contributing factors leading to the social problem. It addresses issues in a holistic manner by

considering the individual and the environment that surrounds the individual. Murtaza's (1995) interpretation of social development also focuses on it as being holistic in its approach that includes a multitude of cross-sectoral interventions, and the maximum participation of citizens. He also states that social development does not view social problems in isolation from the broader environment and neither does it place the cause of the problem solely at the feet of the person experiencing the hardship.

Inherent in allowing people to participate in all decisions, the social development approach recognises the strengths available within the community and builds on these strengths. Respondents identified that these strengths must be fostered and developed with the aim of building a self reliant society. For a society to be self reliant, respondents identified that it had to be economically independent and they therefore noted that the social development approach emphasised the importance of fostering linkages with economic opportunities. Bak (2004, p.82) states that "the basic idea in the social development perspective is to link the promotion of human welfare with conomic development". Osei-Hwedie (2007) claims that to meet the objective of human welfare, social policy must be harmonised with economic development.

For a society to be economically independent and take advantage of economic opportunities, it is assumed that a range of skills and services are accessible to communities. These services go beyond the mandate of the Department of Social Development, and include other government departments such as Health, Education, Trade and Industry, Cooperative Governance, etc. Respondents acknowledged that government, as a multi-sectoral entity, has to provide a package of integrated services to address the holistic needs of people. They therefore identified an integrated approach and fostering linkages with other government departments and partnerships with all development stakeholders as an important component of the social development approach.

Respondents also understood that the social development approach also does not negate other approaches to social welfare. This was supported by Lombard (2008a) who stated that there are pockets of people unable to participate in the mainstream economy due to certain vulnerabilities and that there is still room for residual services as an intervention method. Respondents were however, clear that the approaches to dealing with people's vulnerabilities had to change to enhance their own capabilities. The provision of resources and the role of government delivering services were also seen as essential in promoting a social development approach. Respondents therefore saw a definite interventionist role for government.

5.3. Linking economic development with social development

One of the most defining characteristics of a social development approach are the linkages between social policy interventions and economic development (Midgley 1994, 1995, 1997, 1999, 2001 and Patel 2005). It is essentially the integration of these conflicting ideologies that lend itself to a social development approach. As can be seen above from the general understanding respondents have of social development, there was agreement by those interviewed that a key component of social development was the harmonisation of economic principles and social objectives.

5.3.1 Interface between economic and social development

"Social development cannot happen without economic development and economic development cannot happen without social development". This statement was made by one respondent but was also a sentiment echoed by the all the other respondents. It is also almost identical to Midgley and Tang's infamous phrase (2001a&b, p.246) that "social development cannot take place without economic development, and economic development is meaningless if it fails to bring about significant improvements in the well being of the population as a whole". On responding to the issue of social and economic development, respondents pointed out that development was firstly about people. They explained that "there are often unintended consequences if the focus is on one aspect only". One respondent stated that if the focus was on economic development without putting people at the centre of development, social ills will perpetuate and this will eventually require greater resource injection from the state. This has been proven and gave rise to the concept of distorted development which describes the situation where poverty is persistent even in the wake of economic development (Midgley 1995 & 1999). Thus Midgley (1995) is clear that the success of social development depends of both the social welfare and economic policies of a country.

It is clear from the interviews that respondents have a good understanding of the important relationship between economic development and social development and the linkages between them. Midgley (1995, 1997, 1999, 2001), the Social Summit (1995), and the White Paper (1997) clearly identify the importance of the interdependent relationship between economic and social development identifying the relationship as being mutually reinforcing. All respondents also agreed that economic development was essential to attain social objectives but they were clear that meeting social objectives was non-negotiable even if economic principles were to be compromised. Whilst some respondents emphasised the social aspect, which is not at all surprising considering their frame of reference, none of them negated the importance of economic development and the benefits thereof to social development.

Respondents further explained that if addressing individual social problems within a welfare perspective was the key purpose of social welfare, this will result in a drain on resources without resulting in any preventative behaviour changes. This line of thinking is often underpinned by neoliberal ideologies that associated welfare provisioning with dependencies on the state (Roche, 2007) with harming the economy and impeding economic growth through its emphasis on consumption (Midgley, 1999). The social development approach negates these concerns by linking social interventions to productivist activities (Midgley, 1995, 1997 & 1999). Respondents claimed that the social development approach facilitates people into the broader economic development process and promotes their ability to participate in the economy whilst also being protected if required. Authors such as Titmuss (1974) and Arndt (1978) (in Midgley, 2005) are however not in agreement that a focus on economic development will benefit the vulnerable in society, especially those with special needs who cannot function within the productive economy.

Key informants supported the view that the macroeconomic policy of a country plays a huge role even in light of the critiques against its neoliberal ideology. One informant was of the opinion that "as much as welfare is seen as a drain on resources there are arguments that it is not and in actual fact puts money back into the economy". She further posed the following question: "How can you use the growth in the economy so that it is filtered to the people that still need it most, beyond grants?"

Respondents agreed that within the social development approach there are different phases of development, with the first one encompassing protection. The protection phase acknowledges that there is societies that are vulnerable and that require protection. One respondent in particular explained that "there are instances ... where you find that people are not poor because they cannot do things for themselves, but their state of mind is such that it is so disrupted to a certain extent, they can't even think". Respondents therefore emphasised that is was important that people are in the right frame of mind to be in a position to take advantage of opportunities when they arise. One respondent stated that as a practitioner "you may encounter a situation where an individual cannot fully participate due to some or other trauma or lack of education". Murtaza, (1995, p.58) explains that the problems of the developing nations are often "malfunctioning economic and government institutions, inappropriate national development policies, lack of control over their own natural resource base, and exploitation by international and national elites" rather than of individual own-doing. Respondents were clear that social interventions are required, whether it is counselling or training to capacitate these individuals in order for them to participate in the economic development.   Midgley and Sherraden (2000) argue that the provision of social services remains an important element of the social development approach and that people who require such services whilst seeking to become economically active should have

access to it. The Preamble to the White Paper (RSA, 1997) also refers to the: "continuity of existing services whilst at the same time re-orientating such services towards developmental approaches" and goes on to say that developmental services "should include rehabilitative, preventative, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning".

Respondents were clear that social development did not negate other approaches to social welfare in favour of economic development and acknowledged that there was still room for therapy and case work interventions if required. They however noted that people could not be protected forever and had to be transitioned to a state whereby they could function independently and contribute to economic development. One respondent in particular was clear in her views that these societies cannot be protected forever so services are required to enable them to be self-reliant. Midgley and (2001a, p.247) supports this view by acknowledging "that there will always be a need for remedial and maintenance orientated social services" but programmes should focus on the promotion of human and social capital to increase opportunities for employment and asset accumulation. Respondents understood that this approach still allows the state to provide a service, but the emphasis of the nature of the service is different in that the impact of poverty is being mitigated against. One respondent interpreted this to be where "societies should reach a point where they can participate fully in the economy, because for them to participate in the economy would mean that they would be able then to contribute to economic growth". This idea is supported by Shiratori (in Roche, 2007) who supports the notion of production-orientated development which contributes to the welfare of people through private enterprise as a key agent. Social development therefore differs from other approaches to social welfare in that its central focus on problem solving is not through the provision of social benefits and case interventions, but rather through promoting overall human wellbeing through the process of economic development (Midgley & Tang, 2001a&b). Respondents understood that the social development approach states that people should be transitioned from a state of just being protected to becoming self reliant .

Respondents understood that the only way people can benefit from a development process is if they reap some form of economic benefit. They identified economic benefit as the means through which people can add value to their lives through improved income amongst other things. One respondent referred to Maslow's hierarchy of needs to demonstrate this point by pointing out that "in Maslow's hierarchy of needs the basic needs are food and shelter and then emotional and the psychological needs come towards the bottom of that pyramid. The basic needs require a person to have some some of financial stability and this is directly linked to participation in the economy". Midgley and

Sherraden (2000) support this by emphasising that social development is about improving material wellbeing through increased income.

Respondents however found it a bit difficult to articulate how economic objectives and social objectives could be harmonised and did not suggest that this be done officially at organisation level. Key informants were supportive, but sceptical of the practicalities around developing structures at organisational level to oversee the harmonisation of social and economic development. They acknowledged that such structures would have to be replicated at different levels within and external to government and deciding who should establish this intersectoral structure would be complex. The National Planning Commission was identified by a key informant as a suitable location to formalise the organisational arrangement around harmonising social and economic development.

5.4. Goals and objectives of social development

The following is an account of the goals and objectives of the social development approach as revealed by the respondents. The researcher thought it was important to solicit this information from respondents as it would provide further insight into how the social development approach is understood.

Respondents identified social development goals at the level of the individual, community and society as a whole. The identification of all these levels from the micro to the macro reflects that respondents understand the scope of social development objectives to be comprehensive. Respondents focussed mostly on improvements to the material wellbeing of individuals and communities with the view on becoming self reliant and contributing to an integrated society and to the overall development process. The greater outcome of these goals would be poverty alleviation. In addition to improvement to the material wellbeing, Beverly and Sherraden (1997) also identify improvement to the quality of human interaction and meaningfulness of life as important social development goals. It is interesting to note that respondents made no linkages between the goals of social development and the MDG's. This could also support the view that the MDG's are far removed from the commitments made at the Social Summit and are very watered down when compared to goals of social development that were declared at the summit. The importance of the MGDs however came through in the discussion with key informants. One key informant in particular stressed that the MGDs have to be taken into account in development planning and that these should form part of the macro environment.

5.4.1 Specific goals and objectives

5.4.1.1 Poverty alleviation

The ultimate goal of social development according to most respondents was to address poverty and have an equitable society where the gap between the rich and the poor are closed. This goal or end state of social development is supported by almost all writers on social development. Gray (1997) states that the very design of social development is to combat poverty. Patel (2005, p.32) refers to social development as achieving "tangible improvements in the quality of life of the people". She (Patel, in Gray 1997a, p.212) also mentions the importance of "equitable resource distribution".

5.4.1.2 Self-reliant society

Respondents identified a society with the requisite capabilities to utilise its own assets to address problems and meet their own needs as a goal of social development. This in turn will contribute towards the overall development of the country. One respondent linked this to a self-reliant society and stated that "the ultimate goal is to create a society that is self reliant, that can sustain itself even during the time of shocks". Patel (1992) supports this view and identified the promotion of self-reliance as a goal of social development. Respondents were clear that the end goal of social development should be a society that is not dependant on the state but rather a state that can rely on its citizens. They went on to say that people should consider themselves as resources of the country and acknowledge that their human capital is what will sustain the country.

5.4.1.3 Development of people

One respondent interpreted the goal of social development as being "to ensure that the person, the community or the group that are benefiting from social development are in a position to learn from their experiences and are able to take it to other situations and utilise those skills that would aid their own development and that of others". Patel (1992) supports the view that a goal of social development should be the development of people. She further mentions that the development of human capacity is essential for people to become productive citizens and also goes on to explain that social development goals should entail assisting people at various stages of their development to achieve their state of optimal development. Respondents summarised this as meaning that social development should result in "a well rounded individual who should be able to function within mainstream society".

5.4.1.4 Socially cohesive and integrated society

One respondent's view was that "currently society is fragmented and pulled in different directions" and one of the goals of social development would be creating an "integrated society". Respondents did

not limit this to the dynamics within society but also applied it to management of resources and programmes within communities. "Social development should pull society together to have a common vision and take responsibility to meet its own needs" stated one respondent. Respondents viewed government, through the social development approach, as enabling communities to facilitate joint planning and resource allocation to areas where it is required.

Whilst improvements to the overall wellbeing of the population can be considered to be the ultimate objective of social development according to the literature on social development, Estes in Osei-Hwedie (2007) and Patel (1992) also identify the following specific goals for social development:

· Improving people's material conditions (Patel, 1992);
· Achieving balance between social and economic development;
· Attaining high levels of human development and promoting human capacity (Patel, 1992 & Estes in Osei-Hwedie, 2007);
· Encouraging the highest participation levels of people themselves in the development process;
· Eliminating absolute poverty;
· Eliminating barriers that oppress the already disadvantaged;
· Creating processes that accelerate the pace of development to meet basic needs (Patel, 1992 & Estes in Osei-Hwedie, 2007);
· Enhancing principles of social justice and promoting peace.

Whilst respondents may not have identified these as specific goals of social development and rather focussed on the outcome, these factors were considered as integral to the social development approach and came through in the discussion on how social development was understood by policy respondents. Respondents were clear that the above objectives were closely linked to the social development approach.

5.4.2 Intervention strategies

The social development approach can be attained, adopted and implemented in a variety of ways. For the purposes of this research, respondents were asked what 'strategies' could best be applied to achieve social development. The word 'strategy' is therefore used broadly and can be interpreted to mean interventions. In general, according to Midgley (1999), social development strategies aim to address impediments that prevent people from participating in the economy and create a climate conducive to economic development. Midgley (1995 & 1997) acknowledges that for social development to become a reality, strategies are required and that social development will not occur

naturally. This section also covers a selection of key policy areas identified by respondents as 'best practice' models for adopting the principles of social development.

5.4.2.1 Community development and social capital

Respondents identified community based interventions as being more accessible in terms of availability, cost and location, so they considered it a good strategy for social development. They linked this to the principle of accessible service provision being one of the guiding principles of a social development approach. Research conducted by Brown and Neku (2005) also identifies community development as appropriate for getting to hard-to-reach, large rural segments of the population. Respondents are of the view that this approach firmly places development in the hand of the local communities. Midgley (1995) identifies the communitarian approach to social development as a viable strategy as it is underpinned by the assumption that communities have a common purpose and have the inherent ability to organise themselves and cooperate with each other to ensure that their needs are met, problems are solved, and advantage is taken of advancement opportunities. This places communities in the best position to advance social development. One respondent explained this succinctly by stating that "in keeping with the notion that people themselves are the makers of their own destinies, agents of social development act as motivators, innovators and initiators. This role allows practitioners of social development to motivate people to work themselves out of their hopelessness. There is no one-size-fits-all strategy and this is where the innovation and initiative come into play. The social development agent may need to encourage communities to undertake projects that were never done before". The research by Brown and Neku (2005) also identify reasons why community development could remain ineffective. Their findings suggest that:

· Individuals participating in community development projects are often illiterate and do not have the skills to manage projects;
· Community development projects are designed in such a manner that they fail to provide sustainable income for poor households;
· There is no demand for products generated from projects.

Respondents linked the concept of social capital to community development. They explained social capital as essential for the building of relationships within communities and that this formed the basis for networking and linkages to other opportunities. Loeffler; Christiansen; Tracy, Secret; Ersing Fairchild and Sutphen (2004, p.24) define social capital as "the process of building trusting relationships, mutual understanding and shared actions that bring together individuals, communities, and institutions. This process enables cooperative action that generates opportunity and/or resources

realized through networks, shared norms, and social agency". In terms of social capital being an important strategy for social development and linking it to community development, Warren, Thompson and Saegart's (in Loeffler, et al, 2004, p.25) conceptualisation of social capital into "bonding within communities, bridging across communities and linking through ties with financial and public institutions" becomes important. Respondents mentioned social capital as an important element for the social development approach, particularly in light of the importance of the community being instrumental in their own wellbeing. Midgley (1995, 1997 & 1999) supports the notion of social capital and identified it as an important strategy to promote social development, particular in terms of its positive association with economic development.

5.4.2.2 Human capital development

Respondents were clear that human capital development strategies to strengthen the capacities of vulnerable groups were essential for social development. One respondent stated that "Education would unlock the process towards self-reliance". There is sufficient evidence to support the view that education and human capital development yield great rates of return to both the individual and society at large (Beverly and Sherraden, 1997). Another respondent claimed that "a better educated social service profession work force is also an important strategy". This respondent identified the need for a strategy to re-educate social service professionals to operate within the social development framework.

5.4.2.3 Evidence based research, efficiency and effectiveness

Respondents were honest in their view that social policies were often not informed by evidence based research and this questioned the efficiency and effectiveness of the policy. Based on their understanding of the social development approach respondents felt that policies should not result in the wastage of resources and efficiency should be promoted. Respondents therefore identified the need for evidence based research as a strategy to inform the development of policies. They also noted that when policies are developed, they should follow the steps in the policy making process. One respondent can be quoted as saying "evidence based research is an important strategy for social development. Policies must be informed by evidence".

This is an important strategy and links up with Midgley and Tang's (2001a) interpretation that social programme must be cost effective. There is the misnomer that social programmes are a drain on resources, wasteful, poorly planned, not based on evidence and often implemented due to a political agenda thus leaving little room for rationality (Jansson, 2000). A key informant acknowledged that social programmes have a history of inefficiencies. In order to detach from this negativity, respondents identified that social programmes should be designed on evidence based research such as needs

assessments and cost benefit analysis studies. This will improve the efficiency of social programmes and also demonstrate the cost effectiveness and value for money aspects of the programme in conjunction with the social benefits (Midgley, 1999). This strategy is supported by key informants who also acknowledge that social service programmes are not noted for being based on evidence and this questions their relevancy, appropriateness, efficiency and effectiveness.

5.4.2.4 Resources

Respondents often referred to resource constraints as a factor that impedes the social development approach. They felt that the sector as a collective should devise a strategy on the resources required to adopt a social development approach. They identified that such a strategy should include, but not be limited to, dealing with human resources, financial and infrastructural needs for social development. One respondent went on to say that "the most important component of social development is properly trained human resources that understand what social development is all about as well as financial resources. An integrated approach is required to maximise resources". Another respondent can be quoted as saying that "there has to be resources to ensure that social development will happen".

5.4.2.5 Comprehensive service provision

Respondents identified that social development was about comprehensive service provisioning meaning that different services are required to address the needs of the population. One respondent stated that "a strategy will have to include elements of welfare and social security to assist people to get to a level footing". They also explained that social development becomes a practical reality at the point where services are rendered and improvements to people's lives become a tangible reality. Respondents therefore felt that a strategy had to be devised that reflects the different social development services. Another respondent identified household profiling as an important component to such a strategy as this "will allow government to adopt strategies based on the need at ground level".

5.4.2.6 Sustainable livelihoods and related opportunities

Respondents identified sustainable livelihood interventions as a strategy to enable people to tackle and deal with their vulnerabilities using their own strengths and assets. They explained the process as first establishing whether the livelihoods of people were sustainable. In ensuring sustainability of livelihood activities, respondents stated that people would have acquired a range of skills that could then be transposed into livelihood strategies. One respondent can be quoted as saying "once a community has tackled their food insecurities in terms of production of food, they can use the skill

they've acquired in the process and they can actually begin to produce more food for them to be able to participate in the value chain." Respondents explained that even though livelihood strategies do not translate into direct income, it allows communities to grow its own food and take care of its nutritional needs. As one respondent explained "a decent meal provides the required energy to go out and look for work and other opportunities".

According to Mahoney (2006), the sustainable livelihoods approach is largely dependent on the assets available to a household. The main asset categories include financial, human capital, natural resources, physical assets and social bonds. Giloth (in Mahoney, 2006) also identifies the importance of community assets and the positive change in the mindset of developers in looking at communities as having opportunities through their assets. These assets need to be managed in order to stimulate maximum local economic development.

5.4.2.7 *Identification of opportunities through market analysis and the value chain approach*

As discussed above, respondents identified sustainable livelihoods strategies as providing for other external opportunities for people. Some of the opportunities mentioned by respondents included the identification of markets to assist in making decisions about products to trade, or the employment market to match a skill to a specific job opportunity. One respondent stated that "for them to have access to opportunities it also means that we also have to do an opportunity analysis in their local area. Where are the opportunities, where are the markets so that the programmes should target those specific markets. And when you talk about markets, it is not only markets for production, but also markets for employment. Because when there are some skills in a particular household, without knowing what market opportunities are there in terms of employment, how do you then link the capacity that is within the households, with the opportunities that are out there?" This was explained further by a respondent as "having a clear understanding of the environment as it is" in order to take advantage of the surrounding opportunities.

One respondent identified the value chain process as essential for economic upliftment as it does not limit people to primary production. It was further explained as allowing people to engage in secondary production in terms of linking them to the markets. Respondents identified partnerships with business as important, because the extent to which the linkages between sustainable livelihoods and value chain approaches can be sustainable and viable depends entirely on the extent to which business partners allow access to opportunities. A respondent explained this through the following expression: "Because the business understands the players in the field, they have got the market intelligence, they have got

access to the markets and you know they can mentor and without that platform created by business then we will never have viable market linkages, so it is important that those two are linked"

5.4.2.8 Savings, debt management and financial literacy

The respondents identified saving as an important social development strategy. One respondent quoted that "once people are engaged in economic development, they must be encouraged to save. It allows individuals to have access to opportunities such as assets. Collective saving is also an option for communities". Midgley (2001 & 1999) identifies Individual Development Accounts (IDA's) as an important strategy demonstrating a social initiative with economic benefits. IDA's are savings accounts designed for low income groups to assist them towards building their asset base through matched savings (Engelbrecht, 2009). Respondents identified community savings schemes such as 'stokvels'. Sherradon (in Midgley 1999, p.12) acknowledge that "programmes that encourage the poor to save are much more useful than income support programmes that simply maintain poor people at basic consumption levels". There is often a misnomer that poor households do not have sufficient disposable income to save. A study by Statistics South Africa (in Engelbrecht, 2009) shows that low income groups can save up to 20 per cent of their income. Respondents were in agreement that savings are also linked to debt management but they could not extrapolate further on specific strategies to encourage savings or manage debt. Engelbrecht's (2008 & 2009) writing clearly reflects financial literacy as a potential strategy for social development. Financial literacy outcomes have demonstrated improved decisions around finances, increased savings, increased entrepreneurial activity, debt management and "is regarded as a positive empowering experience" (Sandlant et al cited in Engelbrecht, 2008).

5.4.2.9 Redistribution through social policy

One respondent in particular focussed on the importance of redistribution through social policy. He identified redistribution as a way of linking economic benefits with social benefits with social policy being a mechanism for redistribution. He went on to say "if there are no mechanisms for redistribution, economic development would not support social development or human development". He continued to explain that "redistribution is not necessarily about putting money in the hands of the individual – it can be about allowing people to have access to education". Redistribution was explained by respondents as the mechanism to ensure that society is educated and healthy which in turn will enhance the productive capacity of people and increase their contribution to economic development. Key informants also noted the importance of redistributive policies and described these

policies as a way to distribute economic benefits and where linkages can be drawn between social and economic interventions.

Respondents noted that history has proven that neo-liberal approaches would not result in markets redistributing to the disadvantaged and went on to explain that within the South African climate, the trickle down phenomenon is a fallacy and the government has a definite role to play in making certain that economic development benefits the majority.

5.4.2.10 Participation by government economic institutions

Respondents cited that greater involvement by government departments with a traditional economic focal point in social initiatives has also served to promote the harmonisation of social and economic objectives. The involvement of National Treasury and the Department of Trade and Industry was seen as levers for promoting a social development approach. Respondents identified the role of National Treasury in particular in terms of their involvement in policy development processes citing them as "providing a lot of guidance" in terms of policy development and "direction in terms of costing and funding". National Treasury was also viewed by respondents as insisting on evidence-based policies. Midgley and Tang (2001a, p.246) identifies that the social development approach requires closer linkages between economic and social service government departments and states that the "creation of organizational arrangements at a national level that harmonize economic and social policies within a comprehensive commitment to sustainable and people centred development" as a key principle of harmonising social and economic development. It is evident from the roles played by economic institutions that efforts are being made at an organisational level to harmonise social and economic policy.

5.4.2.11 Best practice policy interventions

To give practical expression to how respondents understood the social development approach, they provided the following best practice examples:

· Reconstruction and Development Programme
· Community Work Programme
· Linking the poor and the vulnerable to sustainable livelihoods and economic opportunities
· Expanded Public Works Programme
· Multi-purpose community centres
· Bana Pele and Isibindi programme
· Policy framework on children infected and affected by HIV/AIDS

- Early Childhood Development
- Integrated Service Delivery Model
- Community development policy framework

Other programmes identified in the literature as being compliant with social development include the Expanded Public Works Programme; the National Strategic Plan on HIV/AIDS; National Skills Development Strategy; Vocational Training centres for the disabled; Unemployment Insurance Fund (Gathiram, 2008; Holscher, 2008; Lombard, 2008b; Triegaardt, 2009).

The examples provided by respondents were far reaching and cut across a range of different service areas and intervention methods. Respondents identified a range of policies they considered as 'best practice' for social development. All these policies had different elements of the social development approach. This signifies just how broad and all-encompassing the social development approach is. It cannot be expected from respondents to select policies that encompass all the characteristics of social development as policies are designed to address specific social problems. The policies that have been identified are underpinned by key social development characteristics, principles and values such as integration, coordination, holism, needs based, human and social capital development, linkages to economic opportunities, participation, partnerships to name a few. In 1998 Midgley argued that "tangible examples of the implementation of developmental social programmes are limited". The above clearly shows marked progress in this regard.

5.5. Towards a comprehensive definition of social development

Based on all the information gathered from respondents on their understanding of the social development approach, this theme concludes with an account of the various definitions provided for social development. Whilst most of the information on the general understanding of social development is covered in the section above, it was interesting to note how respondents conceptualised social development into a definition.

5.5.1 Construction of a working definition

Social development is a holistic and all-encompassing approach to the overall development of people resulting in an improved quality of life for all through a self-reliant society where everyone has the opportunity to participate in the mainstream economy. A social development process includes the participation of people in identifying their own problems needs and type of interventions appropriate for them taking into account the context of the surrounding environment. Such a process leads to the empowerment of people and works within the framework of existing strengths and weaknesses. The

approach is, therefore, people centred and participatory. Due to social development being interventionist, there is a direct role for state involvement but partnering with other development role players is also deemed important.

5.5.2 Conceptual clarification between social development and developmental social welfare

On consulting the literature on social development, the researcher came across the interchangeable use of the concepts social development and developmental social welfare. The ISDM (Department of Social Development, 2006, p.3.) states clearly that "over the decade, the notion of what constitutes developmental social welfare service delivery has been a matter of debate, misunderstanding and misinterpretation". This follows from the White Paper (1997) which did not clearly define or articulate the concept. Lombard (2008a) makes it known that without a clear conceptualisation of what developmental social welfare entails, it is difficult to draw linkages between traditional social work practice and developmental social welfare or measure any form of progress. She (2007) goes on to say that in this conceptual vacuum it is very difficult to understand what must be achieved thus making it impossible to determine how it should be done. In the absence of a definition for developmental social welfare, Midgley's (1995, 1996, 1997, 2001) definition for social development has been used interchangeably with developmental social welfare. This in itself causes conceptual conflict as Midgley (1995 & 1997) identifies social development as an approach to social welfare. Gray (2006) on the hand considers social welfare as a role player and one of the mechanisms in promoting social development. Bak (2004) interprets developmental social welfare as a means of promoting social development. Patel (1995) also uses the concepts 'social development approach' and 'developmental social welfare' interchangeably and pointedly mentions this, thus deliberately acknowledging the concepts as meaning the same when discussing social welfare. Lombard (2008a) however claims that developmental social welfare and social development have been incorrectly used interchangeably. This prompted the researcher to enquire whether respondents also considered these two concepts to be the same or if they made a distinction between the two. In order to gain conceptual clarification on social development in this study, it was also important to gather data on how the respondents interpreted developmental social welfare. Not surprisingly, respondents found it difficult to articulate the difference between developmental social welfare and social development with one respondent stating unequivocally that "there is no difference between the two concepts". One key informants explained that the "context within which social development and developmental social welfare locates itself, influences the interpretation thereof".

During the interview process, respondents referred to social development and developmental social welfare interchangeably. The researcher attributed this more to force of habit rather than the way

respondents understood the concepts. At face value it is easy to assume that respondents made no distinction between the two concepts but on enquiring further respondents could make a distinction between social development and developmental social welfare. They considered both approaches as important for promoting social welfare, but each having its own point of emphasis. This provides a good example of how interpretation at practice level can support academic debate.

The researcher is also of the view that developmental social welfare and social development are two different concepts and that there is room for both concepts within the current developmental paradigm. However, further conceptual clarification is required, especially as it relates to the delivery of services. This is supported by Lombard (2008a) who writes that conceptual confusion impacts on the delivery of developmental social welfare. She explains that social workers were finding it difficult to incorporate developmental attributes into their practice models and programmes, especially in relation to addressing poverty and therefore neglected to change their traditional practices to include empowerment or strength based. From the researcher's perspective, at ground level, it may appear that very slow or little progress was being made at transforming traditional practice models. The researcher does not attribute this to resistance to change, but rather to the confusion at ground level on what had to be done by social workers to adopt a developmental approach to social welfare. Similarly Fouche` and Delport (2000) found that their research respondents had different perceptions and interpretations of the concept social development which created uncertainties, resistance and fear amongst social workers thus encouraging them to stick with more certain conventional approaches.

5.6. Conclusion

In summary, as can be ascertained from the above, there was very little contradiction by interview participants on what they understood by the social development approach. Research by Fouche` and Delport (2000, p.135) support the key findings on how social development is interpreted and show that "people driven, multifaceted, empowerment, self reliance, inclusiveness, integration of social and economic efforts, capacity building and multisectoral integration are central to the concept social development". It must however be noted that some aspects of the social development approach were more emphasised than others by participants. This can largely be attributed to the different frames of reference each participant was coming from, including educational qualification and area of expertise, rather than an inadequate understanding of social development. There was a particular difference in the views of qualified social workers when compared to other social service professionals such as community development practitioners.

Respondents demonstrated a good understanding of the social development approach to social welfare. The key characteristics and descriptions used are aligned with the literature on social development and in accordance with the work of key authors such as Midgley (1995, 1997 & 2001), Lombard (2006 & 2008a), Gray (1997 & 2006) and Patel (1992 & 1995) to name a few. Key informants also made a positive contribution towards conceptualising the social development approach and largely supported the viewpoints of respondents. Respondents were clear on the linkages between social and economic development and identified the goals of social development as aligned to discussions held at the Social Summit. The examples provided by respondents of best practice approaches to social development reflect that a wide range of interventions are currently in place to give practical expression to the social development approach.

CHAPTER SIX

6. IMPLEMENTATION OF THE SOCIAL DEVELOPMENT APPROACH

6.1. Introduction

This chapter addresses the following objectives of the study:

· To establish the views of senior officials in the national Department of Social Development on the implementation of a social development approach to social welfare in South Africa.

· To explore the views of senior officials in the national Department of Social Development on challenges with the implementation of a social development approach.

· To elicit opinions of senior officials in the national Department of Social Development on how to improve the implementation of a social development approach.

The chapter starts off with the presentation of findings and discussion on respondents' views on the implementation of the social development approach. The chapter then addresses issues identified by respondents as challenges to the implementation of the social development approach, followed by suggestions on how to improve the implementation of the social development approach.

6.2. Views of senior officials on the implementation of the social development approach

It must be noted that it was not the intention of the researcher to determine whether a social development approach was being implemented in South Africa as this would require a different study. Rather, the purpose of the research objective was to determine the perceptions of senior officials with regard to the implementation of the social development approach and not necessarily determine the truth value thereof.

6.2.1 Appropriateness of social development

Respondents were asked to express their views on whether a social development approach was applicable to address the challenges faced by South Africa. All interviewees unanimously agreed that a social development approach was the most appropriate mechanism for South Africa with one respondent stating that "the question is not whether the approach is applicable but rather how do we do it to make sure it has the desired impact". Their reasons citing social development as relevant ties in with their understanding of the key components and goals of social development as discussed in the

previous chapter. Findings from research conducted by Patel, Hochfeld, Graham and Selipsky (2008) indicate that respondents in their study also supported the social development approach.

6.2.2 Self application of the social development approach

All senior government officials attested to applying the principles of the social development approach in their day to day work, albeit in different forms. In their responses, they related the work that was being undertaken within their direct locus of control and not only that which was done directly by them. The reason for this is that as senior managers, the work undertaken by them related mostly to oversight but at the end of the day they were still ultimately responsible and accountable for all the work undertaken within their division. The level of application of the social development approach could also be linked to nature of their work. A senior official working within the area of community development and sustainable livelihoods would be more inclined to adopting the principles of social development than their colleague working within a child care and protection environment.

There were respondents who were not confident in their efforts to apply a social development approach. These respondents however emphasised that it was an area they wished to enhance and improve on. According to respondents, the very reason for them being employed in their current field of work was to improve the well-being of people. They felt that the objectives of the social development approach were the very same objectives that attracted them to their occupation in the first place. Respondents also cited their approach as being people centered and that the wellbeing of people was the single most important aim of their work.

6.2.3 Alignment of policies with social development

Many respondents identified the policy development terrain as their contribution to the social development approach. This ranged from reviewing existing policy frameworks to accommodate the social development approach to devising actual social development policy frameworks. Other initiatives included purposeful linkages between policies and programmes to facilitate improved coordination and holistic service delivery. Respondents claimed that the national Department of Social Development has made great strides in aligning policies with the social development approach and reflected that both new and revised legislation and policies are being underpinned by African principles and congruent with African culture. One respondent explained that within the social welfare service delivery arm, a policy decision was taken to de-emphasise the placement of individuals in residential care facilities, this included children, older persons and persons with disabilities. She further noted that legislation and policy was driven by community and family approaches that prioritised prevention programmes resulting in treatment options being a measure of last resort. She

explains: "Look at the way we are dealing with the elderly, the way we are dealing with people with disabilities, we are moving towards community oriented services rather than institutions, keeping people in institutions, so I think that is an example of being community oriented".

Respondents were of the opinion that policies developed by other government agencies outside of the Department of Social Development have incorporated the principles of social development. One respondent cited the Department of Health as an example whereby they introduced prevention initiatives over and above treatment options.

6.2.4 Practical implementation of social development

Respondents made a clear distinction between the adoption of a social development approach and the practical implementation thereof. Whilst most were positive in their response that the social development approach was apparent at a policy level, they were not convinced that the same could be said at the level of actual implementation. One respondent expressed his views as "I think there is this talk generally which says, South Africa is very good in development of this policy and the understanding of that, but we are still lacking when it comes to the implementation of that". Key informants agreed with this notion on implementation with one stating "in theory yes, but in practice no. There is no way that we can implement it, the way things are now" with another key informant stating "so I think the frameworks are there, but they are not understood. They are not being implemented. There is a big gap between what the theory says, what the document policies say and what is happening in practice". This is supported by Gathiram (2008) who draws from the QuadPara Association of South Africa which claims that South Africa is preoccupied with the development of wonderful pieces of legislation and policies which have not been enforced or adequately implemented.

Respondents explained this by stating that the Department of Social Development had been able to articulate an approach to bring on board different strategies for uplifting people from poverty, and at the provincial level departments have been able to orientate themselves around issues of human rights and the rights based approach to access services at ground level. However, one respondent expressed his concern by claiming that "you can talk social development, but if your main intervention method is case work, for example, then there is a dissonance, isn't there"? Respondents continued to explain that at certain levels implementation bodies were caught up in residual welfare services where the emphasis is on an individual approach where residualism and therapeutic interventions are still predominant, both at government and NGO level. Respondents felt that at the level of implementation, especially with work related to children, there were many examples of social development type services but that practitioners themselves were not aware of this. In their view practitioners do not

think within a social development paradigm. One respondent explained that "if you go back to them and you ask them what did you do for child protection, they will tell you about your awareness on prevention and early intervention, they have been doing it, they are just not fully aware that they are doing it".

6.2.5 Social development implementation includes a range of intervention methods

Respondents explained the social development approach as not negating or completely doing away with the traditional welfare services that are residual in nature, but rather seeking to balance the different types of interventions and question the applicability of residual services as the prominent approach. Respondents suggested that the implementation of the social development approach can be enhanced by emphasising welfare service programmes focussed on prevention and early intervention programmes thereby making them more proactive and less reactive. Respondents cited further examples whereby within traditional residual services, one can promote elements of social development. Foster care could be looked at differently where the main area of intervention involves intensive group work and not one-on-one counselling. Similarly for mental health – the interventions stem beyond the individual into the community as it is the community environment that impacts on the wellbeing of disabled individuals. Research by Patel, Hochfeld, Graham and Selipsky (2008) on the implementation of the White Paper (1997) reflects that the nature of services has changed over the past ten years with more organisations focussing on poverty reduction, life skills training and HIV/AIDS. They however caution that these service areas are not considered the most important and conclude that whilst the nature of services may have changed over time, most service provision is based on traditional welfare practices.

6.2.6 Mindset and culture within organisations

Respondents explained that the culture of the organisation also played a huge role in terms of transforming welfare services to be more developmental. This was linked to the leadership in the organisation and their attitude towards social development. They also cited the composition and age of social service professionals in an organisation as influencing the transition to social development. Respondents identified the mindset of people working within the social development field as an important considering in the implementation of social development. They explained that because the social development approach relied on an existing workforce, it was incumbent on that workforce to accept the new approach and rethink the way they work. Many practitioners, however, could not make that mental mind shift and this seriously compromised the implementation of the social development approach. Gray (2002) writes that social workers have the required knowledge base but the challenge

was whether they considered social development as a valid practice approach and relevant for social work. Respondents identified that at times this unwillingness to reorientate the way services can be delivered by senior practitioners filtered down to younger practitioners under their supervision. The organisational culture can therefore be a great challenge to whether a social development approach will be adopted or not.

6.2.7 Attitude

Key informants cited that the willingness and attitude to implement the social development approach is incumbent on the social service professional. The professional needs to understand their new role, especially in terms of being less prescriptive and more participatory. It is also important for practitioners to mentally accept that development needs to take place in under developed areas and this may mean "not working in an office close to town" but rather in a rural setting as expressed by one key informant. Gray and Lombard (2008) acknowledge that social work has been noted to be an urban based profession with few social workers working in rural settings but incentives are being introduced to rectify this challenge.

6.3. Challenges faced in the implementation of the social development approach

The section below attempts to account for challenges in the implementation of the social development approach to social welfare. In analysing the data, the researcher felt that a comprehensive view of the challenges influencing the implementation of social development presented an opportunity to identify gaps in implementation.

6.3.1 Lack of a common understanding of social development

Respondents were asked their opinion on whether other stakeholders in government had an understanding of what the social development approach entailed. Respondents were of the opinion that there was no common understanding of the social development approach across government and this was coupled with a lack of vision of an appropriate development path for the country. Rankin (1998) identifies the unlikeliness of all the role players having a common understanding of social development as a challenge to the adoption of the social development approach. One respondent stated "I am not even sure whether we understand it. Because if we understood a social development approach we should be working very closely with society". One key informant also was of the same opinion and stated "I don't think the department itself understands what it should be doing, what that concept means. And I think this is where we have this big gap. There is no understanding and so there is no way that we can implement it, the way things are now". Respondents commented that the

concept development alone is interpreted differently depending on whom is asked in government. One respondent expressed this view as "people confuse development. They think grants are development. They think getting into a taxi is development. Getting into a train is development, driving a car is development". Research by Patel and Hochfeld (2008) also shows a limited understanding of social development with an emphasis on individual empowerment, independence, self reliance and capacity building.

Another respondent however felt that there was no problem with the individual understanding but that individuals were too caught up in their own agendas and as a collective could not agree on a common approach to implement social development. They continued to explain that the very nature of government currently operating within a silo approach and their lack of integration and the current low level of citizen participation, does not lend itself to the principles of a social development approach and reflects the lack of internalising the meaning of social development. One respondent explained that "social development also emphasises again the integrated approach. We are still trapped in a process of working inside us. We have not fully integrated those processes". A key challenge therefore identified by respondents was the lack of understanding government had of the social development approach. Alternatively, they felt that even if there was a level of understanding, there was no shared or common understanding of the concept. One respondent explained that "there was no effort that was taken to ensure that there is common understanding amongst the implementers on what this developmental approach should be, and that is why you find differences in the way in which the developmental approach is understood and implemented". Research by Fouche` and Delport (2000) shows that social workers interpreted social development in numerous ways based on their own individual frames of reference and that this resulted in a lack of enthusiasm for implementing this approach.

Respondents also considered academics to be an important stakeholder in the social development approach and there were claims that they too were confused as to what social development means. One respondent stated that "there is that confusion both sides, but I blame the academics because they are not working hard enough to educate the masses ... they have got to shape the discourse".

6.3.2 Limited scope of application

Respondents felt that the scope of application of the social development approach was limited, especially as it related to the Department of Social Development. They explained that whilst the Department of Social Development was considered the lead department, there was no vision to interpret the approach beyond the boundaries of the department. The social development approach was

therefore narrowed to the confines of the three pillars of the Department of Social Development which is welfare services, community development and social security and the understanding of social development is limited to the mandate of the Department of Social Development and not the broader concept. One respondent captured this sentiment accurately through stating that "the tendency is to limit the social development approach within our understanding of the mandate of social development and not as the concept social development. So that becomes a challenge, because you have got the Department of Social Development, which has its mandate, but you have the concept social development, which actually means the total development of people, you know human, physical, you name it, education, health etc." Respondents identified the main challenge as gaining a broader and common understanding of the social development approach beyond the mandate of the Department of Social Development. Key informants shared similar sentiments with one stating that "social development is in my view, every single department, government department's business. It is your business in your department, it is housing's business, it is everyone's business, health's business, to look at social development from their angle."

6.3.3 Lack of integration and coordination

According to respondents, one of the greatest shortfalls of the South African government is its inability to integrate and coordinate services where the focus is inward looking and not on the broader development objectives. One respondent expressed this view "as South Africa we are struggling with integration and coordination of services. We are all doing things from, you know, we are all informed and focusing on our KPAs rather than the outcome of development." Respondents explained that each government department was focussed on their specific deliverable only and does not consider how their deliverable impacts on other development objectives. There is no attempt by departments to look at a programme holistically even when more than one department is responsible for delivering the programme. "We are still trapped in a process of working inside us. We have not fully integrated those processes" claimed one respondent. A report by the Public Service Commission (2010) identifies that government is organised along functional lines and not in a manner that brings together all elements required to deal with social issues.

Respondents consider the general lack of cooperation and integration within the Department of Social Development and amongst other government departments as compromising the advancement of social development principles. One respondent stated that "at the moment, welfare policies are focusing on welfare related issues. Social security focuses also on their own social security related issues, and we are not looking at an integrated policy that would actually ensure that even as a department we integrate our services". A consequence thereof, explains one respondent, is the squandering of

resources on duplicate activities due to lack of cooperation resulting in inefficiencies, whereas a cooperative approach would lead to shared resources. Respondents view the organisational structure of the Department of Social Development as contributing to the silo approach of working where professionals choose to focus on their own specific area of specialisation.

6.3.4 Organisational structures of departments

Respondents viewed the organisation structure of the Department of Social Development as hampering the promotion of social development. For example, currently there are different units working in the field of children, families, and social assistance benefits for children. Whilst by the Departments own acclaim, children are best placed within families, there is no deliberate attempt to align policies governing children, families or foster care. Respondents felt that the organisational structure of the Department was promoting the silo approach. One respondent explained that "silos have to emanate from somewhere – the structure of the department". A report commissioned by the Presidency (2009, p.32) acknowledges that the vertical organisation of a department by nature works against horizontal coordination and "as bureaucracies get entrenched, self-interest becomes more evident, with the danger that more energy is spent on protecting turf rather than serving the public".

6.3.5 Lack of leadership

Respondents felt that leadership in promoting the social development was inadequate and greater leadership was required. One respondent expressed his views by saying "so at least what is required is leadership". Respondents considered leadership as important to unblock some of the challenges especially around government officials being territorial in their work and resisting to work with other social development experts towards a common objective. Mthembu (2009) supports this view and explains that leadership is about looking beyond individual nuances and the ability to organise people towards a common goal and foster commitment to maximise effectiveness. Midgley (1996) also acknowledges that leadership is required to facilitate close collaboration.

Gray and Lombard (2008) also comment about the problems with leadership in the Department of Social Development during the transformation process with the five people occupying the post of Director General during the crucial period from 1994 to 2000. They refer to the South African Council for Social Services Professions concern on the negative impact and instability caused by the continuous change in leadership and felt that it undermined and compromised the delivery of social services. Since mid 2000's the leadership situation within the Department of Social Development has stabilised with appointment of the same Director General for approximately the past seven years.

6.3.6 Lack of an overarching social development strategic framework

Respondents were of the view that the lack of an overarching social development strategic framework to enforce social development posed a challenge and felt that it was important to have a long term overarching social development strategy for the country. They felt that the absence of such a framework limited the ability of government to have a common vision of social development and devise a strategy based on common social development goals. One respondent explained that the lack of a framework limited government to being reactive and "constantly putting out fires" rather than proactive and planning ahead to address potential challenges that are forthcoming. "I think we need to come up with something like that strategy, because we can't encounter things as they come to us. What I am saying is that we can't face poverty situations as they come to us. But as government we need to become proactive and begin to say, we already envisage that by 2020, in terms of social development, this is what we want to see in our population" he claimed.

6.3.7 Inadequate knowledge building and knowledge sharing

Both respondents and key informants felt that in South Africa there is no real appetite or thirst for knowledge in terms of enhancing developmental initiatives and the desire to improve one's knowledge base does not come to the fore with social development practitioners. One respondent expressed his view by claiming that "everyone thinks they know social development, but they don't know. That is one of the challenges that one faces. People don't want to read and educate themselves but they want to sound as experts on the area". Respondents explained that this impacts and influences the thinking around social development as there is inadequate engagement on the topic and very little new knowledge is produced. Both key informants and respondents felt that this apathy was not limited to government officials only and extended to the academic environment as well. Respondents felt that practitioners were not learning from each other or informing academics who are the theorists and academics are not making enough effort to engage with practitioners to develop material that is relevant and appropriate. One key informant summed this up as saying that "there is no replacement for talking, reading, empowerment with knowledge and understanding". Midgley (1996) identifies that the responsibility for promoting social development requires engagement between social work educators, politicians, civil society organisations, and communities.

Both respondents and key informants cited that South Africa has been largely influenced by the western perspective of social development and most literature and text books are written by non–Africans, with very few experts or champions within South Africa. Respondents found this particularly problematic when it comes to text books as it forms the basis of the practitioner's knowledge base.

Key informants agreed and responded that "we need to write more, to teach better, because it is our own fault that those books are being used. But also we need to teach them to look for the other books that they are not using. There are lots of developing countries who have written in this context and they are not as well known, or supported as the western models, but those are the models we have to capture".

6.3.8 Poor incorporation of evidence in policy development processes

Respondents claimed that the policy priority setting process in government is political and that at times these priorities are set without sufficient consultation with the officials which in turn compromises the implementation thereof. Respondents therefore questioned whether government priorities were evidence based with one of them stating outright that "policies that are developed are not evidence based" and are reactive to a social problems resulting in a piecemeal rather than comprehensive approach.

Respondents felt that evidence based interventions in the area of social development have never been a strong point and this has resulted in the design and delivery of ineffective programmes. Programme design was often based on field practice and the experience of social workers. One respondent explained that "even when we developed the service delivery model, it was not backed by research. It was backed by you know, practice wisdom and what people see, the observations, we rely too much on that, I think it is high time we go out and do proper research".

6.3.9 Inappropriate approach to monitoring social development

Respondents claimed that the way government measured progress posed a challenge to the social development approach. Their main grievance was that the social development approach is outcome focussed but government is driven by targets and output measures. One respondent expressed herself through the following statement "if our outcome is social development, then when we review whatever achievements, we should not be looking at outputs, but we should be looking at the quality of life, whether those programmes have actually changed, or impacted positively on the lives of people. But we are still focusing on numbers, which is very sad because sometimes you report that we have got 20 poverty projects. Some of them have collapsed, but for the fact that we have got, or they don't even make an impact, but it is 20 poverty projects, yes we have reached our target". Another respondent claimed that government's appraisal system is linked to the achievement of tangible targets with the focus being on quick outputs and those programmes that would actually "churn out numbers quickly without any challenges".

Respondents argued that most social development initiatives are process driven and involves changing the mind sets of people, which is inherently a long term and intangible outcome and therefore difficult to appraise within the current performance system. They claim that it is easier to develop targets and produce results from non social development initiatives such as the social security system (number of people receiving social grants) and traditional residual welfare services (number of children in children's homes). The balance between showing results in terms of short term outputs and longer term development outcomes is a constant challenge according to respondents. "Communities also find it difficult to understand that development is longer term process" explained one respondent. Holscher (2008) briefly mentions that government's focus on outputs was also a contributing factor to the failure of government's anti-poverty programme. She (2008, p.118) reflects on the tensions between anti poverty programmes that require participatory community approaches and the time required to get these processes in place in relation to the "department's need to produce measurable project outputs to satisfy the South African public".

Respondents showed concern over the lack of monitoring and evaluation systems to assess progress towards a social development approach. One respondent stated that the "social sector in particular does not have appropriate tools for monitoring and evaluation" and that there was no systemic way to measure progress as to whether interventions possess their intended benefit. They identified the lack of a feedback loop as making it difficult to identify gaps and make improvements and continued to explain that the risk associated with this is that resources can be wasted in interventions that are not working effectively and the lives of the target population will not be improved.

Respondents explained that government develops targets against which to measure the implementation of priority areas yet there is no proper process to assess whether government is delivering against its priority areas and hence no process to hold departments accountable for non-delivery. Patel and Hochfeld (2008) also note that in the absence of developmental social welfare indicators and appropriate monitoring and evaluation systems, government will not be in a position to track progress.

6.3.10 Complex policies

Respondents felt that some government policies were too complex, hampering the implementation thereof. Resultantly, policies are not adequately understood by officials who are meant to implement them and they are not understood by people who are meant to benefit from the policy. One respondent expressed this by claiming that "people who are supposed to implement them again, they do not

understand them. And if they don't understand them, it becomes very difficult for them to actually implement them." Key informants also agreed that people do not understand policies.

Respondents considered that government consultation was still at a high level and people at community level hardly had any opportunity to engage with policy. They acknowledged that all legislation has to go through a formal parliamentary public hearing process where the public are invited to make written and verbal submission on draft legislation, but often it is only well organised urban civil society groups that benefit from this opportunity.

6.3.11 Difficulties associated with participatory approaches

Whilst respondents identified participatory approaches as an important element of the social development approach, they also acknowledged that meaningful engagement with all stakeholders was a difficult process to undertake. One respondent claimed that "we really ensure that people are at the centre of development, and social development is all about that, ensuring that people are the main drivers of development and that people in the long run are able to be empowered and so forth. And I think it is working because you do have some kind of effective participation" whilst another acknowledged that "community participation by itself is very difficult. It is very difficult to engage all the stakeholders and reach a point of saying we have really considered everyone". Respondents explained that there are often practical problems with participatory approaches such as community members and leaders not being available thus requiring the practitioner to return to one area on numerous occasions. A report by the Public Service Commission (2008, p.40) also acknowledge that citizen engagement is not easy and can be "labour intensive, time consuming and mired in conflict and tension".

Practitioners also have to deal with a certain level of apathy where on occasion people chose not to participate in processes but disagreed on the intervention strategy selected. One respondent attributed this to "the issue of the culture of our South Africans, maybe not willing to participate and when the processes have been finalised and when people come and say but I was not consulted, those are some of the challenges that you face". Respondents expressed this as causing delays in social development initiatives stating that at times, certain strategies are not implemented at all and this result in wastage of resources without any deliverable to account for. This causes frustration on the side of the practitioner. One respondent explains that time was a big factor to consider when working with communities and on occasion it may seem that the project is at a stalemate without any deliverables. One respondent stated that "it takes longer to develop policies. Why? Because of the participative governance issues, where you have to consult with the people. Consult and consult and consult. And I

know sometimes we get frustrated as public officials because it is like, this consultation takes a very long time but when you look at it at the end, really you eventually get a product that is social development in its approach".

6.3.12 Inadequate capacity at local government

Respondents identified that the involvement of local government in the social development process has been slow and that there is no explicit commitment from local government to plan for social development within their integrated development plans. One respondent was of the view that "if local government was working very well, we would have a very strong developmental approach in the way in which we do things. There is a missing link somewhere, to realize that, and from my opinion the missing link is local government". Respondents acknowledged the existence of capacity constraints within local government with very few of them having a person capable of driving a social development agenda. The "capacity at local government level is constrained and there are no champions for social development even with the advent of the integrated development plans," stated one respondent.

6.3.13 Resource constraints

Respondents identified a range of resource constraints as posing a challenge to the implementation of the social development approach. They noted capacity constraints such as lack of management capacity, institutional capacity, and human resource capacity. Research conducted by Brown and Neku (2007) reflects on the realities faced by social workers in delivering social development services. They identified lack of resources such as equipment, qualified supervisors, and in-service training as hampering service provision. Funding constraints were identified as an obstacle to implementing a social development approach. One respondent explained that "the issue of budget I think also comes into the picture here, because you would have all the good plans but implementing them maybe if you don't have those resources might lead to you not getting there".

Respondents felt that the funding levels of non profit organisations were not optimal, especially when compared to the resources available to government for providing similar services. One respondent observed that as government, "we expect civil society to assist us in a number of programmes, but if you can really look at the amount of money, and the funding that we give to civil society, it doesn't really begin to address the issues".

Key informants highlighted the constraints faced by universities as a challenge to social development as these institutions could not produce sufficient number of practitioners to implement social

development programmes. She further explained that the current social work scholarship programme was being compromised as the universities did not have space for all bursary students. Further bottlenecks were created in that these students needed to be placed and supervised, thus requiring structures in place at organisations.

6.3.14 Inadequate acknowledgment of best practice models

Respondents felt strongly that not enough was being done to capture best practice models and replicate these as models of excellence in promoting social development.

6.3.15 Over reliance on the social work profession

Respondents raised concern over the emphasis placed on the use of social workers by the Department of Social Development in providing social development services. They explained that the social development approach required a diverse range of skills yet the Department of Social Development chooses to employ social workers, even in light of the current shortages of social workers. One respondent expressed her frustration by stating that "there are certain statutory issues or related issues that should be handled by social workers, but there are non-statutory related issues that could be dealt with by other social service professionals". She further comments that the emphasis on social workers as the chosen profession by the Department of Social Development is a stumbling block towards the application of a social development approach in the department. One key informant explains that whilst social work is necessary, the training is very specialised and takes a long time thus requiring other categories of workers. She continues to say that "we have at this moment social auxiliary workers that are a support, but at the moment they are not being utilised by social workers because social workers see them as a threat". Another key informant therefore expressed that "social workers themselves must start unbundling and saying what is it that we are doing that we should not be doing. What is it within our profession that we can give off to other people, and we focus on the things that are really key for which we have been trained for". McKendrick (2001) also acknowledges that the social work profession's focus on professionalisation and the territorial nature regarding their field did not place the social work profession in a positive light. He explains that historically no other cadre of paraprofessionals, apart from social auxiliary workers, were encouraged.

Another respondent claims that there is a misconception that the social development approach requires qualified social workers as the cadre necessary to promote this approach resulting in an over reliance on them. He relates this to the limited understanding out there of social development "as it does not equate to social work". Non-social work respondents felt that there was an over reliance on social workers to deliver on the social development mandate and they questioned the ability of social

workers to deliver services beyond a pure welfare paradigm. The White Paper (1997) also criticised the reliance on the utilisation of the social work profession in the delivery of social welfare services and cited that other categories of social service personnel be trained.

Social worker respondents on the other hand felt that their training prepared them to work within all sorts of environments and they were equipped to work within communities. They claimed that their training was underpinned by the values and principles of human rights and social justice. Most respondents felt that since social workers were trained in aspects of community work, this equipped them to provide services within a social development framework. McKendrick (2001, p.109) supports the view that social work is congruent with social development and claims that "no occupational group has a value base more in harmony with social development and developmental social welfare than social work...Social work's cardinal value of social justice is itself the ultimate justification for a developmental approach in attempting to improve human conditions". Other respondents again claimed that the lack of social workers working in communities as the reason for them being unsuitable to work within a social development paradigm. Gray and Lombard (2008, p.136) argue that even though "social work had long been criticised for failing to engage more fully in community development" the profession is making attempts at retaining its role within community development.

6.3.16 Fragmentation amongst social service professionals

Respondents identified the fragmentation amongst social service professionals as a challenge to the social development approach. One respondent described it as "the challenge in the department is that, which is something that I am praying everyday that this should be resolved where we are all, where we are seen as social development professionals, and not as community development, social work, youth and whatever, so where we are seen as social service professionals with different roles, so that within the service delivery continuum, we are able to say, we all have a role to play as social service professionals, and not really being in this fragmented manner that we are doing things". They cited that professionals working within the social development paradigm did not acknowledge themselves as social development practitioners, each with their distinctive yet complimentary roles but rather as social service professionals driven by the specific area of qualification that was unrelated to other related professionals. One respondent claimed that "there is no innovation to work outside the scope of their qualification" and that "at times, there is very little respect for the work undertaken by someone from a different profession, instead of viewing that person as an asset who can provide some assistance". Another respondent can be quoted as saying "we find ourselves fighting a lot because I happen to be a social worker and I am doing this programme, and I cannot listen to somebody who

talks about developmental aspects, because as far as I am concerned the issue of development, it is somewhere there".

6.3.17 Inappropriate training of social service professions

Respondents' views differed widely on the need for different training programmes for particular professionals versus a more generalist profession qualification. Some were of the opinion that separate qualifications perpetuated a silo approach to service delivery and negated integration - "because I mean for instance if we continue to have community development practitioners separate from welfare, when you go to a community you will find that intervention is not balanced. But if we do have social service professionals it also already emphasises issues of integration and coordination" - while others felt that specialisation was necessary to provide better quality services - "and if we need to allow social workers to deal with social work, and allow community development practitioners to guide community development, because if you look at it, social workers, they have got a very little part in terms of community development. They are mostly dealing with individuals, dealing with families. Not much of community development, and therefore if we would expect that social workers should do community development, we would still find a situation in which we are now, where you find that community development is not moving". The current scenario presented by respondents is characterised by different specialisation groups all contributing to and working in the field of social development, but unable to work in an integrated and coordinated manner resulting in unnecessary competitiveness.

There were concerns raised over the nature of training offered to social workers in particular but also other social services professionals in general. The view expressed by respondents was that social workers were not being trained to address the challenges faced in South Africa and that the curriculum does not appropriately reflect the changing nature of social welfare delivery to be in line with the social development approach. The White Paper (1997) was critical of training institutions that offered social work qualifications claiming that it did not "respond appropriately to the most important social development needs in South African communities" (RSA, 1997, p.32). One respondent strongly expressed that social workers were being trained according to western standards and stated that "sometimes we ask ourselves, are we training social workers for the world or are we training social workers for South Africa to address issues in South Africa". Respondents acknowledged that South Africa was part of the global world, but did not agree that this should be applied to the training of social service professionals. The social development approach was not a model based on western principles and the training of social service professionals on western ideals would compromise the implementation of social development. Apart from the westernised training content influencing the

implementation of social development, key informants acknowledged that "there is also a big gap between training and practical or rather bridging the gap between theory and practice, because at the moment the universities teach developmental social welfare and people get out of there, they into the field and they find something completely different". Respondents were clear that the inappropriate training of social service personnel posed a challenge to the implementation of the social development approach.

6.4. Suggestions for improving the implementation of the social development approach

6.4.1 Awareness raising and promoting social development

Respondents suggested that the Department of Social Development should take the lead in creating awareness and ensuring there is a shared understanding of the social development approach. They explained that this will require the department to step back and reassess its role and responsibility within the framework of leading the social development approach. One respondent showed some concern stating "but then we have not really as a department played that role because we have been inward looking". They continued to say that the department will have to think beyond just its mandate which is the current challenge as the department cannot seem to focus beyond their direct scope. Respondents suggested that there should be clearer roles for all government departments on meeting social development objectives and that this should stem from an agreed upon vision for social development which in turn requires all stakeholders to understand what the concept means.

6.4.2 Enhancing coordination and integration within government

Respondents identified the newly established Social Policy Unit (SPU) within the Department of Social Development as a mechanism that could oversee the adoption of a social development approach. They considered this unit as aiding with the integration of social policies using the social development approach as the underlying principle. Respondents envisioned that the SPU will ensure that the rationale of any new policy is spelt out and that implementation plans are developed based on the resources available and aligned with evidence. One respondent was keen that the SPU will "push to rely less on external consultants to develop policy and to rather utilise the existing expertise within the department" and commented further that "senior managers should constantly develop themselves to become experts in their content areas". It is envisioned that the SPU will also promote a culture of coordination "which includes an understanding and acceptance of the validity of other agendas and of the need to negotiate and give-and-take" (Presidency, 2009, p.34).

The government cluster system was also identified by respondents as a mechanism to improve the coordination and integration efforts between government departments: "If you look at how government is now organised, we have got clusters, and those clusters are now encouraging integrated approach" stated one respondent". They identified this platform as being used for getting social development onto the strategic agenda of government and it also provides the space for a common understanding of social development amongst different role players. The cluster system arose out of a series of reforms starting with the White Paper on the Transformation of the Public Service which noted that the current government was riddled with poor integration and coordination. A report commissioned by the Presidency (2009) on the cluster system noted problems with the current structure of the cluster system and noted that there was no clear mandate for the cluster. The review however proposed the following mandate:

· "[enable an] Integrated and coordinated approach to policy formulation and coordination;
· Combat silos approach to governance; and
· Build a collegial approach and shared perspective on government priorities"(Presidency, 2009, p.16).

One can therefore be deduced that one of the functions of the clusters would be to harmonise the work of departments and this includes collaboration and coordination. It was envisioned that this will reduce the silo departmental approach, and improve the achievement of crosscutting government objectives. It can therefore easily understand why respondents identified the cluster system as an appropriate mechanism for coordination and integration. The Presidency's (2009) review of the cluster system however, identified numerous problems with functioning of the cluster system one of them being lack of participation by Director Generals as they did not consider attending the cluster as adding any value. This lack of participation compromised the ability of the cluster to perform its coordination function effectively. One key informant (based on her personal experience as a cluster member), in particular, offered a diverging view from that of respondents and felt that the cluster system, even though established to promote integration and coordination, did not result in these outcomes.

One respondent cautioned that coordination was time consuming and required resources and this made it challenging for government departments to coordinate. She, therefore, suggested that government should establish a special coordination office to oversee social development. The literature however cautions that such structures often speak to issues of centralisation. Mintzberg (1993) explains that centralisation is the tightest means of coordination but often all issues are not understood at the central level. It is therefore important that coordination efforts are located within the appropriate level of

government, and also acknowledge that coordination is the most effective at the lowest level (Presidency, 2009). This contradicts the view of more than one respondent who felt that the National Planning Commission, a national structure, should be tasked with coordinating social development.

6.4.3 Enhancing leadership for social development

To enhance leadership in social development, one key informant suggested that the Minister of Social Development, establish an advisory board. She claimed that the "advisory board would enable the minister to get it from the experts, from people that understand the field, people that have worked with that, academics, people that have retired, practitioners, but people that understand because at the moment there is no understanding". One respondent also cited that leadership was about acknowledging the presence of experts in the field and that "leadership at the governmental level should let people who are experts in the area begin to champion".

Another view posed by all respondents was that cabinet had a leading role to play in prioritising a social development approach and communicating the common understanding thereof. They viewed cabinet as having the requisite authority to appoint a "watch dog" to ensure that government departments are functioning within a social development paradigm and "crack the whip" when departments do not cooperate and integrate their work.

6.4.4 Development of an overarching social development legislative framework

One respondent was of the view that the social development approach should be elevated into legislative status thereby making it mandatory stating that "government should be obligated to work within the social development framework". National Welfare Social Service and Development Forum (2010) also identified the need for the development of a legislative framework for social welfare and development services in South Africa. Like the respondents of this study, they acknowledge that a developmental state cannot be built in the absence of legislation that outlines the human development objectives of the country. They continue to explain that such legislation will outline the relationship between the national development agenda and the move towards a developmental state (National Welfare Social Service and Development Forum, 2010)

6.4.5 The building and sharing of knowledge

Respondents felt that a local knowledge base on social development had to be developed in order to promote the social development approach. One respondent expressed his frustration by claiming that "people have to read. People have got to spend time in their content areas, there are no two ways about it". According to one key informant "policymakers should read every single thing about their topics

that they do. They don't have to rely on gut feel or practices this, or practice this etc, you have to look at international trends. Social welfare is internationally established".

Respondents viewed discussion forums as a good way to both popularise, debate and share knowledge on social development. One key informant suggested that the Department of Social Development lead a process whereby they host discussion sessions on social development and that these forums should be open to academics and officials from government with an interest in development. Patel and Hochfeld (2008) also identify the importance of dialogue between all stakeholders in the development paradigm as a way of promoting transformation.

Key informants identified field experience as a way of building knowledge. They explained that it was problematic for a lecturer, from a teaching perspective, not to have done any practical work as they "won't know what they are talking about". Similarly, senior managers developing social development policies need to experience real issues but "they don't have a clue what happens there on the ground", expressed one key informant who suggested that all senior managers be deployed at ground level to gain practical field exposure.

Commenting on the western perspective on social development literature, key informants agreed and responded that "we need to write more, to teach better, because it is our own fault that those books are being used. But also we need to teach them to look for the other books that they are not using. There are lots of developing countries who have written in this context and they are not as well known, or supported as the western models, but those are the models we have to capture".

By officially acknowledging the social development approach to social welfare, South Africa is positioned to lead the process of knowledge building in the field and contribute to international debates on the topic. South Africa should take up this challenge posed by Midgley (1998) and become a forerunner in building knowledge in the field of social development.

6.4.6 Improving policy development processes through evidence based research

Respondents reiterated that an important component of social development is the use of evidence in devising any intervention and that the evidence will provide insight into the nature of the social problem. One respondent claimed that "what is actually required for us to be able to implement the social development approach is the need for evidence, because to the extent that most of the programmes are reacting to challenges, the approach that is adopted becomes therefore, limited to what you are reacting to, because you are not actually informed by the challenges in totality. If we get to that point of establishing what makes those households vulnerable, then you would get information that would assist us to develop an integrated programme, where all the other stakeholders or role

players would then be involved". They continued to say that information gathered will help inform the type of intervention required and also provide insight into how to prevent or minimise the occurrence of the social problem again. Respondents explained that understanding the nature and context of social problems, beyond field practice, will go a long way in improving the implementation of the social development approach.

One respondent also pointed out that senior policy makers need to take ownership of the research undertaken and use it to inform policy development. Respondents suggested that all policies in government should follow the policy development process including resource planning to determine what is feasible within the current resource framework and ensure that policies are efficient and effective.

There was a proposal from one respondent that all policies and legislation undergo a social impact assessment and "that social impact assessment should also be legislated as environmental impact assessment is legislated". She explained that all policies and legislation have an impact on people and the extent thereof should be assessed. This in turn will force government to think about the impact on society and social development will be embraced in all policy and legislation. She believes that the social impact of policies and legislation is not at the forefront and at times policies are approved that have adverse social impacts. She provided the anecdote of a poor rural area that did not have a main tarred road thus preventing trucks from passing through. HIV/AIDS was also almost non-existent within that rural community. The HIV/AIDS prevalence rate increased rapidly once the tarred road was built and trucks stopped over in that community. She is of the view that a social impact assessment would have foreseen these unintended consequences and initiatives could have been put in place to combat this.

6.4.7 Development of government wide social development monitoring framework

Respondents identified that a comprehensive government wide monitoring and evaluation system will facilitate the implementation of the social development approach. According to respondents, such a system would need to collect data at all levels of government and across all sectors and identify where social development initiatives are being achieved and identify where the problem areas are. They further explained that this system should point out interventions that were more successful than others for purposes of replication and improved service delivery. With the establishment of the new government department located in the Presidency and the advent of ministerial delivery agreements, it is envisioned that the government performance management system will improve. It has definitely been identified as a key priority area by the President. Lombard (2007) writes that specific indicators

for developmental social welfare services must be devised in order to measure progress towards social development goals.

Respondents further noted that it was also important for proponents of a social development approach to acknowledge the need to plan for short term outputs as these achievements instil confidence in higher levels of government and in the communities themselves that progress is being made.

6.4.8 Community consultation

Respondents suggested that government must work on simplifying both policy and legislation. Key informants agree and one explained that "we have to start with a capacity building programme and in a practical way enable people in a practical way to translate those policies into practice because there is a huge gap in as far as that is concerned". Respondents claimed that government has a positive responsibility to "take its policy and legislation down to community level" acknowledging that it is a lengthy process but it ensures that citizens have the opportunity to engage with the content. According to respondents, one way of achieving this would be via community consultation.

Respondents noted that the nature of engagement between government and the community has a large impact on whether a social development approach is being adopted. They explained that involving communities should not be a compliance exercise just to report that community participation has occurred. The Public Service Commission (2008) notes that public participation should not be seen as an act of kindness by departments and that government should acknowledge the role of communities in participating in initiatives that affect their lives. They continue to explain that "officials are often not receptive and do not acknowledge the importance of citizens' views" (The Public Service Commission, 2008, p.40).

6.4.9 Enhancing community empowerment and community based partnerships

Empowering the community was also viewed by respondents as important for successful social development. They explained that empowerment allows communities to take ownership of their own development process through identifying opportunities in their surrounding environment, participating in planning for implementation and finally evaluating the impact on the community. The Public Service Commission (2008) notes that community members require information and need to be capacitated on how to get involved so they can make a meaningful contribution. According to respondents, government's role is more of a facilitator and supports the community in the decisions it takes. Respondents claimed that it is the responsibility of government to ensure that whatever

decisions were agreed upon with the community must be implemented and that adequate feedback and information sharing take place at the community level so that they are kept abreast with developments.

Respondents identified community organisations as an important partner in facilitating engagement at community level and therefore cited these partnerships as important for enhancing social development. One of the key success factors of the social development approach are partnerships (Patel, 2003; Lombard & Du Preez, 2004; Lombard, 2008) and hence the fostering of partnerships by the Department of Social Development can be seen as contributing to the implementation of the social development approach. Community organisations are viewed by respondents as an extension arm of government who often have access to vulnerable populations that government may not even be aware of. Respondents cited that government should acknowledge these organisations as partners in the delivery of social development and it is therefore in government's best interest to ensure that these organisations understand the social development approach. One respondent explained that "with the community based organisations, they are actually change agents in their own community. So it is important that as Social Development, and even other departments, we have to ensure that those organisations are empowered, because they will be able to drive and change processes". Hence community based organisation act as change agents within their communities and this is key for the successful implementation of the social development approach. Respondents were of the view that these organisations are best placed to work with communities to facilitate change. Research by Mthembu (2009) draws on work by Covey (2005) and Collins (2006) who claim that civil society organisations are in powerful positions to exert influence and become key players within the development spectrum.

Respondents suggested a secondary role for community organisations as being part of the process of developing indicators for development, as national government indicators are developed with very little consultation or engagement with local communities and at times these indicators are not relevant for local communities. These community organisations will be in a position to link national development indicators with local development indicators thereby making them more relevant for the local environment. One respondent acknowledged that "sometimes we come with our own indicators for development and yet, you know, they might not be relevant for that community, because they would be understanding perhaps poverty and development in a different manner that we understand it".

Whilst respondents considered community organisations as strategically placed to be key social development partners, they acknowledge that the level of capacity that exists within these organisations is varied. They therefore suggest that the Department of Social Development should

undertake a process to assess the capacity of local community based organisations and devise strategies on how to enhance their management capacity. One respondent explained that "we have got emerging organisations that really need to be, you need to hold them by hand in terms of capacitating them, even managing their affairs. Some of those organisations, they don't even have management capacity". Mthembu (2009) supports this notion and agrees that for partnerships to be successful, capacity must be established and harnessed to promote sustainable, holistic and integrated partnerships.

6.4.10 Deployment to local government

One respondent suggested that deployment of competent people from all spheres of government to local government should be formalised and that "the role of local government be made clear". It was envisioned that this will filter social development into integrated development plans at local government and fast track the involvement of local government in social development initiatives.

6.4.11 Allocation of resources

Respondents were clear that in order for a social development approach to be adopted, the interventions will need to be resourced, especially in an environment where many development initiatives are managed by the non-profit sector. Patel and Hochfeld (2008) suggest that financing policies based on the real cost of services delivered are needed to support social development.

6.4.12 Promoting best practice examples of social development

One respondent suggested that the Presidency initiate a process of documenting best practice initiatives that could be replicated in other parts of the country. Patel and Hochfeld (2008, p.208) support such a process and claim that there are many innovative practices at community level that need to be "documented, replicated and scaled up". The circulation of best practice models could serve to unblock challenges associated with designing social development interventions.

6.4.13 Development of a social service professions policy framework

Respondents identified the need for a social service professionals policy framework to guide the roles and responsibilities of different role players working within the social development environment as this will go a long way in "distinguishing the nature of services to be undertaken by trained social workers thus leaving room for other professionals to use their skills and contribute to the social development approach", claimed one respondent. The White Paper (1997), even though it encouraged the development of other social service professionals, did also not unpack the roles of these other

categories of workers. The development of a social service professionals policy framework as mentioned above will also go a long way in determining the training needs of professionals.

In order for the social development to be implemented based on the holistic approach, it is imperative that different categories of social service personnel respect each other and find a way to work together. If not, service delivery will remain fragmented and implementation of the social development approach will be compromised.

6.4.14 Review the training of social service professionals

Respondents suggested that the Department of Social Development, the South African Council for Social Service Professions and universities engage with the curriculum for social service professionals. The type of engagement, they suggested, should include a periodic review of the curriculum and teaching methodologies to ensure that it is relevant within a South African context and will prepare social service professionals to deal with the challenges faced by communities and operate within a social development paradigm. The Minister of Social Development also alluded to the retraining of social workers in his 2001 ten point plan by stating that they need to be reorientated towards social development (Gray & Lombard, 2008). "These professionals should be trained within a South African context" claimed one respondent. The success of the social development approach is driven by social service personnel and the respondent's focus on the nature of training is well placed. The training of the social service personnel will provide the basis for their understanding of the social development approach and this in turn will influence their practice modalities in the field.

According to one respondent, the council has been working on an amended curriculum "but we said at the next meeting we want it to be presented so that we can critique it and look if it is really appropriate for the social workers in this day and age". A new curriculum for social work was devised and is currently standardised across 16 universities. It was introduced in 2005 and the compulsory implementation dates was 2007 (Gray & Lombard, 2008; Lombard 2008a). Gray and Lombard (2008) however continue to explain that whilst the new curriculum has been implemented, there are other systemic challenges that impact on the transformation of social work education. They explain that universities had to contend with factors such as financial constraints impacting on the ability to appoint staff; additional tutors to assist students from disadvantages backgrounds; and financial support to students.

Hochfeld (2010) conducted research on the alignment of the curriculum with the social development approach to assess whether social workers were being trained within the social development paradigm. She found that there was a move away from the residual approach toward the social development

approach. Hochfeld's (2010, p.13) findings therefore suggest that "minimum standards for the social work qualification have overall made a good start in shaping social work practice in South Africa towards a developmental model", but that not enough has been done. Patel (2005b) makes a point when she writes that for social work education to be adequately transformed, the social work curriculum must be embedded within social development rather than social development just being considered a component of social work.

Drower (2002) reported on findings from data collected from the School of Social Work at the University of Witwatersrand at the end of 1998 on the conceptualisation of social work by students. Whilst recognising that the data is old, in the absence of recent statistics of such a nature, the researcher was of the view that the data was still relevant. Drower's (2002) report reflects on students during their fourth year of training, and concluded that there is a decline in emphasis on the aim to "identify, enhance, and work with people's strengths". The other aim of social work that saw a decline in emphasis was on "linking people to resources". These perceptions on the aims of social work by fourth year students is concerning, as social work students on this level of study spend a considerable amount of time in the field and it can therefore be deduced that field practice has influenced their views on the aims of the social work profession. So whilst efforts have been made to address the concerns raised by respondents with regard to the training of social workers, one has to consider that the first crop of newly trained social workers only qualified in 2009 and it will require some time to determine how their training translates into practice.

One respondent suggested that the Department of Social Development should establish a college where social service professionals are constantly trained and retrained whilst another suggested that continuous professional development systems be initiated for this sector to encourage social service professionals to undertake continuous learning. In addition, respondents identified the need for much stronger collaboration between the universities, the Department of Social Development and the South African Council for Social Service Professions. From the universities perspective, they require feedback from the Department in terms of the quality of trained social service professionals and it is also incumbent on the universities to constantly learn about the changing nature of the social service practical environment. Key informants also said that universities have a responsibility to engage with communities to ascertain whether the training on offer responds to the needs of communities. Gray and Lombard (2008) acknowledge that there is a gap between education and practice standards but a close relationship has been forged between the SACSSP and universities to address this gap. It must be noted that the literature does not mention a relationship between these stakeholders and the Department of Social Development, which is a cause for concern.

6.5. Conclusion

Respondents were asked whether they felt that the social development approach was being implemented or adopted in South Africa. Responses were varied, with some being positive while others felt that progress towards social development was slow. None of the respondents were of the view that there was no transition towards social development. All respondents considered themselves as contributing to the social development approach in some way or another. Respondents acknowledged that policies in government were making great progress in aligning with the social development approach but that this did not automatically translate into the implementation of social development at ground level. Respondents showed concern over this and explained that implementing social development at ground level did not require a total abandonment of traditional practice modalities and included a range of intervention methods. Respondents identified organisation culture as influencing the implementation of social development. They acknowledged that the culture of organisation contributed to the mindset and attitude towards social development thus impacting on implementation.

The underlying challenge that emerged from respondents was lack of common understanding of social development across government. In demonstrating the lack of understanding, respondents identified that government saw social development as the responsibility of the Department of Social Development and did not consider it as an approach that was integrated and holistic with various other role players. Participants further explained that government was very inward looking and that there was very little integration and coordination. They attributed the current organisational structures of government as perpetuating the silo approach thus compromising integration.

Another major challenge identified by all respondents was related to social service personnel. This ranged from social service personnel not having the required mindset to implement social development to the inadequate training offered by higher education institutions and an over-reliance on social workers. Respondents felt that the sector has not sufficiently acknowledged other social service personnel other than social workers and this posed a challenge to social development as this approach required a broad category of personnel.

Interesting to note was the respondents' views on challenges around the monitoring and evaluation of social development. They were dissatisfied with the focus on developing indicators and targets that measured short term outputs as they considered social development as an outcomes process that took time.

In terms of suggestions on how to improve implementation of the social development approach, respondents felt that the development of an overarching social development legislative framework would guide the implementation of a social development approach as it would signal that this approach was a government wide approach and facilitate the attainment of common social development objectives. Respondents identified the need for leadership to champion the social development approach and the establishment of an advisory board to aid the management of the social development approach. Respondents felt that building a knowledge base of social development would contribute to enhancing a localised and common understanding of social development. They felt that forums to discuss social development issues should be established to encourage debate and foster greater interest in the topic.

Respondents noted that for policies to effectively contribute to social development, they need to be evidence based. Research and information gathering was therefore viewed as important for enhancing social development. In terms of policy development and the identification of interventions, respondents regarded the principles of consultation and participation as essential for successful social development. They felt that the participation of and consultation with communities on any matter that affected them was essential criteria for successful social development. Respondents identified the fostering of partnerships with civil society and community based organisations as supporting the participatory and consultative processes.

Respondents identified the need to relook the different categories of personnel required to implement a social development approach and develop a social service policy framework that will outline the roles and responsibilities of social service personnel. This will assist with broadening the involvement of other categories of personnel beyond social workers. Respondents also recognised the need to work closely with higher education institutions to ensure that the curricula remain relevant to the South African context.

It must be noted that respondents could not contribute any concrete proposals on how to address the challenges they experienced around the monitoring and evaluation of social development initiatives. From the researchers own experience, this is not surprising as issues of data quality and monitoring have plagued the sector for a long time. Even if the monitoring system was focussed on longer term outcomes and impact assessments, the identification of short term output information would still be required. The sector is challenged with providing the required information at this basic output level. The areas identified by respondents as affecting the implementation of the social development approach, including the challenges and proposed areas for improvement, are far ranging and this is

again congruent with the diverse nature of social development. What is clear from the findings is that all issues identified were critical for the successful implementation of social development.

CHAPTER SEVEN

7. SUMMARY OF KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The purpose of the study was to ascertain how senior policy makers employed within the national Department of Social Development perceived the social development approach to social welfare. The study took an in depth look at how these policy makers conceptualised social development. This was then followed by a discussion on the implementation of the social development approach focusing on the views of senior policy makers with regard to the implementation of the social development approach, challenges identified and suggested recommendations for improving the implementation of the social development approach.

This chapter will present a summary of key findings and conclusions as they pertain to the objectives of the study followed by overall recommendations.

7.1. The understanding of the concept of social development by senior officials in the national Department of Social Development

The meeting of basic needs was identified as a key component of social development. Respondents were strong on their views that the social development approach identified people themselves as central to development and hence the people centred approach to meeting basic needs was a critical component of social development. There was also acknowledgment that the social development approach moves away from the treatment model that looks at social problems in isolation from the surrounding environment, and that social problems were often a manifestation of the environment surrounding the individual. Inherent in allowing people to participate in all decisions, the social development approach recognises the strengths available within the community and builds on these strengths. Respondents identified that these strengths must be fostered and developed with the aim of building a self-reliant society. For a society to be self-reliant, respondents identified that it had to be economically independent and they therefore noted that the social development approach emphasised the importance of fostering linkages with economic opportunities. They therefore identified an integrated approach which fosters linkages with other government departments and partnerships with all development stakeholders as an important component of the social development approach. Respondents also understood that the social development approach does not negate other approaches to social welfare. Furthermore, respondents saw a definite interventionist role for government.

All respondents agreed that economic development was essential to attain social objectives, but they were clear that meeting social objectives was non-negotiable even if economic principles were to be compromised. Respondents claimed that the social development approach facilitates people to be a part of the broader economic development process and promotes their ability to participate in the economy whilst also being protected if required.

Throughout the study respondents referred to social development and developmental social welfare interchangeably. The researcher attributed this more to force of habit rather than the way respondents understood the concepts. At face value it is easy to assume that respondents made no distinction between the two concepts, but on enquiring further respondents were in fact able to make a distinction between social development and developmental social welfare.

The research concludes that senior officials employed within the national Department of Social Development all have a theoretical understanding of the social development approach to social welfare. Senior policy makers were also able to make a distinction between developmental social welfare and social development thus providing a basis for conceptual clarification. The understanding of social development, the goals identified, the intervention strategies proposed and the best practice examples described by senior policy makers are all aligned with the social development approach as purported in the literature. There is no disjuncture between the literature on social development and the understanding presented by senior officials. It must however be noted that a theoretical understanding of social development does not always equate to practical understanding, but the purpose of this research was not to investigate the practical implementation of social development.

7.2. The views of senior officials in the national Department of Social Development on the implementation of a social development approach to social welfare in South Africa.

All senior officials considered the social development approach as both relevant and appropriate for the South African context. They felt that the goals, general principles and characteristics of the social development approach are in line with addressing the challenges in South Africa. Senior government officials attested to applying the principles of the social development approach in their day to day work but their level of application of the social development approach was linked to the nature of work undertaken by senior policy makers. Senior policy makers identified the policy development terrain as their contribution to the social development approach. Respondents claimed that the Department of Social Development has made great strides in aligning policies with the social development approach. Whilst most were positive in their response that the social development approach was apparent at a policy level, they were not convinced that the same could be said at the

level of actual implementation. Respondents continued to explain that at certain levels implementation bodies were caught up in residual welfare services where the emphasis is on an individual approach where residualism and therapeutic interventions are still predominant, at both government and NGO level. Respondents explained that the culture of the organisation also played a huge role in terms of transforming welfare services to be more developmental. This was linked to the leadership in the organisation and their attitude towards social development. Respondents identified the mindset of people working within the social development field as important when considering the implementation of social development.

There were senior policy makers who were not confident in their efforts to apply a social development approach. They however emphasised that it was an area they wished to enhance and improve on. Responses were varied on whether South Africa as a country adopted the social development approach. Some felt positive about the country's adoption of the approach, while others felt that progress towards social development was slow. None of the respondents however, were of the view that there was no transition towards social development in South Africa but all felt that more could be done to promote the approach.

7.3. The views of senior officials in the national Department of Social Development on challenges with the implementation of a social development approach.

In terms of challenges, respondents identified that there was a lack of common understanding of social development across government. Government viewed social development as the responsibility of the Department of Social Development and did not consider it as an approach that was integrated and holistic involving other role players. This was also reflected in the poor integration and coordination within the Department of Social Development and across government. Respondents cited that the organisational structures of government were perpetuating the silo approach thus compromising integration.

One of the biggest challenges identified by senior policy makers was around social service personnel. This ranged from an over reliance on social workers, inadequate acknowledgement of non-social work professionals, and inappropriate training of social service professionals. The social development approach is driven by personnel, and the behaviour and attitude these people have towards the social development approach and towards each other is a key consideration in terms of implementing social development. Senior policy makers identified that there was little cohesion and respect amongst different categories of social service personnel. The sector's inability to accept the contribution and roles played by varying social service professionals poses a serious challenge for the social development approach. Even at the senior level, policy makers showed reservations towards categories

of personnel with different qualification backgrounds to their own. Social development policies were often too complex and therefore not understood by either practitioners or service recipients. In addition, policies were often not based on evidence and did not address social problems adequately. Respondents identified insufficient resource provision as a constraint for social development. Whilst the sector may not be adequately resourced, the lack of service integration and coordination also leads to wasteful utilisation of resources, thus further exacerbating problems around resource constraints. Lastly, government's monitoring and evaluation system was deemed inappropriate for social development in that its focus is on measuring short term outputs and does not take into account that social development is a long term process.

7.4. Suggestions by senior officials in the national Department of Social Development on improving the implementation of the social development approach.

Respondents identified the need to develop an overarching social development strategic framework to cement the objectives of social development and promote it as the overall approach to attaining social welfare in South Africa. They expressed that greater leadership was required to champion the social development approach as this will assist in unblocking some of the challenges especially around government officials being territorial in their work and encouraging them to work together towards a common objective. Senior policy makers identified the need to build a social development knowledge base in South Africa as this would contribute to the enhancement of a localised and common understanding of social development. All stakeholders should be encouraged to read and write and become experts in their fields. To enhance this process, forums to discuss social development issues should be established by stakeholders to encourage debate and foster greater interest in the topic. Policy instruments as important levers and tools for implementing social development should be used to guide the social development approach. Senior policy makers identified the need for evidence to inform policy development so that the interventions designed address the problem at hand appropriately. Information and research are therefore important for promoting social development. Successful social development is also premised on enhanced consultation with and participation of communities in any intervention aimed at improving their lives. Senior policy makers identified that the fostering of partnerships with civil society and community based organisations which support the participatory and consultative processes was essential for enhancing the social development approach. The development of a social service professionals policy framework was seen as essential to resolve the challenges around the social services personnel, especially around role clarification and specialisation areas. Greater collaboration between government and higher education institutions must

be fostered to ensure that the training of social service professionals remain relevant to the changing needs at ground level.

Senior policy makers were clear on the type of initiatives that could be embarked on to promote the social development approach and address some of the challenges identified above. Rightfully so, the first step would be for someone to champion this approach and initiate the development of an overarching strategic framework. Senior policy makers however did not see themselves as championing such a process and the impression given was that a leader was required to initiate this.

7.5. Overall recommendations and areas for future research

It is a very promising start that all senior policy makers interviewed for this study have a good theoretical understanding of social development and that they all consider it as the most appropriate approach to enhancing social welfare in South Africa.

7.5.1 Recommendations

To enhance a common understanding and facilitate improved implementation of the social development approach, the following recommendations are proposed:

- The development of an overarching strategic policy framework to guide the social development approach and formal acknowledgment from leadership in government that this policy framework aims to guide all policy interventions aimed at improving social welfare in South Africa. This must be aligned with the review of the White Paper on Developmental Social Welfare (1997) to avoid confusion as to which policy framework should guide the social development approach.
- Social development forums should be established at all levels of government to encourage debate and discussion on social development as well as to identify challenges and areas of good practice for replication. These forums should on a quarterly basis write up their experiences and this must be circulated to parties involved. This will promote the sharing of ideas and also get stakeholders to start writing about social development from a local perspective.
- An audit should be undertaken of all social development related policies and legislation to identify areas of duplication and overlap. This audit must also investigate how these duplications have resulted in the wastage of resources.
- A study should be conducted on crosscutting programmes in government to determine the extent of collaboration and integration, and a best practice guideline should be developed on how government departments can work together to deliver a single comprehensive service. A

possible policy area to conduct this research is on Early Childhood Development and the National Strategic Plan for HIV/AIDS.

· The development of a human resource framework for the sector to recognise the different categories of personnel required to implement a social development approach and specify the roles and responsibilities of the workforce is needed. This framework will also have to address the issue of professionalisation. Such a framework should be developed in conjunction with the South African Council for Social Service Professions (SACSSP) and must cover the categories of workers that should be professionalised.

· The sector must find a way of popularising its policies and legislation so that it is understood by both practitioners at ground level and the very people it is meant to benefit. This could include a process where policies and legislation are simplified in a similar way that the budget process is simplified through the *'People's Guide to the Budget'*. Legislation and policies could be written in simple language aimed at people at ground level. The sector should also conduct research on the extent to which its policies and legislation are understood.

· Related to the above, the sector should undertake a study to review its consultation and participatory processes to gauge whether its consultation processes are sufficient and appropriate. This could be a joint initiative between the Department of Social Development, the Public Service Commission and the Government Communication and Information Services.

· It is imperative that the sector improve on its information management system to improve the monitoring of social development. Without accurate and credible data, it will be near impossible to move towards measuring the outcome and impact of social development.

7.5.2 Areas for future research

The following where identified as potential topical areas for further research emanating from the study

· This study should be replicated at provincial department of Social Development level amongst different categories of personnel (managers and ground level practitioners) to get an overall perspective of how social development is understood and implemented;

· A desktop and process review of social development policies and legislation to determine if they are congruent with the social development approach should be undertaken;

· An in depth study should be conducted to ascertain whether social work graduates educated from the new curriculum are equipped to work within the social development paradigm. A subsequent and related study should be undertaken to determine if challenges associated with

the implementation of the social development approach can in fact be attributed to the curriculum and training of social workers.

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APPENDIX A: INTERVIEW SCHEDULE FOR SENIOR OFFICIALS AT THE NATIONAL DEPARTMENT OF SOCIAL DEVELOPMENT

1. What is your understanding of the concept – social development?
2. What are the key elements that make up a social development?
3. What in your opinion is the ultimate goal of social development?
4. What strategies are important in meeting these social development goals?
5. What would be the key principles underlying a social development approach?
6. What are the key characteristics of a social development approach?
7. What would be an example of a policy/programme that you are aware of that can be seen as a best practice for applying social development? Why?
8. What would be the rationale behind applying a social development approach?
9. How would you define social development?
10. What in your opinion is the difference between developmental social welfare and social development?
11. What is your opinion of the statement that social development cannot take place without economic development and economic development cannot take place without social development?
12. What role can social development play in enhancing the economic well-being of people?
13. What is your opinion on whether the social development approach is still applicable?
14. In your opinion, would you say that you are applying a social development approach in your day to day work?
15. Do you think there is a general understanding of social development by policy makers?
16. What is your opinion on the appropriateness of applying a social development approach to social welfare?
17. What is your opinion on whether SA has adopted a social development approach?
18. What is your view on how the social development approach is being implemented by government?

19. Would you say that policies and programme of the Department of Social Development are underpinned by the principles of social development?

20. Is there room to re-orientate existing policies to have a more social development focus??

21. Apart from social development specific policies, how else could government potentially implement a social development approach? Do you see this currently happening within government?

22. What do you view as the key challenges in applying a social development approach?

23. Why are these posed as challenges for social development?

24. How do you foresee these challenges being addressed? How would you improve on the way social development is currently being applied?

25. How would you propose that government improve on implementing a social development approach?

26. How would you recommend that existing policies change to have a more social development focus?

27. If I were the new Minister of Social Development & came to you saying that the White Paper is outdated & not relevant any longer and that maybe a social development approach is perhaps not appropriate - what would you advise me?

28. If I asked you – what was the single biggest challenge and how will you address it to make this approach work?

APPENDIX B: INTERVIEW SCHEDULE FOR KEY INFORMANTS

PART A: GENERAL UNDERSTANDING OF SOCIAL DEVELOPMENT

1. What is your understanding of the concept – social development?
2. What are the key components of social development?
3. What in your opinion is the ultimate goal of social development?
4. What would be the key principles underlying a social development approach?
5. How would you define social development?
6. Social development is often described as a process our an outcome or goal? What do these two things mean?
7. What is your opinion on the appropriateness of applying a social development approach to social welfare?
8. What do you view as the key challenges in applying a social development approach?
9. How do you foresee these challenges being addressed?
10. How would you improve on the way social development is currently being applied?
11. What is your opinion on whether government has adopted a social development approach?
12. How would you propose that government improve on implementing a social development approach?
13. How would you link up the vision of the White Paper for Social Welfare to social development?
14. How would you distinguish between social development and developmental social welfare?

PART B: ENHANCING THE MEANING OF SOCIAL DEVELOPMENT

15. Midgley states that social development is "theoretically under-developed and there is much confusion about what social development means in programmatic terms. Even the term is still poorly defined". The literature on social development makes reference to certain concepts and statements but they are not clearly conceptualised. I would like to discuss the following concepts with you so as to ascertain a clearer and deeper meaning of social development:

·   interdisciplinary focus
·   universal and inclusive
·   interventionist in nature.
·   people centered development
·   Tangible improvements in social well-being for all through economic development

- Social development cannot take place without economic development and economic development cannot take place without social development.
- productivist.

16. According to the literature on social development, the following principles under-pin a social development approach:

- The creation of organizational arrangements at a national level that harmonize economic and social policies with regular engagement between entities that develop social policies and those involved with economic policy.
- The adoption of macro-economic policies that promote employment and attain people centred economic development. This entails the development of programmes that facilitate job creation and also address blockages that individuals face thereby excluding them from the development process.
- Social programmes must be investment oriented or 'productivist' by promoting economic participation and generating positive rates of return to the economy.

    16.1   What is your opinion on whether these principles are applied in government?

    16.2   Do you think these principles are appropriate for a social development approach?

17. Do you think the concept social development is understood properly by policy makers? What is the best way to enhance the understanding of social development by policy makers?

18. Do you think the implementation challenges in the literature are linked to the lack of understanding of the concept? If not, what else could it be attributed to?

APPENDIX C: PARTICIPANT INFORMATION SHEET

Good day,

My name is Zaheera Mohamed and I am a Masters student registered for the Masters in Social Development at the University of the Witwatersrand. As part of the requirements for the degree, I am conducting research into the perceptions of social development among senior Social Development officials. It is hoped that this information will provide insight into the perceptions these senior government officials have of social development.

I therefore wish to invite you to participate in my study. Your participation is entirely voluntary and refusal to participate will not be held against you in any way. If you agree to take part, I shall arrange to interview you at a time and place that is suitable for you. Due to the subject at hand the interview will not include sensitive issues, but should you feel overwhelmed, the interview will be stopped. You may withdraw from the study at any time and you may also refuse to answer any questions that you feel uncomfortable with answering.

With your permission, I would like to tape record the interview. No one other than my supervisor will have access to the recordings, and on completion of the study, the recordings will be locked up in a secured cabinet. Please be assured that you name and personal details will be kept confidential and no identifying information will be included in the final research report.

Please feel free to ask any questions regarding the study. I shall answer them to the best of my ability. I may be contacted on tel. 084 6072163. A summary of the results of the study will be emailed to you on completion. Should you wish to receive the full report this will also be emailed to you on request

Thank you for taking the time to consider participating in the study.

Yours sincerely

_____

APPENDIX D: CONSENT FORM FOR PARTICIPATION IN THE STUDY

I hereby consent to participate in the research project. The purpose and procedures of the study have been explained to me. I understand that my participation is voluntary and that I may refuse to answer any particular items or withdraw from the study at any time without any negative consequences. I understand that my responses will be kept confidential.

Name of Participant: _____

Date: _____

Signature: _____

APPENDIX E: CONSENT FORM FOR AUDIO-TAPING OF THE INTERVIEW

I hereby consent to tape-recording of the interview. I understand that my confidentiality will be maintained at all times and that the tapes will be destroyed two years after any publication arising from the study or five years after completion of the study if there are no publications.

Name: _____

Date: _____

Signature: _____

APPENDIX F: PERMISSION LETTER FROM THE DEPARTMENT OF SOCIAL DEVELOPMENT

social development

Department:
Social Development
REPUBLIC OF SOUTH AFRICA

Private Bag X001, Pretoria, 0001 *134 Pretorius Street, HSRC Building, PRETORIA Tel: +27 12 312 7647, Fax: +27 12 312 7822, www.dsd.gov.za
Private Bag X9150, Cape Town, 8000 Tel: +27 21 465 1257, Fax: +27 21 465 8430 e-mail: vusim@dsd.gov.za
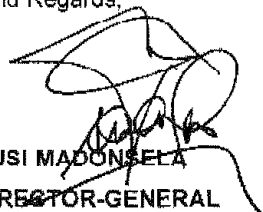
Director General

Ms Zaheera Mohamed
PO Box X115
Pretoria
0001
Fax: (012) 325 1620

Dear Ms Mohamed

PERMISSION GRANTED TO UNDERTAKE RESEARCH WITHIN THE NATIONAL DEPARTMENT OF SOCIAL DEVELOPMENT

I have reviewed your request to undertake research in the form of interviews within the National Department of Social Development. I have noted your topic and it will not result in any conflict within the Department. It will therefore not be a problem for you to interview senior officials within the employ of the National Department of Social Development.

Kind Regards,

VUSI MADONSELA
DIRECTOR-GENERAL
DATE: 06/10/2009

Lefapha la Tlhabololo ya Loago* Muhasho wa zwa Mvelaphanda ya Vhathu* iSebo loPhuhliso lwaNtlalo yoLuntu* uMnyango wezeNtuthuko yaBantu* Kgoro ya Tlhabololo ya Leago* Ndzawulo ya Nhluvuko wa Vanhu* LiTiko leTentfutfuko yeBantfu* Lefapha la Ntshetsopele ya Setjhaba* UmNyango weTuthuko kwezokuHlalisana Departement* van Maatskaplike Ontwikkeling*

Building a Caring Society. Together.

APPENDIX G: ETHICAL CLEARANCE FORM

UNIVERSITY OF THE WITWATERSRAND, JOHANNESBURG

Division of the Deputy Registrar (Research)

HUMAN RESEARCH ETHICS COMMITTEE (NON MEDICAL)
R14/49   Mohamed

CLEARANCE CERTIFICATE	PROTOCOL NUMBER H0 90833
PROJECT	Perceptions about social development by senior officials in the national department of social development
INVESTIGATORS	Ms Z Mohamed
DEPARTMENT	Social Work
DATE CONSIDERED	14.08.2009
DECISION OF THE COMMITTEE*	Approved Unconditionally
NOTE:	

Unless otherwise specified this ethical clearance is valid for 2 years and may be renewed upon application

DATE   29.09.2009   CHAIRPERSON ....
                                                              (Professor R Thornton)

cc: Supervisor :   Prof E Kaseke